Programme Title: **5-Year Decentralization Programme (2020-2024) For Liberia, Aligned with the National Policy on Decentralization and Local Governance, The Local Government Act (LGA) of 2018; and the Pro-Poor Agenda for Prosperity and Development (PAPD).**

Programme Number: 001221614

Implementing Partner: Ministry of Internal Affairs (MIA), Ministry of Finance & Development Planning (MFDP) and Governance Commission (GC)

Start Date: July 1, 2020, End Date: December 31, 2024, PAC Meeting date: June 17,2020

Brief Description

Liberia's development trajectory is still work in progress and requires multidimensional sustainable capacity development initiatives. For instance, centralization of political and economic power in the capital – Monrovia, and inadequate provision of services and infrastructure at the local levels have produced uneven development patterns across Liberia since the founding of the country. Governance centralization has historically been a major challenge to sustainable development since the founding of Liberia 172 years ago[1]. The system of governance and public administration has always been excessively centralized in Monrovia and has not allowed citizen participation in local governance. This may have resulted into civil uprisings in the 1970s, the military dictatorship of the 1980s and the 14 years of civil wars between 1989 and 2003.

Consequently, Liberia's national development plan, the Pro-Poor Agenda for Prosperity and Development (PAPD) was launched in 2018 and covers the period July 2018-June 2023. The PAPD is a framework for inclusion, more equitable distribution of the country's national wealth, and a rights-based approach to national development. The PAPD renewed the country's commitment to peace and equitable growth, as Liberia continues to emerge from years of conflict, the Ebola crisis and the resultant economic downturn[2]. Currently, Liberia faces multiple development challenges[3] including high inflation, declining global commodity prices, growing foreign debt and import dependency[4], which continue to slow economic growth[5] and reduce fiscal space[6] for basic service delivery and the achievement of the Sustainable Development Goals. Acute poverty and vulnerability in Liberia are a result of entrenched social and economic inequalities and exclusion. More than half of the country's 4.7 million people[7] live below the poverty line[8] and marginalization remain deeply entrenched[9]. In 2018, 71.2 per cent of Liberians experienced multidimensional poverty[10], with 33.2 per cent severely poor and 20.4 per cent vulnerable and slipping back into poverty[11].

Liberia completed the implementation of the first phase of the Decentralization Programme in 2019. Results expected to accrue from the Liberia Decentralization Support Programme (LDSP) Phase II (2020-2024) are inclusive governance, provision of basic services and allocation of authority and resources at the most appropriate levels of government. Centralization of governance has compromised popular participation in

[1] Liberia became an independent country in 1847 when five settler communities formed by repatriates from the United States declared the newly independent republic in the face of challenges to their sovereignty from local rulers and the colonial neighbors—France and Britain. Through a series of negotiated peace treaties and deeds of cession made with the local rulers over the next three decades to end recurrent contests over land boundaries and control of resources and to improve trading relations, the 16 nations and 5 settler communities were brought into the new body politic under an arrangement that allowed a dual system of governance to prevail—one for the five settlement areas another for the provinces.
[2] World Bank, FY19-FY24 Country Partnership Framework, 2018.
[3] Liberia Common Country Assessment, 2018.
[4] World Bank, FY19-FY24 Country Partnership Framework, 2018.
[5] International Monetary Fund 2019 Article IV Mission to Liberia: https://www.imf.org/en/News/Articles/2019/03/08/pr1971-imf-staff- completes-2019-article-iv-mission-to-liberia
[6] Africa Economic Outlook (2017).
[7] United Nations Population Division, 2017
[8] Liberia Institute for Statistics and Geo-Information Services, Liberia Household Income and Expenditure Survey, 2016.
[9] Poverty stands at 71.6 per cent in rural areas and 31.5 per cent in urban areas.
[10] UNDP multidimensional poverty data 2018.
[11] UNDP Human Development Report, 2018.

national decision-making and is causing inequities in access to basic social services and economic opportunities at local levels. This situation has kept most Liberians in abject poverty and at the margins of their own society. It has undermined citizen initiatives and ownership of development by local communities. Citizens in almost all communities in Liberia depend on, look up to, and expect the central government to address all their problems. To improve citizen participation and access to basic public services, particularly by the most vulnerable and disadvantaged groups, the LDSP Phase II will support the implementation of an innovative, information technology-enabled citizens' feedback mechanism launched in 2019. The data from this mechanism will enable the design and implementation of a performance management system for the civil service, and inform planning, implementation and monitoring of the Sustainable Development Goals.

The LDSP Phase II (2020-2024) is designed to support and facilitate the implementation of the National Policy on Decentralization and Local Government (NPDLG). It is also meant to operationalize the newly gazetted Local Government Act (2018). The LDSP II deliberately targets decentralization of administrative and political governance in Liberia. The programme is implemented in tandem with the fiscal decentralization component implemented by the MFDP and is aligned to the peace building and reconciliation processes, Public Sector Reform Agenda, Civil Service Reform (CSR) and the Pro-Poor Agenda for Prosperity and Development (PAPD) - under Governance Pillar IV. By extension, it supports the implementation of all pillars of the United Nations Sustainable Development Cooperation Framework, the PAPD and the SDGs particularly goals 1, 5, 16 and 17.

Contributing Outcome (UNSDCF/CPD, RPD or GPD):

UNSDCF Outcome 4/ UNDP OUTCOME 1: By 2024, people in Liberia, especially the vulnerable and disadvantaged, benefit from strengthened institutions that are more effective, accountable, transparent, inclusive, and gender responsive in the delivery of essential services at the national and subnational levels

Indicative Output(s) with gender marker[2]:

Output 1.1: GEN 2
Output 1.2: GEN 2
Output 1.3: GEN 3
Output 2.1: GEN 1
Output 2.2: GEN 1
Output 3.1: GEN 1
Output 3.2: GEN 1
Output 4.1: GEN 2
Output 4.2: GEN 1

Total resources required:	**USD 7,133,400.00**	
Total resources allocated:		**$5,089,288.37**
	UNDP TRAC:	**$2,000,000.00**
	(20M SEK) Sweden:	**$2,040,608**
	Ireland (500K euros)	**$548,680.37**
	Government:	500,000
Unfunded:	**USD 2,044,111.63**	

Agreed by:

Government of Liberia	UNDP	Responsible Party
Ministry of Finance & Development Planning (MFDP)	Resident Representative	Ministry of Internal Affairs (MIA)
Name: Samuel D. Tweah, Jr.	**Name:** Stephen Rodriques	**Name**: Varney A. Sirleaf

Minister	Resident Representative	Minister
Date: JULY 19, 2022	**Date:** 6/7/2022	Date: 07/07/22

I. DEVELOPMENT CHALLENGE

Liberia's development challenge is historical. The country's internal problems have been characterized by: the civil uprisings in the 1970s, the military dictatorships of the 1980s and the 14 years of civil wars between 1989 and 2003 which led to destruction of not only infrastructure, but also a breakdown in public administration and delivery of basic social services. Overtime, the capacity to provide services and foster local level development has been deeply undermined. The political and civil unrest were compounded by the outbreak of the Ebola epidemic in 2014 which led to massive loss of lives in various sectors, including the local government. The various misfortunes pointed to the need for a new political dispensation that would allow citizen participation and engagement in governance and decision-making processes – especially at sub-national levels. The 2003 Accra Accord provided the necessary framework for the desired changes and reforms, and way forward for inclusive peace, political stability, recovery, and development. The LDSP Phase II is meant to help address these development, peace building, poverty reduction and governance challenges. Specifically, the objectives of the LDSP Phase II are to deliver (1) inclusive participation of citizens; and (2) ensuring delivery of basic and social services to citizens of Liberia.

Broadly, the purpose of the LDSP Phase II is to help address inclusive governance imperatives that ensure the full participation of the whole population in the sustainable development agenda of Liberia as enshrined in the PAPD. The PAPD is the second in the series of plans leading towards the goals of Vision 2030. It aligns national plans with the African Union Agenda 2063 and the global Sustainable Development Goals (SDGs). The PAPD added momentum to decentralization and participatory local governance. It also brought on board the localization of the 2030 Sustainable Development Goals (SDGs) to ensure that "no one is left behind." The PAPD is the current national development plan whose Pillar Four emphasizes: (a) inclusion, equitable distribution of national wealth, and a rights-based approach to national development focused on Liberia Vision 2030, the African Union Agenda 2063, and the Sustainable Development Goals (SDGs)[12].

Although efforts has been made in addressing the decentralization challenges by the passage of the LGA, NPDLG and development of a National Action Plan, evidence of inclusive governance at the decentralized level is still lacking. For example, despite Liberia's ratification of the Maputo Protocol on the Rights of Women in Africa, its domestication remains inadequate. The Gender Inequality Index of 0.610 ranks Liberia 177 of 188 countries, a decline from earlier years[13]. The rate of women's participation in politics and governance remain low; women occupy only 2 of 30 seats in the Senate and 9 of 73 seats in the House of Representatives[14]. Gender gaps are evident in mean years of education (3.5 versus 6.1) and income ($577 versus $755). While patriarchal norms that maintain the low status of women and girls persist, the legacy of violence against women during the civil wars has been normalized[15]. Almost 14 percent[16] of the population living with disabilities face stigma and lack income-earning opportunities. The adult HIV prevalence rate of 2.1 per cent[17] (women: 2.4 per cent; men: 1.8 per cent) results from health system deficiencies and unequal gender relations. These challenges hinder citizens' access to justice and basic social services especially at sub-national levels.

The success of the LDSP II will have direct positive impact on poverty reduction and delivery of services and participation of women, men and households in a decentralized fashion. For example, the implementation of the County Development Fund (CDF) and County Development Agenda (CDA) will include poor people in inclusive governance of local authorities. Job creation in local authorities will boost revenue generation and improvement of service provision. Currently, there is an unfortunate possibility that the population in informal employment which grew from nearly 1.3 million in 2018 will increase to 1.6 million by 2023 without significant intervention in formal job creation. Women, children, youth and the elderly are farthest left behind. For example, women are disproportionately represented in low-skilled, low-paying jobs and the wage gap between male and female persists. Although there are few differences in demographic composition of male and female headed households, when the head of household has completed secondary level education (high school), consumption levels are higher than in households where the head has not completed high school[18].

[12] Republic of Liberia (2018). Pro-Poor Agenda for Prosperity and Development (PAPD), p.i

[13] UNDP Human Development Report, 2018.

[14] National Elections Commission, Liberia.

[15] Government of Liberia and United Nations Joint Programme Against Sexual and Gender Based Violence and Harmful Traditional Practices, Programme brief (undated).

[16] Government of the Republic of Liberia, (2008) National Population and Housing Census.

[17] Joint United Nations Programme on HIV/AIDS, "Liberia's catch-up plan takes shape", 27 March 2019.

[18] GOL, Liberia Poverty Note, Nov 2012

Agriculture accounts for an estimated 70 percent of the total labor force and women make up an estimated 75 percent of that workforce. In rural areas, women are traditionally given ownership of the crops they cultivate, but not the title to the land. Assumptions based on traditional gendered roles perpetuate female subordination and prevent access to rights of asset ownership and to economic resources. Nevertheless, poverty levels are highest (79.6%) in households where the head is self-employed in agriculture. In the PADP Liberia has set itself to reduce maternal mortality ratio from 774 to 497 per 100,000 live births by 2030. The County Development Agenda is meant to address such challenges. The County Development Fund can support strengthening of agricultural development. Both are support pillars for LDSP (2020-2024).

Services such as education make a difference to the economic wellbeing of the household. The highest levels of poverty (66%) are found in households where the head had no education. With primary education the proportion falls to 58.7 percent, with secondary to 43.8 percent, and 15.9 percent when the head of household has some post-secondary education. Liberia risks losing out on the demographic dividend. Participation of youth in education decreases substantially after their 18th birthday. At 18 or older, youths are more inclined to transition to the labor force. Girls are at a high risk of dropping out of school. Boys are also at high risk of dropping out of school without employable skills, credentials, or other qualifications to acquire employment or self-employment. Youths who drop out of school need much more time (as much as two years) to be integrated into the formal labor force than their colleagues with acquired qualifications[19].

The elderly persons are farthest left behind. The highest level of poverty is found among households headed by the elderly persons (60+). Slightly more than 60 percent live in absolute poverty, 48 percent in food poverty, while 22.2 percent live in extreme poverty. As most of the elderly have never worked in the formal sector, they are not likely to be vested in any pension scheme that provide some form of income security. Liberia does not have universal statutory social security for its elderly people. The only form of old-age protection available is the contributory national pension scheme for the wage-earning population. Under the currently eligibility criteria, no more than 300,000 persons would qualify[20].

People with disability are often the furthest left behind. Though statistics are scanty, anecdotal evidence shows that social and cultural factors limit opportunities to find work while living with disability, but even more so, people with disability face discrimination from employers. Even those who find employment face wage discrimination because they tend to earn less than their colleagues. Disability and poverty are mutually reinforcing. Insecure living conditions, lack of access to basic services, malnutrition and poverty can lead to disabilities. Persons with disabilities are usually excluded from social and economic life and their rights are not fully fulfilled[21]. This analysis above points to the urgent need for inclusive governance. Over time Decentralization programmes can play a facilitative role to strengthen inclusive governance at local levels to motivate citizens to actively participate in planning and shaping their development. With better provision of basic services locally, citizens can save resources they currently use to travel to Monrovia, and they can also engage in economic activities that generate better revenues that can be ploughed back in local authorities for further local investments and economic development.

Progress has been made on various reforms since the end of the civil war. For example, Liberia has made progress towards achieving the Sustainable Development Goals (SDGs) and the principles of the New Deal for Engagement in Fragile States by incorporating them into the PAPD[22]. A framework for monitoring and reporting progress for the SDGs and the PAPD, based on international and national indicators, is in place. However, the availability of reliable disaggregated data to ensure that no one is left behind remains critical. Also, progress towards the Sustainable Development Goals may be adversely affected by ongoing aid volatility and the Government's policy objective to reduce aid dependency. UNDP, in partnership with other Development Partners and the Government of Liberia), has deployed its comparative advantage to support national authorities: (a) through its convening power as an impartial, high-level mediator on sensitive reforms; (b) as a connector, and now an integrator, among diverse partners and interest groups; and (c) as a knowledge broker, drawing on its global network of technical expertise to provide institutional capacity-building and policy advisory services. UNDP support to national authorities from 2013 to 2019 through the Liberia Decentralization Support Programme phase I impacted areas critical to the achievement of the Sustainable

[19] Republic of Liberia (2018). Pro-Poor Agenda for Prosperity and Development (PAPD), p.14
[20] Republic of Liberia (2018). Pro-Poor Agenda for Prosperity and Development (PAPD), p.15
[21] Republic of Liberia (2018). Pro-Poor Agenda for Prosperity and Development (PAPD), p.15
[22] Republic of Liberia, Road map for domesticating the 2030 Agenda for Sustainable Development.

Development Goals. More specifically, to enable decentralization, UNDP successfully advocated for the passage of the Local Government Act 2018, establishment of 15 county service centres and roll-out of an innovative citizens' feedback mechanism.

Although 15 service centers are now in place and functional, still poor human and financial capacity impedes effective service delivery. Specifically, infrastructure deficits and capacity gaps and the speed at which personnel at the service centers can execute customers' requests vary considerably. For example, inspections of CSCs in preparation to develop the LDSP II (2020-2024) showed that the single window used to process up to 17 multiple requests is inadequate for the range of services that include driver licensing, vehicle registration, marriage licenses, birth registrations, business registration and the ECOWAS Biometric ID Card. On average, 17 basic services are being provided by at least 12 participating MACs (MIA, LISGIS, MoE, CNDRA, MoC, LRA, MGCSP, MoH, MPW, MoT, MoL, MFDP). All Counties suffer from lack of adequate energy supply, transportation and internet connectivity in order to optimize their operations. Signatories of critical documents are still concentrated in Monrovia. While there exists a monitoring and evaluation mechanism, inadequate resources are a challenge in actualizing it across all Counties[23]. The current inadequate human, financial and administrative capacity at the local level inhibits the rate of decentralization unless Government allocates more resources to Counties. The LDSP II is meant to resolve the unfinished business of phase one and proceed to operationalize inclusive governance, legal reforms at the local levels, top of which will be the Local Government Act of 2018.

II STRATEGY

Effective decentralization and inclusive local governance are key strategies to promote sustainable peace and inclusive growth in Liberia. The LDSP II will strengthen the capacity of local government officials and institutions to implement the 2018 Local Government Act, scale up the successful county service centre model for service provision to 15 counties and ensure fiscal decentralization through county treasuries in all 15 Counties through a phase approach. These activities will directly support national efforts to establish and enhance administrative systems at all levels of local government and create operational frameworks for financing local governments. Measures will be taken to ensure that county- level service delivery is beneficial to women, youth, elderly, and other marginalized groups.

This requires building strong local government systems and strengthening civil society to play an active role in implementing and contributing to the necessary reforms. The implementation of the LDSP II will be used as the most practical embodiment of the Government commitment to decentralization of those grassroots needs and services. To that effect, this second phase has been improved and enhanced by ensuring inclusion of civil society organizations to ascertain the enhancement of citizen participation and greater degree of penetration into the Liberian socio-culture in terms of achieving the targeted governance efforts. Civil society is embedded into the design of the programme outcomes and resources allocated for their involvement in specialized programme activities. Non-state actors will also be actively and adequately involved in the popularization of the New Local Government Law in its strategy geared towards the effective implementation of the decentralization process.

The LDSP Phase II seeks to be a practical expression of the decentralization policy by supporting the aspirations of the decentralization policy which calls for; i) strong management capacity to support effective and efficient resource management at different levels of decentralization thereby enabling delivery of better and inclusive services; ii) highly accountable service delivery and governance structures, and iii) a streamlined legal and regulatory framework for decentralization.

To achieve those decentralization objectives, MIA, MFDP and GC will lead the implementation of the LDSP II through the National Decentralization Support Secretariat (NDIS) which is directly responsible for facilitating, coordinating and monitoring its implementation. As a strategy, the next logical steps and actions to be realized through the LDSP II in addressing the development challenges described above include the following:

[23] Final Review of the LDSP held in Ganta, Nimba County November 13-15, 2019. p11

- ☐ Facilitate the implementation of the Local Government Law and the National Policy on Decentralization and Local Governance (NPDLG);
- ☐ Strengthening the capacity of County Service Centers and roll out of fiscal decentralization through county treasuries to effectively and efficiently deliver services as a means towards bringing government close to citizens;
- ☐ Support the Ministry of Internal Affairs (MIA) and Governance Commission (GC) in line with recommendations of the Special Audit of 2018; and
- ☐ Improve the performance of National Decentralization Implementation Secretariat (NDIS) in line with the recommendations of the Special Audit of 2018.

The strategy for implementation of decentralization in Liberia is guided by the National Policy on Decentralization and Local Governance (NPDLG). Section 6.0 of the NPDLG reads that "the implementation of the NPDLG shall be incremental over a period of ten years".

The NPDLG assigns the responsibility of developing a strategy for the implementation of the policy to the Ministry of Internal Affairs, the Governance Commission and the Ministry of Finance and Development Planning

The LDSP Phase II is premised on a Theory of Change (ToC) that recognizes the multi-faceted and cross-sectoral nature of sustainable development. As used in this context, the ToC is the roadmap for change that will be followed by the government and its partners to achieve decentralization objectives. While the results framework identifies the frontiers to be reached, the ToC describes pathways of how those outcomes will be produced - the "seeds of change" the government hopes to leverage and the assumptions against which progress can be made. In this regard, relevant, effective, efficient, sustainable, and strategic delivery of services decongested and devolved at the local governance level shall be the central pursuit of the GOL, in line with the strategy of the National Policy on Decentralization and Local Governance, the Local Government Act (LGA) of 2018; and the Pro-Poor Agenda for Prosperity and Development (PAPD).

Aligned to the UNDP Country programme, the LDSP Phase II is meant to contribute to the priorities of the 2030 Agenda for Sustainable Development, as articulated in the PAPD and United Nations Sustainable Development Cooperation Framework (UNSDCF) 2020-2024[24]. The focus will be on the 15 counties with emphasis on: **Nimba, Grand Gedeh, Lofa and Grand Cape Mount** based on persistent poverty, low social development indices and high prevalence of recorded sexual and gender-based violence[25]; and **Montserrado, Sinoe and Grand Bassa** mainly for vulnerability to climate change and coastal defence interventions[26]. LDSP II will build synergies with the Energy and Environment Programme which is enhancing the technical capacities of ministries, agencies, and commissions (MACs) to build resilience and drive the response to climate change in coastal counties through adaptation planning. LDSP II has national coverage, its operations will build synergies with overall UNDP programmes through its portfolio approach. To ensure no one is left behind, the LDSP II design and implementation will enable equal participation of and benefits to women, youth, people living with disabilities, sexual minorities, and communities at increased risk of HIV infection and poor health.

The operationalization of the Local Government Act, smooth functioning of the CSCs, development and execution of a communication strategy and public awareness about the decentralization policy and processes, institutional and human capacity strengthening are the key pathways to change in the implementation of the LDSP. During the LDSP implementation, further strengthening of institutions and capacity building of staff will be pursued to ensure effective and efficient management. Also, improved infrastructure and communication are critical requirements in ensuring effective service delivery and decentralization in general.

As a strategy, the Programme will ensure that citizens of Liberia and stakeholders (men and women) are more aware, better motivated and actively participate in the implementation of LGA reforms. Local Government

[24] These are: (a) access to basic services; (b) inclusive growth; (c) peace and justice; and (d) governance. Target areas for this programme adhere to the principle of leaving no one behind and are consistent with the PAPD.

[25] Centre for Peace and Democratic Development. (2018). Liberia Social Cohesion and Reconciliation study 2016-2018.

[26] UNDP Country Programme document 2020-2024, p6

services will be fully devolved, and corresponding resources managed at the assigned level of government; Boundary harmonization among towns, clans, chiefdoms, districts, and counties will be pursued to stop conflicts; Ministry of Local Government Act (MLGA) will be passed, and the Ministry restructured and strengthened; and LDSP management support, coordination, and monitoring will be strengthened to ensure the success of the five set outcomes.

The rationale of the Programme is that change happens when the LDSP provides fully devolved institutions and well-resourced services to Decentralization which is critical to the ongoing peace building and reconciliation, governance reforms and poverty reduction geared towards contributing and strengthening the local democratic governance of Liberia. The LDSP's relevance will be measured by how far its local governance interventions are closely aligned to Liberia's prevailing national priorities in terms of its development goals and objectives as well as its challenges, as manifested in the Vision 2030 Plan. The Programme's overall effectiveness and efficiency will also be measured on how far devolved the services are, how deeply resourced the CSCs are; and how well capacitated the local governance system is - based on detailed assessments using different accountability measures and factors such as (a) Reality of Timeframe; (b) Decentralization Reform Programme; and (c) Fiscal Decentralization and Establishment of Effective and Transparent Financing Mechanism for Local Government Service Delivery. Pathways to change will depend on effective monitoring mechanisms in place to measure progress towards the achievement of results and the Programme's contributions to five planned outcomes. Based on best practices and lessons learnt from phase one, the LDSP II will rely on quarterly and annual progress reports, a final evaluation reports that are transparent, providing accountability of how resources will be utilised, what will be done and achieved. The final evaluation of the phase one of the LDSP highlighted pertinent gaps that phase two will endeavour to avoid. These include: i) developing of a robust capacity building strategy; ii) creating an M&E framework for Real Time monitoring using the Results Based Management tool; iii) developing a clear exit strategy; iv) developing a sustainability plan; and v) starting and proceeding through a clearly formulated theory of change. These gaps will be addressed in LDSP Phase II.

The De-concentration Platform: The Government of Liberia opted for a De-concentration Platform as a strategy to kick-start decentralization. The deconcentrating platform was a better strategy and system to quickly deliver services through the CSCs while preparing for devolution. However, some services were not deconcentrated because of either lack of resources or lack of political will. The NDIS will be fully staffed, and staff are well-trained to facilitate effective implementation of decentralization programme. The NDIS will undertake all necessary logistical and operational arrangements for the implementation of the LDSP.

To facilitate the LDSP 2020-2024 change pathway, national instruments including County Development Fund (CDF) and County Development Agenda (CDA) will be strengthened. Management structures including the County Development Steering Committee, the role of the Superintendent and the oversight responsibility of legislators will be further strengthened to facilitate sustainable change and achieve the LDSP Outcomes, outputs and targets. In the area of capacity development, the Programme will support trainings of the various stakeholders including staff from deconcentrating MACs, Governance Commission, female political leaders and CSOs working on participatory performance monitoring. Furthermore, the integration of anti-corruption and integrity mechanisms and institutions such as LACC will be a key milestone in the promotion of transparency and accountability in the decentralized service delivery system.

Decentralization Communication Strategy: This strategy already exists but requires updating. This strategy outlines presentation of LDSP II and the national decentralization programme to a variety of audiences through various public information methods. Using various media tools, the strategy promotes decentralization in four broad pathways: a) that decentralization promotes good governance, poverty reduction and rule of law; b) that LDSP is a tool at the service of central and local governments; c) that decentralization provides concrete solutions to real governance challenges and reduces number of poor people; and d) that decentralization is a platform for the promotion of a culture of innovation in governance and service delivery by involving citizens in making decisions that affect their lives. The strategy's targeted audience includes community residents within the 15 counties, Liberian policy makers, private sector representatives, the media and civil society organizations. Specific activities have been developed to implement this strategy in the coming five years.

Revenue Sharing Formula: Ultimately the formula is set to evolve into a Revenue-Sharing Act. In the short term, the intent of the formula includes a) developing an effective and sustainable resource mobilization framework at local level; b) provision of resources for a balanced and equitable local development; and c)

strengthening planning and management capacities - including instituting a sustainable revenue administration mechanism at the local level, using participatory approach. The revenue sharing formula between central and local governments aims to create fiscal space for local administrations in the delivery of services and facilitate infrastructural development in the counties. Therefore, the central government needs to provide incentives or financial resources to address such problems of under-provision.

Gender-Responsive Decentralization: This change pathway recognizes that the decentralization process presents an important opportunity to further promote gender equality and equity in the development of Liberia's sub-national governance system. The need for a comprehensive review of gaps and opportunities for women in the decentralization process has been identified, thus a substantive stakeholders review, and analysis of gaps and opportunities should follow. Local governance that is gender-responsive considers the different needs, interests, priorities and concerns of women and men, girls and boys. These differences are used to inform local governance processes, including policymaking, planning, budget allocation, programme development, local service delivery and performance monitoring, and to directly address existing gender inequalities. To that effect a gender mainstreaming strategy has been proposed and will be implemented by this Programme during 2020-2024.

For the LDSP Phase II to achieve better results than phase one the following ToC institutional enablers will be put into place as part of pathways to sustainable change:

- ✓ The alignment of the LDSP with sector-wide approach under MACs at County Level is a tremendous strategy that will see Decentralization-De-concentration-Devolution well-coordinated and providing holistic service delivery;
- ✓ More support will be provided to strengthen the technical capacities of the NDIS Secretariat;
- ✓ A robust Integrated National Monitoring and Evaluation/Reporting and Knowledge Management System will be put in place from National to County Level;
- ✓ This Programme will prioritize employing a substantive M&E officer among other key staff.
- ✓ The LDSP Capacity Building Strategy/Plan will be developed in order to consolidate the gains and guide further capacity strengthening initiatives for the entrenchment of decentralization;
- ✓ More information, education and communication (IEC) efforts will be committed to grow political will and support necessary for country ownership of the Programme;
- ✓ Through the LGA operationalization, the signing powers will be appropriately de-concentrated to enable service delivery at lower Local governments;
- ✓ The Programme Exit strategy will be formulated to provide strategic guidance for the programme closure/transition; and
- ✓ The LDSP will streamline management and organizational systems that hinder timely implementation, such as issues associated with delays in disbursements, lengthy procurement processes, and lack of coordination between partners. In this case the NDIS (PMU) will in future be fully constituted and filled with adequate staffing and empowered especially the head to have specific Programme Bank Account as well as financial management powers in consultation with Ministry heads.
- ✓ E-banking and mobile banking initiatives will be explored with commercial banks to enable local authorities to conduct their business and handle increasing funds from anticipated local revenue collection.

The programme document development assessment confirmed that currently there is proliferation of CSOs with limited capacity in decentralization competing for grants. Some are at loggerheads with County CSC administrations. Capacity assessment will be pre-requisite, which is an important capacity development element that is required prior to releasing funds to Counties and CSOs. This ensures that CSOs have requisite skills to implement the decentralization programme. Examples will include town hall meetings, radio talk shows and jingles in the various vernaculars. Local government officials who have the mandate to implement the LGA also exhibited limited understanding about the new LGA and its newly established structures therein. Structured capacity development training, mentoring, best practice exposure learning will be instituted to all such staff, officials and stakeholders.

Non-State Actors: The LDSP Phase II will include Non-state actors into its operations. These include the private sector, the media, and academia. Liberia has a promising civil society and governance is one of the top

issues addressed by Civil Society Organizations (CSO), along with youth and women empowerment[27]. This could take several forms to increase accountability and transparency including: empowering the media, the private sector, academia and CSOs to intensify awareness of the Local Governance Act and ensure the full implementation of the act especially in the rural areas; popularize the LGA across the 15 counties through trainings and dialogues, highlighting the mandates and structures of local gov't officials, build the capacity of women and youth to take advantage of the law, occupy positions on the county council and support the full implementation of the LGA; and to conduct annual assessment of the effectiveness of CSCs and conduct compliance monitoring of CSCs.

National Partners: The role of the national partners will be clarified, showing how each partner will contribute to the achievement of the LDSP. Outcomes, outputs, indicators, baselines, and targets will be well formulated, and respond to national priorities identified in the National Policy on Decentralization and Local Governance (2012), Pro-Poor Agenda for Prosperity and Development (2018), LGA (2018), and other national development policy documents such as Vision 2030. Partners support the de-concentration of functions and corresponding resources to be managed at the assigned level of government.

III. RESULTS AND PARTNERSHIPS

Expected Results

In response to Liberia's transformative agenda and development priorities, the Government and the UN have agreed on four strategic results areas, encapsulated in the recently developed United Nations Sustainable Development Cooperation Framework (2020 - 2024) that will guide the work and collaboration between the Government of Liberia and the UN. UNSDCF outcome #4 supports the concept of decentralization: *"By 2024, people in Liberia especially the vulnerable and disadvantaged, benefit from strengthened institutions that are more effective, accountable, transparent, inclusive, and gender responsive in the delivery of essential services at the national and sub-national levels".*

In tandem with the national development agenda as enshrined in the Liberia' National Policy on Decentralization and Local Governance, the Liberia Decentralization Implementation Plan (LDIP) and Pro Poor Development for Prosperity and Development (PAPD), the LDSP goal during the second phase is designed to create capable, transparent, accountable and responsive public institutions that contribute to economic and social development as well as inclusive and participatory systems created in partnership with citizens. Aligned to the UNDP Country programme, the essence of the LDSP Phase II theory of change is to contribute to the priorities the 2030 Agenda for Sustainable Development, as articulated in the PAPD. These are: (a) access to basic services; (b) inclusive growth; (c) peace and justice; and (d) governance. The LDSP Phase II Theory of Change (ToC) posits that decentralization of power, decision-making and governance authority with corresponding resources will improve governance over time, increase transparency of government processes, enhance accountability and ultimately result in better delivery of services in fulfilment of the GOL's responsibilities to serve the Liberian people, promote democracy and reduce poverty. In this regard, relevant, effective, efficient, sustainable and strategic delivery of services decongested and devolved at the local governance level shall be the central pursuit of the LDSP II, in line with the strategy of the National Policy on Decentralization and Local Governance, The Local Government Act (LGA) of 2018; and the Pro-Poor Agenda for Prosperity and Development (PAPD).

The LDSP Phase II (2020-2024) will practically support and facilitate the implementation of the National Policy on Decentralization and Local Government (NPDLG). Through its outcomes it will also operationalize the Local Government Act (2018). The activities deliberately target decentralization of administrative, political and fiscal governance in Liberia and its alignment to the peace building and reconciliation processes and Public Sector Reform Agenda. LDSP Phase II is expected to accomplish its objectives through the following five outcomes:

Outcome 1: LGA reforms implemented through enhanced participation of stakeholders (male, female, PWDs) in decision-making and service delivery.

Outcome 2: Local government institutions and services are fully devolved at the assigned levels of government.

[27] Some key players on the Civil Social Platform include: Partners for Democratic Development Youth Partnership for Peace and Development (YPPD), Youth Participation in Democracy (YPD), Liberia Democracy Watch, (LDW), Promotion of Public Participation and Respect for the Rule of Law), (PPRROL) and Rural Integrated Center for Community Empowerment (RICCE)

Outcome 3: ***County Service Centers empowered and capacitated for improved service delivery at the sub-national level***

Outcome 4: ***Legal and Regulatory Reforms developed and implemented to sustain decentralization***

Outcome 5: Programme management support, coordination, and monitoring strengthened.

These outcomes are aligned to and support implementation of the PAPD. In practical ways, on the outcome to improve service delivery and accountability of local governments, the devolution of services and functions will enhance transparency and accountability in order to achieve effectiveness and efficiency in service delivery. Under this outcome, LDSP Phase II will deliver three outputs namely: i) Capacity for participatory planning, budgeting and managing of development funds as well as revenue collection strengthened; ii) Capacity of the public, citizens' groups and civil society organizations strengthened to undertake participatory and performance monitoring and to carry out watch-dog functions; iii) Anti- corruption measures (systems and enforcement mechanisms) established and functional at county, city, district and community levels; and iv) Capacity of women and girls to participate in local government as leaders enhanced. These activities support inclusive growth, and are aligned with Sustainable Development Goals 1, 2, 5, 7, 8, 13, 14 and 15 and UNDP signature solutions 1, 3, 4, 5 and 6. Interventions are informed by the theory of change that if the LDSP Phase II addresses the links between poverty reduction, peace and environmental sustainability, this can reduce inequalities and protect the economic interests and well-being of the rural poor and those living under Count governments. Mainstreaming environmental considerations into national policy and planning to ensure climate justice for women and marginalized groups will remain a priority[28] through other Programmes and projects using the UNDP portfolio approach.

The interventions of Pillar Four directly support one of the two development goals of the PAPD--building a peaceful, stable, and inclusive nation. Achieving this goal is only possible through effective implementation of policies and strategies that will ensure the participation of the entire citizenry in decision making and empowers all groups–especially women, youth, children, and people with special needs (the elderly, people with disabilities). The achievement of this goal hinges on both major forms of governance – political and economic. Relevantly, the five components of the LDSP Phase II Work Plan which will create pathways to sustainable change include:

- ☐ Capacity-building
- ☐ Service delivery
- ☐ Coordination and resource pooling
- ☐ Accessibility
- ☐ Revenue generation

LDSP Phase II institutional arrangements for M&E will mirror, to a large degree, the theory of change and the roles and responsibilities outlined in the implementation and coordination arrangements. Greater emphasis will be placed on coordination and information sharing in the context of a more robust County - to ensure that processes are internalized and applied, interconnected, and harmonized by responsible institutions with the view to support an informed policy decision making process, including harmonizing the finance, procurement, human resource, audit and monitoring and evaluation of services in the County. The institutionalization of Results Based Management (RBM) will be another programme strategy to be strengthened to enhance efficiency. The M&E system will be built based on several M&E tools that include: - Issue Log, Risk Log, Programme Lessons Learned Log, Quality Log, annual programme review. There will be systematic quarterly and annual reports, updates and briefings as well as terminal evaluations. This Programme document clearly stipulates the responsibilities of various stakeholders in the management and implementation of the Programme and the M&E framework. A Programme result framework and a risk log have been developed to provide systematic tracking of progress at results level.

On political governance, focus will be on deepening fiscal transference, strengthening local administrative capacity for public service delivery, and elections reform. Economic governance interventions will focus mainly on improving County governance for more effective service delivery, better financial management, improved procurement, and reduction of subsidies provided for operational support. Two development outcomes will be contributed to: i) a reformed public sector exhibiting improved fiscal discipline and service

[28] UNDP will support the Government to meet its obligations under the Paris Agreement by strengthening policy and legislative capacities, building partnerships for climate action, particularly with the private sector, and mobilizing national and global finance.

delivery, and a rebalance in the concentration of economic and political activities away from Monrovia, and ii) improvement in natural resource governance at local levels through the County Development Fund and County Development Agenda.

The Programme has specific mandate to build human capital in local government, and especially in CSCs. Broadly, human capital development in Liberia must cut across various social sectors and the Government of Liberia is the main duty bearer. It must also cut across gender with the exigency of addressing historic and systemic biases against women at home, in the marketplace, and in the political arena. Reducing gender inequality in political, social, and economic life through government and partner supported interventions, and in partnership with women groups and communities, is also to be produced under this objective. Among the sets of interventions to produce this outcome is the adoption and strengthening of sound policies and enforceable legislation, the application of gender - responsive budgeting (GRB) derived from the multi-year fiscal framework of government, and the implementation of the Revised National Gender Policy.

The second priority for government under this objective is reducing corruption. Corruption undermines the capacity of the state and increases the cost to deliver basic services. To achieve this, the government commits to strengthening anti-graft institutions as foot soldiers to lead the process while adapting e-governance via ICT platform to improve business processes and productivity. Two development outcomes will be produced: i) More robust structures reducing waste and other systemic losses in the operations of Ministries, Agencies, and Commissions and (ii) Universal migration to ICT platforms and wider adoption of e-government to improve processes and productivity. Decentralization, as a programme of the State is central in supporting those outcomes.

On the outcome to enable the responsible GOL institutions, the Ministry of Internal Affairs and the Governance Commission, mandated to lead and implement decentralization reforms will work through the LDSP Phase II to target and strengthen the capacities of the responsible government institutions particularly the MIA, MoLG, IMCD, NDIS and Governance Commission given their pivotal roles in the implementation of the decentralization processes. This is intended to enable these institutions to provide better coordination and leadership in the implementation of the decentralization policy and the operationalization of the LGA. Capacity building at all governance levels will become the cornerstone to successful implementation of decentralization in Liberia. Three core outputs will be: i) Institutional and human capacity of the Ministry of Internal Affairs (Monrovia and Counties), MoLG, IMCD, NDIS and Governance Commission built to co-ordinate and lead the implementation of the decentralization processes; ii) Governance Commission capacitated to undertake governance assessment and monitoring strengthened; and iii) County administration with necessary ICT facilities (software, services, signatures) are fully devolved and in place. To increase the chance for sustainability, further capacity development capacity activities will include: i) development of capacity development strategy that will include MIA MoLG, IMCD, NDIS and Governance Commission; ii) review and update of governance and management manuals; iii) development of the Liberia Local Government Assessment Framework spearheaded by the GC; iv) round-table policy dialogues; v) constitutional review; and vi) ongoing mentorship of CSC staff, officials other stakeholders including CSOs involved in the implementation.

The activities in this outcome area support inclusive governance and contribute to Sustainable Development Goals 5,10,11 and 16 and will apply UNDP signature solutions 2, 3, 5 and 6. The theory of change underpinning these interventions is that the quality of core government functions to deliver quality essential goods and services to the population is the foundation of the social contract between the people and the State. To ensure capacity development, proactive awareness, ownership and sustainability, the programme will:

- ☐ Revise, update (existing) and implement a strong communication strategy to enhance citizens' awareness, participation and utilization of CSCs.
- ☐ Establish the Citizen Feedback Mechanism in the 10 remaining Counties
- ☐ Prioritize establishment of the remaining 11 County treasuries in next 5- year plan in phases.
- ☐ Continue to emphasize and pursue national ownership and political will on the part of Government officials. GOL annual budgetary allocations for the operational cost of CSCs and units of MACs will demonstrate political will and national ownership by developing means to pool resources and enhance coordination for maximum benefit.
- ☐ Strengthen coordination amongst deconcentrating MACs and other relevant institutions.

Boundary conflicts between local government structures – towns, clans, chiefdoms, districts and even counties – remain a recurrent problem in Liberia. According to the Ministry of Internal Affairs' 10-Year Implementation Plan, most boundary disputes result from the lack of written records amongst traditional authorities; and from the failure of the Legislature to specify geographic boundaries when enacting laws to establish political structures. All these continue to occasion social and political tensions and to threaten social cohesion in local communities. All these can undermine peace and security. In partnership with the MIA and the Liberia Land Authority (LLA), technical assistance will be provided to assist in resolution of boundary disputes nation-wide through application of both modern and traditional conflict resolution approaches. The initial organizing activity will focus on identifying and recording all boundary disputes and establishing a boundary dispute database. In that regard, one other major output of the LDSP II in the coming 5 years will be boundary harmonization and rationalization of local government structures and boundaries. This task will aid the demarcation of districts, municipalities, chiefdoms and clans to rationalize and restructure them to ensure economic viability and sustainability. This will include establishing criteria for and enactment of districts, municipalities, chiefdoms and clans to rationalize and subsequently to restructure them to ensure economic viability and sustainability. Aligned to that output will be the completion of various relevant policy frameworks to operationalize the boundary harmonization efforts.

Resources Required to Achieve the Expected Results

Phase one of the LDSP had a budget of USD18M over a period of seven years between 2013– 2019. The programme was largely funded by development partners including the European Union (EU), the Swedish Government (SE), the United States Agency for International Development (USAID), UNDP and the United Nations Missions in Liberia (UNMIL). Support to phase one of the programme from EU, Swedish Government, USAID, UNMIL & UNDP were under the management of the UNDP. Technical assistance was provided by UNWOMEN. UNMIL support, through its QUICK Impact Programme.

The Government has developed a programme of 7,733,400 million for the period 2020-2024 for LDSP Phase II. All funding partners will be engaged to provide similar or enhanced levels of support. Apart from GOL funding, the UNDP will engage Liberia's developments partners to support the Programme. Specific joint programme operational collaboration among partners is described under the section on joint operations in this Programme document.

Below is a summary of the five-year budget per outcome.

Outcome #	Outcome Description	Budget (US Dollars)
1	LGA reforms implemented through enhanced participation of stakeholders (male, female, PWDs) in decision-making and service delivery.	**1,903,100**
2	Local government institutions and services are fully devolved at the assigned levels of government.	**1,600,000**
3	County Service Centers empowered and capacitated for improved service delivery at the sub-national level.	**1,360,000**
4	Legal and Regulatory Reforms developed and implemented to sustain decentralization	**1,660,000**
5	Programme Management Support, Coordination and Monitoring strengthened.	**610,300**
	Total	**$7,133,400**

The total five-year budget of UDS$7,133,400.00 includes the USD2,000,000.00 earmarked to kick-start 2020 operations.

Partnerships

The Government of Liberia has developed and owns this Programme. The UNDP will be the Implementing Partner. The Government partnerships architecture will be comprised by the direct relationship between UNDP with other Development Partners such as European Union (EU), the Swedish Government (SE), the United States Agency for International Development (USAID), UNDP, Government of Ireland and UN Women among other Development Partners. In another layer of partnerships, it will consist of UNDP

and Government both Central and local level County Administrations. To activate the theory of change, UNDP will craft an effective partnership with government, development partners and CSOs through various ways while spearheading and managing a Basket fund as the Implementing Partner. At the government level, there will be Inter-Ministerial Committee on Decentralization (IMCD) as the highest organ. At the national level, UNDP, MIA and GC as well as other Development Partners form a specific Programme Board whose responsibility will ensure policy and governance related matters of the LDSP II. At the same time, the National Technical Working Group (TWG) will be charged with ensuring that the implementation of the programme is technically realized.

During Phase One, the LDSP worked with and broadened partnerships, which it intends to sustain during Phase II. The following key partnerships have been established and expect to be strengthened during Phase II:

- ☐ **Government:** Ministry of Internal Affairs (Ministry of Local Government), Ministry of Finance and Development Planning, Liberia Revenue Authority and Ministry of State for Presidential Affairs (Office of the Director General of the Cabinet), Government Ministries, Civil Service Agency and Governance Commission- these are the ultimate owners and managers of this initiative with the frontline responsibility to lead it and sustain it as it progresses, and as the role of UNDP and other development partners gradually phases out;
- ☐ **Development partners:** European Union (EU), the Swedish Government (SE), the United States Agency for International Development (USAID), Government of Ireland through the Irish Embassy, UNDP, United Nations High Commissioner for Human Rights (OHCHR), United Nations Population Fund, United Nations Children's Fund (UNICEF and UN Women among other Development Partners: these key partners will be engaged and are expected to scale up the initiative in the second phase of implementation.
- ☐ **Civil Society:** Numerous civil society organizations and community groups at national and sub-national levels have been core partners in the development of the CFM. They will continue to be engaged in its roll-out, implementation and monitoring.
- ☐ **The Private Sector:** The main ICT companies and telecommunication providers in the country have been assisting with the development and deployment of the Citizen Feedback (CFM) System and will continue to play an important role in the Programme. Other firms will be engaged to support various automation activities. The Role of INFONET AFRICA, the firm engaged by UNDP and Government to develop the CFM will be retained. Other private sector vendors and service providers will be engaged as appropriate
- ☐ **The Africa Union Commission:** the commission is a key stakeholder and will continue to be engaged to raise Liberia's profile as it implements the PMCS and the CFM and to encourage its replication among other member states through South – South collaboration.

Assumptions buttressing the partnership architecture theory of change are that:

- ☐ IMCD, MIA, NDIS and GC embrace capacity building initiatives for effective delivery on their mandates to spearhead LDSP operations. This is envisaged to support effective stakeholder participation in programme implementation leading to sustainable interventions.
    - ✓ Relevant infrastructure, administrative systems, office management systems, electricity, internet and consumables are in place to enable CSCs play their roles once.
    - ✓ Existence of functional MIA, NDIS and GC structures and systems to coordinate the internal functionality of LDSP Phase II and facilitate required partnerships.
    - ✓ Political will from government to embrace and support the necessary policy and legal reforms is demonstrated through government support through budget support.
    - ✓ A supportive public embracing decentralized services and reforms and endowed with capacity to effectively participate in the decentralized system.
    - ✓ Existence of an enhanced M&E system.
    - ✓ Willing Development Partners to support the budget and the decentralization policy in Liberia
    - ✓ Existence of structures and mechanisms for accountability and transparency and inclusive planning.

Risks and Assumptions

In September 2018, the Local Government Act (LGA) was officially signed into law. It provides an enabling legal environment for effective and efficient implementation of decentralization and the devolution of political, administrative and fiscal powers and institutions from the central government to local governments.

Ultimately it will help the Government to redefine and legalize local government structures, jurisdictions, and establish standards for economic viability and administrative reporting relationships for effective service delivery. With the passage of the LGA, priority going forward is to support its implementation and active engagement with all stakeholders. One of the biggest risks is delay or failure to operationalize the LGA either because of lack of resources or lack of political will. Failure to operationalize the LGA will derail all the assumptions of the set strategy to fix a myriad of challenges experienced during phase one of the LDSP.

The enactment of the LGA (2018) may also cause added pressure to the institutional capacities of existing local and national implementing agencies. Limited capacity to roll out and implement the Local Government Law could be a real issue. As indicated in the institutional arrangements of the management of the Programme above, all institutions which are connected to, or have the responsibility to operationalize the LGA need capacitation. For example, IMCD, MIA, NDIS and the GC must be capacitated to ensure that all elements of the recently signed Local Government Law are rolled out and implemented. All capacity gaps identified in the CSCs also must be filled immediately.

With the establishment and active operation of all 15-county service centers and the passage of the Local Government Law, it is envisaged that speedy progress will be made in the country's decentralization agenda during phase two of the Programme. However, currently, most services are not being provided at CSCs. At some CSCs all service provision ceased since October 2019. For CSCs that are still open, less than 10% of services have been provided since December 2019. Reasons are many, including lack of electricity, interment, stationery, office equipment, software to run certain machines. Staff who have not been paid are not reporting to duty, and those that are reporting have no work to do. The resultant impact is that the citizenry is not receiving any meaningful government service over the past 6 months, and especially since December 2019. There was no discernible plan to sustain CSC operations a day after funding of the LDSP phase one ceased. Phase two exit strategy will resolve such a deficiency when the Programme ends in 2024.

However, even in phase II there will still be more risks and assumptions to be considered. For example, there should be improved logistical support to cope with the increasing demand for the services – mobility for the staff, need for additional office equipment, need for allocation for more funds to address survivors of sexual/gender-based violence, expansion of services from those MACs not yet on board, fiscal decentralization to be operationalized for ploughing back the revenue generated to local development activities with immediate effect; sensitization and awareness raising on the LGA. Some services were not deconcentrated because of either lack of resources or lack of political will. These will be resolved in quarterly and annual planning schedules.

Based on the experience of the first phase of the LDSP, one of the major ongoing risks to the Programme is its sustainability. It is important that the GOL takes ownership of the programme by providing sustained funding for continuous operational activities of Counties and CSCs outside of donor funding. The transition from LDSP Phase I to Phase II has shown that Government did not provide any operational funding to CSCs. Almost 95% of operations stopped the day the LDSP phase I closed in 2019. It showed that there was no strategy for bridging funding support during the transition from phase one to phase two. Consultations with government showed that government had no funds earmarked for the first phase of the programme beyond donor budget that ended in December 2019. Inadequate funding from government and lack of donor support will cause key deliverables to not be achieved. It is expedient to continue to engage traditional and non-traditional donor partners to mobilize resources to fund the programme

There are also transitional risks from phase one to phase two that need to be managed. The period covering programme activities leading to the development and implementation of a new 5-year plan will prove challenging. This is especially so given the fact that there is now a Local Government Law which needs to be operationalized. Operational activities to sustain the CSCs have not been resolved. While preparing to close phase one and open a new 5-year chapter, there are new operational challenges that have arisen since December 2019 – leading to total closure of most CSCs due to operational challenges (electricity, internet, stationery supplies).

To alleviate the transitional risks into phase II, it is prudent to implement key recommendations that came from the experiences of phase one implementation[29]:

- ☐ Legislative intervention/ budget support to sustain operations of County Service Centers;
- ☐ Develop and implement a strong communication strategy to enhance citizens' awareness, participation and utilization of CSCs;
- ☐ There is a need to begin work on operationalizing the Local Government Law. This means urgent review of existing LGA Implementation Timetable;
- ☐ Future GOL-Donor cooperation must be guided by emphasis on the use of country system (NIM) consistent with the Paris Declaration and Busan Agreement. However, proper training and facilitation of Government should be assured before transferring to NIM modality. Currently, studies have proved that DIM will be the modality of choice;
- ☐ Establishment of other County treasuries in next 5- year plan;

To mitigate the risks to effective implementation of LDSP Phase II (2020-2024) the following measures have been proposed and documented in this Programme document:

1) A robust capacity building strategy;
2) M&E framework for Real Time monitoring using the Results Based Management Tool;
3) Clearly formulated theory of change;
4) Resource framework with clear schedule on release of funds to forestall high staff turnover.
5) Funding of CSCs to avoid logistics and infrastructural challenges faced by CSCs;
6) Development of a sustainability plan;
7) Strengthening coordination amongst MACs on the decentralization programme at central and local levels;
8) A strong communication strategy and a clear exit strategy; and
9) Ensuring commitment among some duty bearers to relinquish authority at the top.

This will be buttressed by the lessons learnt from the implementation process of phase one. These lessons include: that improved infrastructure and communication are critical requirements in ensuring effective service delivery and decentralization in general; the model of One-Stop Shop CSCs have increased demand for services and have proved to be an important service delivery point in national development; putting mechanisms in place to stop the high turn-over of staff at NDIS and CSCs as well as lack of Programme Coordinator affects the smooth implementation of the programme. Phase two will also ensure bringing services closer to the people which has already demonstrated that the more Government decentralizes the more people seek for the services hence increased revenues. Overall, the creation of awareness and sensitization of the population about decentralization-de-concentration will be a crucial method of wide coverage.

Practical approach for LDSP Phase II should ensure that more support is provided to strengthen the technical capacities of the NDIS Secretariat; a robust Integrated National Monitoring and Evaluation/Reporting and Knowledge Management System should be put in place from National to County Levels through employing a substantive M&E officer. A programme Exit Strategy will be formulated to provide strategic guidance for the programme closure/transition. A LDSP Phase II Capacity Building Strategy/Plan will be developed in order to consolidate the gains and guide further capacity strengthening initiatives for the entrenchment of decentralization. Most importantly, signing powers will be appropriately de-concentrated to enable service delivery at the level of all CSCs.

To effectively roll out the second phase of LDSP Phase II certain assumptions will be taken into consideration based on the ToC and the lessons learned from the first phase of the Programme.

- ☐ During the first phase of the Programme, there was reduction of programme staffs to 3 (two from MIA and 1 from GC) which impeded the work of the Programme. It is assumed that phase two Programme will start and be sustained by adequate staff.
- ☐ During the first phase of the Programme there was a prolonged special audit period from April–June 2018, which was initially intended for 1(one) month. During phase two special audits will be planned and executed within agreed and set times to facilitate smooth and timely implementation of the Programme

[29] Liberia Decentralization Support Programme (LDSP) Draft Annual Report 2018

- ☐ The transition of newly appointed Local Government Officials of Liberia by the newly elected Government hindered the operations of the CSCs. It is assumed that more capacity development will be afforded these officials to support the imperatives of LDSP Phase II.
- ☐ During the first phase the programme experienced delayed quarterly work planning. There were two approved quarterly work plans during the year. 1st quarter approved in February 2018 and 3rd & 4th quarter approved in September 2018. It is assumed that during this second phase quarterly and annual work plans, and the overall Programme monitoring, midterm review and end of programme evaluations will be carried out as per schedule.
- ☐ As a matter of continuity, it is important that one of the components of Phase I, the IUNV mentorship strategy be consolidated and sustained as the IUNVs concluded their mission. The mentees are essentially Local Government Liaison Officers who are assisting County Superintendents to implement decentralization, perform coordination tasks, by a core cadre of mentors and trainers in Liberia's decentralization journey; and liaise between counties and a future Ministry of Local Government. It is a logical assumption after review for effectiveness and efficacy for LDSP Phase Two - that mentees handbook was revised validated and an exit strategy for the IUNV-led Mentoring/Coaching assignment that was developed be continued in phase two of the LDSP.
- ☐ As a good practice, successful work was completed to realign the role of MIA's Department of Operation (DoO) in relation to CSC oversight and management. A Focal Point seated within the Department looks at the CSCs specifically. Through this action, the Department has become the first point of entry for CSCs. All reports from CSCs are now channelled through the Department's focal person who liaises with other departments and NDIS. This has improved coordination linkages between CSCs and central office.
- ☐ It is assumed that the Operational handbook of the County Service Centers will be rolled out during LDSP Phase II.

Stakeholder Engagement

Stakeholder engagement will be a central activity of LDSP Phase II in the decentralization process. In March 2018, the Minister of State for Presidential Affairs, sought support from UNDP to design a system to improve social accountability and strengthen the social contract within the Liberian public service. As specified in Trac 2, the mechanism consists of (i) the Performance Management and Compliance System (PMCS), which aims to ensure accountability of public officials, by committing them to defined annual performance targets and achievement indicators against which their performance would be monitored and assessed; and (ii) an online Citizens Feedback Mechanism (CFM) that allows citizens to report their experiences of delivery of public services in real time, and obtain relevant feedback. Through the Country Investment Facility, UNDP Liberia supported the government of Liberia to: pilot the Citizen Feedback Mechanism (CFM), in 5 counties (Bomi, Grand Bassa, Nimba, Grand Gedeh, and Sinoe). Based on lessons learned thus far, the Citizen Feedback Mechanism will be rolled out to the remaining 10 counties during the duration of the LDSP. The CFM is a mobile and online platform designed to receive, verify, compile, analyze and channel citizens' perceptions of public service standards to the various Ministries, Agencies and Commissions (MACs) for feedback and action, in near-real time. In addition, the CFM will provide citizens with information on key services offered by the country's 112 MACs and on the implementation of the government's flagship medium term development plan, the Pro Poor Agenda for Prosperity and Development.

The CFM which also serves as a central database, is available to all MACs and will serve as a robust depository of key data on service delivery. The data will also provide a basis for analysis and generating evidence for assessing the performance of government (at national and county levels) to inform the design and delivery of quality public services and related policies. That initiative will serve to improve accountability of the public sector. This intervention contributes to the UN Sustainable Development Cooperation Framework (UNSDCF) (2020-2024), Outcome on "reconciled, transformed and prosperous, anchored on accountable institutions and equitable, inclusive and sustainable development". It is also aligned with the SDG 16, which aims to promote peaceful and inclusive societies for sustainable development, and to build effective and accountable institutions at all levels. It seeks to support SDG 8 (Decent work and economic growth), by fostering confidence in the public sector to promote private sector investment. This performance monitoring initiative seeks to further generate and expand support for a rights-based and integrated approaches to delivery of public services to vulnerable and marginalized citizens as elaborated by the UNDP solution signature 2. It contributes to greater efficiencies and effectiveness in the delivery of public services and improved trust between citizens and their government. UNDP Signature Solution 2 connects outputs across outcome areas, demonstrating how certain interventions may vary depending on geography or time in a country's trajectory, while being part of

the overall solutions package. It is also aligned with the UNDP Africa Regional Programme aspiration to (i) broaden political participation and provide voice to citizens, promote inclusive processes of state-society dialogue; and (ii) develop responsive institutions that efficiently deliver public services.

During field visits, for the development of the programme document, it was assessed that some MACs have not yet devolved their offices to all the 15 counties. To ensure that the CFM works, the LDSP Phase II will first ensure that all the MACs have presence in the 15 counties to facilitate the smooth implementation and monitoring of the CFM. The same field visit assessments revealed that the public does not fully know and appreciate all services being offered by the CSCs.

The Local Government Act (2018) provides, amongst other provisions, for bottom-up planning and consultation with citizens, Section 5(a) says: **"The development planning process shall be participatory, gender-sensitive, and inclusive of all citizens, residents, minorities and marginalized communities, as well as civil society organizations, non-governmental organizations, and private sector entities.** Consultations shall commence from the general town level". Section 6(1) says that "Local Governments shall take proactive measures to promote gender equality and women's empowerment at all levels and in all areas local government administration".

This LDSP II will be improved and enhanced by ensuring **inclusion of civil society organizations** to ascertain the enhancement of citizen participation and greater degree of penetration into the Liberian socio-culture in terms of achieving the targeted governance efforts. Civil society will be embedded into the design of programme outcomes that would provide resources for their involvement in specialized programme activities. Non-state actors will also be actively and adequately involved in the popularization of the New Local Government Law in its strategy geared towards the effective implementation of the decentralization process.

Awareness creation will be achieved using a multi-pronged communication strategy that involves both media and community outreaches. It is planned that the awareness creation efforts will be a robust enabling lever of the Theory of Change to enable programming and implementation. Where possible, the UNDP will facilitate UN Volunteers to be assigned within the counties to provide proactive capacity building and institutional strengthening of CSCs, which will contribute significantly to knowledge and attitude change and professional management and organizational practices at national and local levels. These volunteers will play a pivotal role at County Service Centers (CSCs) in ensuring replication of knowledge through various trainings. Unlike in phase one, during phase two UN Volunteers and their mentees will be given requisite space and recognition to facilitate positive organizational change and high institutional performance.

South-South and Triangular Cooperation (SSC/TrC)

After LDSP phase one experience, Liberia is ready to share lessons learned and experiences over the past seven years of implementation. Moving forward, South-South cooperation will be forged with post-conflict success-stories such as Rwanda and Sierra Leone. Through the UNDP Global Policy Network, collaborations will also be sought for models for revenue mobilization and Sustainable Development Goal acceleration. Additionally, the Africa Union Commission will be a key stakeholder and will continue to be engaged to raise Liberia's profile as it implements the PMCS and the CFM and to encourage its replication among other member states through South – South collaboration. The Programme will also create opportunities for other countries to come and learn from the Liberia decentralization experience and share their own experiences.

Knowledge

The LDSP Phase II knowledge products will include quarterly, annual progress reports, a mid-term evaluation, a final evaluation report and terminal/final Programme report - that are transparent, providing accountability of how resources will be utilised, what will be done and achieved. The Private sector, NGOs and the media will also be involved to develop and share publications, databases and media products in the areas of specialization. Additional products that will boost the sustainability of the Programme will include: i) developing of a robust capacity building strategy; ii) creating an M&E framework for Real Time monitoring using the Results-Based Management tool; iii) developing a clear exit strategy; iv) developing a sustainability plan; and v) starting and proceeding through a clearly formulated theory of change.

To increase knowledge, awareness campaigns on decentralization, local governance, and service delivery will be conducted through town hall meetings, radio and television talk shows, billboards and promotional

materials as well as outreach activities. Radio talk shows and announcements, done in local vernacular, used to reach some communities will be continued. This will increase awareness about the services.

Sustainability and Scaling Up

To ensure sustainability and scale up of the Programme, the transition arrangement to sustain and/or scale-up will be achieved by capacitation of relevant national systems to sustain operating principles of national ownership, political will, and accountability. In line with UNDP's portfolio programming approach, the LDSP Phase II (2020-2024) implementation will incrementally represent a policy shift from direct implementation (DIM) to a national implementation modality (NIM) under which major implementation responsibilities as well as the attendant authorities and accountabilities will be transferred to government institutions. The Programme work plan will be developed on an annual basis, defines major programme activities for the period of its implementation and presents the outcomes and outputs that Programme seeks to achieve under each of its five (5) main established outcomes and the core actions that will be implemented towards achieving those outputs. The indicators used to measure outputs and outcomes are intended to enhance future programmes in achieving their desired outcomes effectively.

However, LDSP Phase I displayed considerable weaknesses in the use of national systems. The Programme mid and terminal evaluations, Programme reports and the EU verification mission identified significant risks in programme and financial management through national systems. These risks presented grave concerns which threaten the sustainability of the future funding of the LDSP[30]. To avoid similar gaps, the LDSP Phase II will start with, and progressively move from Direct Implementation Modality (DIM) to National Implementation Modality (NIM) once there is verification that national systems have developed adequate capacity milestones to take over. To support that arrangement a Chief Technical Advisor, and M&E Officer, and adequate staffing arrangements in key institutions relevant to the management of LDSP will be created. After DIM has achieved the set milestones, the incremental use of the (UNDP assisted) NIM will commence programme implementation to leverage the existing infrastructure and structures of the programme. The implementation of the (UNDP assisted) NIM in the programme through an existing institutional framework will facilitate the realization of government contribution besides being an important tool for entrenching programme ownership, engendering political will and capacity strengthening.

This staged movement towards the National Implementation Modality strategy has been made more feasible by the enactment of the Local Government Act (LGA), transforming the Ministry of Internal Affairs to Ministry of Local Government (MIA-MoLG) and establishment of County Service Centres (CSCs). Graduation to NIM will be assessed through assessing capacity development of all institutions involved; assessment of political will by central government; focus on national ownership by central government; and assessment of the quality and levels of devolution of power, authority and services to Local Authorities. LDSP Phase II basket funding strategy plans to harness donor resources, assign management oversight responsibility to one agency (UNDP), and enhancing transparency and accountability. During Phase II all MACs will complete rolling out of their presence in the CSCs, opening windows of services under their respective statutory jurisdictions. This will also enhance publicity and create awareness in addition to building and strengthening existing key national formal and informal institutions, using inclusive approach. Awareness creation will be achieved using a multi-pronged communication strategy that involves both media and community outreaches. Over 70% of key informants to the development of Phase II indicated that the level of awareness about the deconcentrated services was minimum. It is planned that the awareness creation efforts will be a robust enabling lever of the theory of change to LDSP Phase II programming and implementation. Where possible, the UNDP will facilitate UN Volunteers to be assigned within the counties to provide proactive capacity building and institutional strengthening of CSCs, which will contribute significantly to knowledge and attitude change, professional management and organizational best practices at national and local levels. These volunteers will play a pivotal role at County Service Centers (CSCs) in ensuring replication of knowledge through various trainings. Unlike in phase one, during phase two UN Volunteers and their mentees will be given requisite space and appropriate recognition to facilitate positive organizational change and high institutional performance.

[30] Back in 2015 the plan and aspiration were to make the approved work plan use the National Implementation (NIM) modality, noting that MIA would manage and coordinate activities of the programme. During LDSP Phase I MIA had reporting responsibility to UNDP and MFDP on outputs and use of financial resources. However, the programme witnessed UNDP Country office support to NIM or "hybrid direct implementation" on grounds of donor concerns around procurement and government budget bureaucracy delays on reporting, approvals and other implementation processes.

In the area of capacity development, the Programme will support trainings of the various stakeholders including staff from deconcentrating MACs, Governance Commission, female political leaders and CSOs working on participatory performance monitoring. Furthermore, the bringing on board of anti-corruption and integrity institutions such as LACC will be a key milestone in the promotion of transparency and accountability in the decentralized service delivery system. The LDSP Phase II theory of change posits that if capacity development initiatives are run well, the set progress markers will be substantial increase in: i) the number of women and girls holding leadership positions in local government; ii) percentage of county Programmes implemented from the county develop agenda through CDF, SDF and LDF that are selected by the communities and managed at county level; and iii) percentage of citizens who perceive that corruption is decreasing in local government were the set progress markers under this outcome.

During LDSP Phase II, sustainability will be assured through various initiatives that localize and sustain capacity development. One approach will be to localize capacity development by partnering with Liberia Institute for Public Administration (LIPA) to ascertain MACs that have not yet decentralized, assess the capacity of institutions and staff to implement decentralization, and provide support where gaps are identified. However, prior assessment will be done to ascertain LIPA's capabilities to partner with the programme. The other initiative will be to systematically implement the GOL 10-year National Capacity Development Strategy. Presently, the capacity-building Coordination Team is located at the MIA as part of the NDIS. The implementation of the LGA will complete the operationalization of the decentralization-de-concentration-devolution process of the country. Although the administrative processes to be altered by the LGA could face hurdles due to political tradition, some administrative alterations influenced by the LGA will naturally build sustainability of the decentralization-de-concentration-devolution process.

IV. PROGRAMMEME MANAGEMENT

Cost Efficiency and Effectiveness

To operationalize the LDSP Phase II Theory of Change and to be informed by LDSP Phase I experience, Government, with the support of the UNDP will establish an effective partnership architecture for efficient and effective resource mobilization and deployment. Best practices and gains of the first phase will be sustained. Logical layers of effective partnership architecture for efficient and effective implementation of the LDSP Phase II will be put in place. At central Government level the Inter-Ministerial Committee on Decentralization (IMCD) as the highest organ under the chairmanship of the President will be required to actively meet and decide on financial, governance and implementation of decentralization imperatives with regards to budgets and legal and regulatory reforms. At the national level UNDP, MIA and GC as well as relevant Development Partners that constitute the Programme Board should ensure policy and governance related matters of the LDSP Phase II are executed in a timely fashion. At the same time the National Technical Working Group (TWG) will be charged with ensuring that the implementation of the programme is technically realized with a membership of all MACs, UN and DPs technical focal points,.

Based on lessons learnt from the first phase, during phase two the LDSP ToC pathways to deliver maximum results with available resources will be guided by quality assured, economic procurement, effective and efficient use and management of resources, and a programme design and implementation guided by; i) adequate adherence to approved work plans and budget lines; ii) the use of results based budgeting and expenditure framework; iii) the use of the DIM; iv) the use of UN volunteers in the programme implementation; and v) the institutionalization of Results Based Management (RBM); and vi) Adherence to financial management regulations. Additionally, staff turnover, lack of or poor use of a results and resource framework as well as delays in the release of funds will also be avoided during phase two.

i) Using a portfolio management approach to improve cost effectiveness by leveraging activities and partnerships with other initiatives/Programmes

Linked to the UNSCDF and PAPD, in his maiden State of the Nation Address to the Joint Assembly on 22nd January 2018, Liberia's President, His Excellency George Manneh Weah, identified four Pillars that will underpin the Government's development agenda. Guided by that agenda, UNDP proceeded to develop its country programme to address this development agenda through matching outcomes and relevant ToC with its portfolio management approach as follows:

Government Pillar	UNDP CPD Outcomes	Theory of Change

☐ **Pillar I** - Power to the People: To focus on human capital development, education, health, and sanitation, youth empowerment through skills training, job creation and expansion of sports.	**Outcome 1:** inclusive governance, contributes to Sustainable Development Goals 5,10,11 and 16 and will apply UNDP signature solutions 2, 3, 5 and 6.	The quality of core government functions to deliver quality essential goods and services to the population is the foundation of the social contract between the people and the State
☐ **Pillar II** – Economy and Jobs: To focus on achieving sustainable growth through agricultural expansion, and addressing infrastructure deficits, particularly, road construction and provision of affordable electricity.	**Outcome 3:** inclusive growth, is aligned with Sustainable Development Goals 1, 2, 5, 7, 8, 13, 14 and 15 and UNDP signature solutions 1, 3, 4, 5 and 6.	If programmes address the links between poverty reduction and environmental sustainability, this can reduce inequalities and protect the economic interests and well-being of the rural poor.
☐ **Pillar III** – Sustaining Peace: Create new processes and avenues to ensure that all people are fully reconciled.	**Outcome 2:** peacebuilding and social cohesion aligned with Sustainable Development Goals 5, 10 and 16 and applies UNDP signature solutions 2, 3, 5 and 6.	If peacebuilding, rule of law and justice, governance (UNDAF/PAPD outcome 3) and economic recovery (UNDAF/PAPD outcome 1) are addressed in an integrated way, then the transition to social cohesion at the local level can be accelerated and sustainable.
☐ **Pillar IV** – Governance and Transparency: To focus on decentralization of institutions and systems of governance, increase accountability of public officials and reduce the incidence of corruption.	**Outcome 1:** inclusive governance, contributes to Sustainable Development Goals 5,10,11 and 16 and will apply UNDP signature solutions 2, 3, 5 and 6.	The quality of core government functions to deliver quality essential goods and services to the population is the foundation of the social contract between the people and the State

The UNDP portfolio approach supports the overall Country Programme to ensure coherent and strategic planning, efficiency, proactive delivery and effective delivery of sustainable development results.

ii) Through joint operations (e.g., monitoring or procurement) with other partners.

A basket funding covering all donors and pool strategy plans harness donor resources, which will give management oversight responsibility to one agency (UNDP), enhancing transparency and accountability. To operationalize joint operations, the LDSP Phase II will coordinate with the UNDP Rule of Law Programme and the Office of the United Nations High Commissioner for Human Rights (OHCHR), to enhance the capacities of, and public confidence in, CSCs and to improve access to justice, security and protection services, especially for women and girls. This includes direct support with a focus on strengthening community security, promoting and protecting human rights, sustainably improving the decentralized delivery of services. UNDP efforts under the European Union - United Nations Spotlight Initiative will expand women's access to decentralized services to prevent sexual and gender-based violence and to ensure speedy legal redress. For example, victims of SGBV can seek psychosocial support from the Psychosocial counsellors in the CSCs. Where appropriate, the LDSP will also be committed to implementing the common chapter of the strategic plans of UNDP, the United Nations Population Fund, United Nations Children's Fund (UNICEF) and United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) through working jointly on sex and age-disaggregated data, gender-based violence, advancing the rights of people with disabilities and climate and disaster resilience.

The LDSP Phase II partnership architecture in operations will include all MACs, other UN Agencies (UN-Women, United Nations High Commissioner for Human Rights (OHCHR), United Nations Population Fund, United Nations Children's Fund (UNICEF, UNAIDS, UNV, FAO, United Nations Economic Commission for

Africa, other development partners (United States Agency for International Development (USAID), Swedish International Development Cooperation Agency (Sida), African Development Bank and all relevant institutions who have participated in the Programme before (Liberia Chamber of Commerce, University of Liberia, Kofi Annan International Peacekeeping Training Centre, Carter Center and Transparency International).

The LDSP Phase II will also partner with civil society to improve governance and participation of youth and women empowerment. Among the main CSOs defending decentralization and local governance is Partners for Democratic Development "Naymote", a key actor promoting citizens' understanding of democratic processes and the long-term benefits of their participation in these processes. They also provide guidance such as the Youth and local government toolkit. Other structures to be partnered with include Youth Partnership for Peace and Development (YPPD), Youth Participation in Democracy (YPD), Liberia Democracy Watch, (LDW), Promotion of Public Participation and Respect for the Rule of Law), (PPRROL) and Rural Integrated Center for Community Empowerment (RICCE) who are engaged in empowering rural communities to participate in decision making, advancing actions on genuine democratic alternatives thus promoting transparency and accountability. Civil society has been widely consulted during the development of the Programme document. They are willing to participate, and they all need prior and ongoing capacity development to enable them to effectively carry out their roles in LDSP Phase II.

Programme Management

Programme Locations: The LDSP Phase II 2020-2024 will be implemented in 15 countries, covering all the MACs across Government. The 15 County service centres are brought and coordinated together under the umbrella Association of the CSCs in Liberia. This coordination framework ensures that Liberia remains a unitary state consisting of fifteen (15) counties – Bomi, Bong, Gbarpolu, Grand Bassa, Grand Cape Mount, Grand Gedeh, Grand Kru, Lofa, Margibi, Maryland, Montserrado, Nimba, Rivercess, River Gee and Sinoe. However, under the new dispensation, the Government of Liberia recognizes local governments as a tier of government that is closest to the people and a level where basic services are provided efficiently. Each county is divided into administrative and statutory districts, cities, townships, boroughs, chiefdoms, clans, and general towns. Presently, there are 35 statutory districts and 129 administrative districts. There are between 4 to 18 districts per county with population averaging some 25,000 but in a range from 3,000 to 250,000.

The MIA will be the line ministry responsible for the LDSP Phase II. At each county, the Superintendent leads the County Development Steering Committee which is a representative coordinating mechanism of all MACs within the County which meets monthly with the LIGIS playing the role of the Secretariat with a CSC Co- coordinator in charge. This County mechanism has enhanced partnerships and coordination at County level in terms of the deconcentrated services under phase one of the programme. The capacity building efforts by UNDP, MIA and GC were indeed noticed in the level of service delivery and revenue generation at the CSC levels coupled with aspects of gender disaggregated reporting statistics.

Although 15 service centers are now in place and functional, still poor human and financial capacity impedes effective service delivery. Specifically, infrastructure deficits and capacity gaps and the speed at which personnel at the service centers can execute customers' requests vary considerably. For example, inspections of CSCs in preparation to develop the LDSP (2020-2024) showed that the single window used to process up to 17 multiple requests is inadequate for the range of services that include driver licensing, vehicle registration, marriage licenses, birth registrations, business registration and the ECOWAS Biometric ID Card. On average, 17 basic services are being provided by at least 12 participating MACs (MIA, LISGIS, MoE, CNDRA, MoC, LRA, MGCSP, MoH, MPW, MoT, MoL, MFDP). All Counties suffer from lack of adequate energy supply, transportation and internet connectivity in order to optimize their operations. Signatories of critical documents are still concentrated in Monrovia. While there exists a monitoring and evaluation mechanism, inadequate resources are a challenge in actualizing it across all Counties. The current inadequate human, financial and administrative capacity at the local level inhibits the rate of decentralization unless Government allocates more resources to Counties.

Implementation Modality: As for audit arrangements, collaborative arrangements with related institutions, UNDP Direct Country Office Support Services will be deployed. Within the basket funding agreements and under the leadership of a Chief Technical Advisor, the UNDP direct Programme costing rules will apply. Based on the experience of LDSP phase one, and to minimize risks during phase two, the LDSP Phase II will

adopt the **Direct Implementation Modality (DIM).** As central and local Government capacities grow, incrementally move towards UNDP assisted NIM - then the National Implementation Modality. Among many provisions of DIM, key UNDP requirements as the Implementing Partner will include the following: UNDP will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.); undertake all reasonable efforts to ensure that none of the [Programme 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); Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards and related Accountability Mechanism. Under DIM, UNDP will (a) conduct Programme and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the Programme or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will also seek to ensure that communities and other Programme stakeholders are informed of and have access to the Accountability Mechanism; handle any sexual exploitation and abuse ("SEA") and sexual harassment ("SH") allegations in accordance with its regulations, rules, policies and procedures.

Under DIM, 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 the responsible party's, subcontractor's and sub-recipient's obligations under this Programme Document.

The requirements of the following documents, then in force at the time of signature of the Programme Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Programme Document.

Monitoring and Evaluation Framework

Global and/or nationally owned data sources and traditional and innovative monitoring methods including field visits will be used to track contributions of the Programme to national results and the Sustainable Development Goals. Corporate quality assurance standards will be used to strengthen linkages to the Goals. UNDP will support building of capacities of MACs, staff and national counterparts regarding the application of the UNDP social and environmental standards and accountability mechanism. Based on the Programme achievements and the policy and political environment, the theory of change and the results and resources framework will be adjusted, as needed. Third-party evaluations, conducted as per corporate guidelines, will inform programme design and implementation. LDSP Phase II will implement its gender strategy, advance the gender seal initiative and invest at least 15 per cent of the budget on gender-specific interventions. The gender marker will be used to monitor expenditures and improve planning. Three per cent of the overall programme budget will be earmarked for monitoring, quality assurance and communicating results. To properly monitor and evaluate programme performance the LDSP Phase II will ensure the existence of data collection mechanisms providing disaggregated data to monitor progress towards the Goals: (i) Conventional data collection methods (surveys); (ii) Administrative reporting systems; (iii) New data sources (citizen feedback mechanism).

The Programme requires rigorous monitoring, problem-solving and learning. Monitoring will be informed by the quarterly and annual work plans developed by NDIS and approved by Technical Working Group on quarterly basis and the Project Board on an annual basis. The work plans will define the activities of NDIS in collaboration with all stakeholders for the year. It will have a monitoring framework informed by the Implementation Plan Matrix with the following features:

- ☐ Outcomes presenting a concise overview of desired results;
- ☐ Outputs providing desired concrete targets which lead to the desired results;
- ☐ Key activities required to achieve the desired outputs;
- ☐ Actors required to carry out activities;
- ☐ Performance indicators that demonstrate completion of activities;
- ☐ Timeframes in which activities are to be undertaken; and
- ☐ Cost estimates.

The above framework will facilitate effective monitoring. It focuses on performance measured through the achievement of outputs which can only be derived from the implementation of activities. It provides for regular tracking of performance through the review of inputs, outputs, and outcomes in each thematic area of this Plan. The monitoring framework will be managed by NDIS and entail a participatory and transparent process collaboration with MACs and local governments. All stakeholders with responsibilities to perform activities and produce outputs will contribute to monitoring. Reports from undertakings will demonstrate progress towards outputs and outcomes. Monitoring reviews and evaluation studies will be undertaken by or under the guidance of the NDIS.

V. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

Institutional, Governance and Management Arrangements

Effective programme implementation and organization management for the LDSP Phase II, including coordination between country and central government institutions is exactly what is required to ensure a smooth decentralization process. Lessons and experience in the first phase of the Programme demonstrated that the institutional arrangements are still challenged by low institutional capacities. This second phase of the Programme aims to develop stronger implementation management structures that will effectively monitor progress, identify emerging issues, and address them promptly to ensure that implementation remains on track and outputs and targets are met. This phase two management and coordination mechanisms will ensure that processes promote learning and synergies. These mechanisms will facilitate effective implementation communications, ensure better resource allocations and management, and forge meaningful communication with citizens and effective partnerships with stakeholders and donors. Specifically, flexibility will be provided to accommodate realignment of resources by the Project Management Board through recommendations made by (Individual contributing donors) through annual allocations in the work plan who are also members of the Board. This would provide the opportunity for the Project Board to shift resources to areas desire to focus based on current realities and programme priorities. The various levels of institutional management oversight indicated below will be put in place to manage and coordinate implementation. Below are detailed descriptions of LDSP institutional arrangements.

Inter-Ministerial Committee on Decentralization (IMCD): The IMCD comprises all heads of decentralization MACs under supervision of the President. The Minister of MIA coordinates the activities of all sector MACs and provides periodic updates to the President and the Cabinet. The IMCD is the highest authority for setting national priorities and providing policy guidance and coordination approval of the LDSP Implementation Plan.

Programme Management Board (PMB): This Board is responsible for implementation management of the Plan. It identifies priorities, provides technical guidance and strategic direction in Plan implementation and supervises NDIS (see below). The Board provides advice and support for the harmonization and coordination of all stakeholder contribution to Plan implementation. The Board is chaired by MIA and jointly Co Chair by MFDP and the UNDP. All heads of sector MACs, the Directors-General of the CSA and LISGIS as well as all contributing donors are members. A PMB meeting will occur at least twice a year to take inventory of where each component of the Plan is with respect to progress made.

Decentralization Support Units (DSU): A DSU is established or revitalized in each sector MAC that is represented on the IMCD and PMB. A DSU has the responsibility for coordinating implementation and management of overall decentralization programme in each MAC. The head of the DSU shall be a policy-level technical professional. DSUs are empowered to follow up on programme implementation of their sector services in the counties including monitoring of CSCs, and work in collaboration with the NDIS (see below) to ensure coordinated programme implementation[31].

National Decentralization Implementation Secretariat (NDIS): This body provides secretariat services to the Programme Steering Committee (PSC). It's responsible for the day-to-day management of Plan

[31] A DSU should be established or revitalized in each sector MAC that is represented on the IMCD and PMB. A DSU has the responsibility for coordinating LGA-2018 implementation and management of overall decentralization programme in each MAC. The head of the DSU is a policy-level technical professional (Deputy Minister) who can represent his/her minister on the Programme Management Board (PMB) and make policy decisions. DSUs are also responsible to follow up on programme implementation of their sector services in the counties including monitoring of CSCs; and work in collaboration with the NDIS. CDSUs could be headed by the County Inspectors (as principal assistant to Superintendent) with members to include Assistant superintendent for Development and CSC Coordinator.

implementation in close collaboration with central government MACs, as well as local government authorities. It tracks implementation targets and timelines, monitors and evaluates implementation progress, and resolves implementation challenges. With authority delegated to it by the PSC, NDIS holds all actors accountable for agreed actions, timeframes, and deliverables.

Implementation is meant to be well integrated in the national structures and systems; a factor that promotes national ownership of the programme. For example, the creation of the NDIS in the Ministry of Internal Affairs was a good strategy for promoting national ownership of the programme. The NDIS is situated within MIA and handles the following:

- ☐ Implement decisions of the PSC;
- ☐ Develop annual work plans for approval of the PSC;
- ☐ Manage activities in approved annual work plans;
- ☐ Report on decentralization implementation activities to PSC;
- ☐ Identify, harmonize and support all stakeholders contributing to the implementation of the Plan, including local government, MACs, CSOs, private sector actors and development partners;
- ☐ Facilitate engagement of CSOs, NGOs, and private sector entities in decentralization through information sharing, mobilization of their inputs and support, transparency in decision-making processes and strengthening their capacities;
- ☐ Liaise with and support MACs in relations to their roles and responsibilities in approved LGA-2018 implementation programmes;
- ☐ Monitor implementation activities according to the agreed monitoring and evaluation (M&E) framework, and prepare narrative and financial reviews and progress reports for PSC;
- ☐ Disseminate information on implementation activities, processes, outputs and outcomes with all stakeholders in central and local government; and
- ☐ Perform other functions and activities incidental to the roles and responsibilities of an executing secretariat such as building and maintaining relationships with stakeholders, identifying, courting and mobilizing champions and drivers of decentralization, building capacities of collaborating institutions and organizations, managing and accounting for resources and assets, and organizing meetings and activities of the PSC.

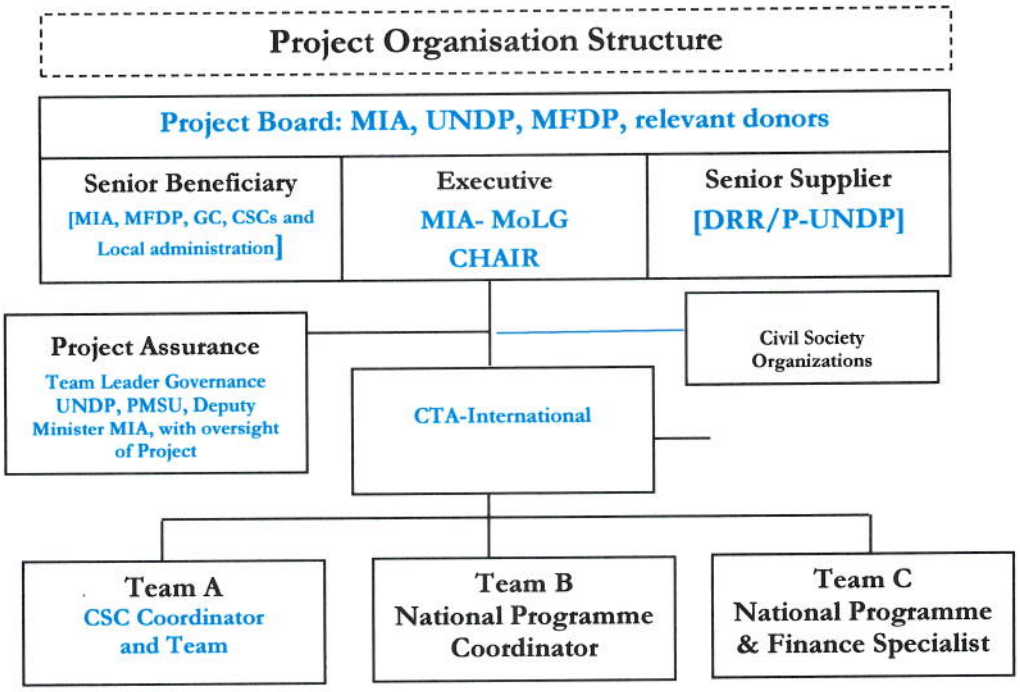
NDIS is headed by an Executive Director who oversees other senior level personnel with experience in planning, programming, accounting, communications, data management, M&E and logistics. Two advisors, one international and one national are assigned to this entity.

Thematic Working Groups (TWGs): Under the supervision of the NDIS, TWGs comprise of subject matter technicians and professionals seconded from MACs and donor organizations who bring personal and institutional technical and professional expertise, knowledge and experiences on various thematic areas[32]. The NDIS may identify the thematic areas and develop basic operational guidelines for each TWG. It may be necessary to have TWGs focused on the establishment of local government structures, financing of local governments, development planning in local governments and county economic development.

Donor Engagement Forum (DEF): This Forum depends on substantive financial and technical assistance support from the donor community. A DEF exists for the purpose of consultation where donors will be briefed and consulted on Programme implementation, with feedback and inputs provided from all. It represents constructive dialogues on accountability for resource utilization through demonstration of achieved outputs and outcomes, as well as financial accounting. The DEF will be convened by the PSC at least twice a year or as may be required. Contributing partners can also request for a meeting on need basis

Joint Stakeholder Forum (JSF): The JSF consults with stakeholders on Programme implementation, successes and challenges. The forum provides opportunity for stakeholders to exchange information, compare notes, and share experiences, as well as monitor implementation. The forum will be convened by the PSC at least once a year.

[32] Technical Working Groups, however, cannot take the place of DSUs at the national level. Actually, TWGs were conceptualized to operate under the supervision of NDIS (see MIA 10-year Implementation Plan); TWGs comprise of subject matter technicians and professionals seconded from MACs and donor organizations who bring personal, institutional and technical expertise, knowledge and experiences on various thematic areas in the programme implementation process.


Project Organisation Structure
Project Board: MIA, UNDP, MFDP, relevant donors
Senior Beneficiary
[MIA, MFDP, GC, CSCs and Local administration]
Executive
MIA- MoLG
CHAIR
Senior Supplier
[DRR/P-UNDP]
Project Assurance
Team Leader Governance UNDP, PMSU, Deputy Minister MIA, with oversight of Project
Civil Society Organizations
CTA-International
Team A
CSC Coordinator and Team
Team B
National Programme Coordinator
Team C
National Programme & Finance Specialist

LDSP Programme Implementation Structure and Management:

The governance structure under which the LDSP II is placed constitutes a critical component for the means and pathway to change. The LDSP which involves all the MACs, has been positioned largely under the responsibility of the MIA, a Ministry in charge of local governance, where the secretariat for programme implementation is based. This is relevant for local government reform as this Ministry has over-sight responsibility for all the local governance chain.

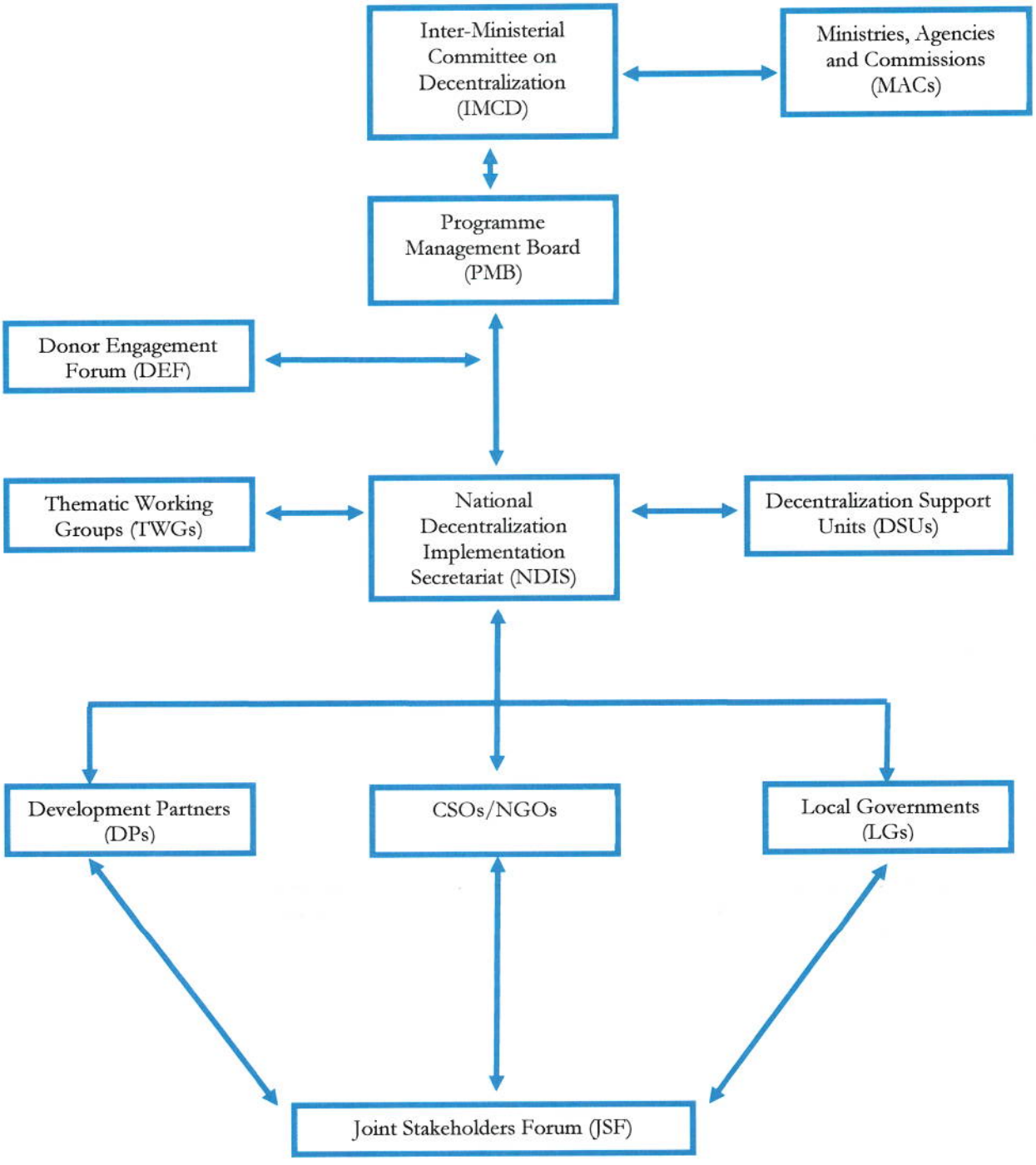
To capture the full import and centrality of the LDSP in the scheme of government plans around decentralization, the programme implementation and management strategies proffered in the programme document put at the head of LDSP management structure - the Inter-Ministerial Committee on Decentralization (IMCD) chaired by the President, with the Minister of Internal Affairs serving as secretary to the Committee. It will hold meetings twice each year with membership of relevant ministries, agencies and commissions (MACs). The Committee is constituted to report on progress of planned activities and allow the President to have on-hands monitoring of the decentralization processes.

The next line of management authority is the Programme Board, chaired by the Minister of Internal Affairs. The Board will meet quarterly and report to the IMCD. Co-chaired by the Governance Commission, the board has responsibility for providing strategic advice and direction on the programme and make related decisions; approve programme annual work plans and budgets based on resource framework; provide oversight and monitor progress against annual work plans and programme cycles; ensure coordination of programme activities and accomplishments among other implementation and management responsibilities. The role of the Governance Commission, a highly recognized structure in the country for leading all governance reforms, confers legitimacy to the LGA and the overall decentralization process.

As a means of ensuring effective compliance and quality assurance of the LDSP, the National Decentralization Implementation Secretariat (NDIS) was established at the MIA to provide technical support to coordinate, facilitate and support the capacity building, implementation and monitoring and evaluation of the programme. The programme planning envisaged 15 staff for the NDIS, in view of its organogram, but at the time of the last LDSP final evaluation in December 2019, at least 44% was on seat both at the MIA and GC. The Programme document outlines how these structures will be supported to ensure effective management of the Programme.

As part of the oversight roles of Governance Commission and the NDIS this alignment will be ensured during the coming five years through the implementation of the LDSP. Below is the national governance structure and institutional framework for the LDSP.

NATIONAL GOVERNANCE STRUCTURE AND INSTITUTIONAL FRAMEWORK FOR THE LDSP



V. Results Framework: LIBERIA DECENTRALIZATION SUPPORT PROGRAMME 2020-2024

Intended Outcome as stated in the UNSDCF/Country [or Global/Regional] Programme Results and Resource Framework:

UNSDCF Outcome 4/ UNDP OUTCOME 1: By 2024, people in Liberia, especially the vulnerable and disadvantaged, benefit from strengthened institutions that are more effective, accountable, transparent, inclusive, and gender responsive in the delivery of essential services at the national and subnational levels

Outcome indicators as stated in the Country Programme [or Global/Regional] Results and Resources Framework, including baseline and targets:

Indicator: Proportion of population satisfied with their last experience of public services, disaggregated by sex

Applicable Output(s) from the UNDP Strategic Plan:

Programme title and Atlas Programme Number: 5-Year Decentralization Programme (2020-2024) For Liberia, Aligned with the National Policy on Decentralization and Local Governance, The Local Government Act (LGA) of 2018; and the Pro-Poor Agenda for Prosperity and Development (PAPD)

EXPECTED OUTPUTS	OUTPUT INDICATORS[33]	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)					DATA COLLECTION METHODS & RISKS
			Baseline	Target	Year 1	Year 2	Year 3	Year 4	Year 5	
Outcome 1: LGA reforms implemented through enhanced participation of stakeholders (male, female, PWDs) in decision-making and service delivery. **Output 1.1:** Enhanced citizens participation in local governance through the implementation of the LGA.	1.1.1 Number of strategic communication sessions held in 4 regions with citizens segregated by sex – through radio and public campaigns. (Radio stations contracted; radio talk shows conducted In four regions nation-wide, citizens understand benefits and obligations; advocate for LGA implementation)	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	8	2	3	3	0	0	Review of M&E matrix; Meeting with programme team;
	1.1.2 Number of public awareness campaigns held with citizens segregated by sex	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	20	2	6	4	4	4	Evaluation reports; Independent studies; Interviews; Meeting with programme team; Town hall sessions; radio programmes; Meetings with stakeholders; Focus group discussions
	1.1.3 # Public perception and evaluation reports.	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	2	1	0	1	0	0	Desk review; evaluation reports; Independent studies;
	1.1.4 CSO advocacy reports	LDSP reports and evaluations: Ministry of Internal	0	20	2	6	4	4	4	Desk review; evaluation reports; Independent studies;

[33] It is recommended that projects use output indicators from the Strategic Plan IRRF, as relevant, in addition to project-specific results indicators. Indicators should be disaggregated by sex or for other targeted groups where relevant.

		Affairs-Ministry of Local Government								Townhall sessions; radio programmes; Meetings with stakeholders; Focus group discussions
	1.1.5 Number of capacity development reports with clear analysis of training sessions and competencies achieved, segregated by marginalized groups	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	5	1	1	1	1	1	Desk review; evaluation reports; Independent studies; Interviews; Review of M&E matrix Meeting with programme team;
Output 1.2: Citizens' Feedback Mechanism (CFM) developed and implemented	1.2.1 Number of citizens actively providing feedback in the system segregated by sex and County CFM sub-hubs established; and field monitoring visits conducted; CFM system developed and successfully rolled out;)	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	0	15	0	0	0	0	Town hall sessions; radio programmes; Meetings with stakeholders; Focus group discussions
	1.2.2: Existence of data collection mechanisms providing disaggregated data to monitor progress towards the Goals:(i) Conventional data collection methods (surveys); (ii) Administrative reporting systems; (iii) New data sources (citizen feedback mechanism)	LDSP reports and evaluations, Citizen Feedback Mechanism: Ministry of Internal Affairs-Ministry of Local Government	5	25	5	5	5	5	5	Desk review; evaluation reports; Independent studies; Interviews; Review of M&E matrix; Meeting with programme team; Meetings with stakeholders; Focus group discussions
Output 1.3: Local government officials' capacities for gender responsive participatory planning and budgeting developed	1.3.1 Number of gender responsive participatory planning budgeting of development funds and managing County Development Agenda as well as revenue collection, segregated by sex.	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	15	3	3	3	3	3	Desk review; evaluation reports; Independent studies; Interviews; Review of M&E matrix; Meeting with programme team; Townhall sessions; radio programmes; Meetings with stakeholders; Focus group discussions

	1.3.2 Citizen self-reports and CSOs evaluations and other independent parties segregated by marginalized groups	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	40	5	8	8	9	10	Desk review; evaluation reports; Townhall sessions; radio programmes; Meetings with stakeholders; Focus group discussions
Outcome 2: **Local government institutions and services are fully devolved at the assigned levels of government**	2.1.1 Number of capacity development reports with clear analysis of training sessions and competencies achieved, segregated professional staff in all Counties and County Service Centres	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	5	1	1	1	1	1	Desk review; evaluation reports; Independent studies; Interviews; Review of M&E matrix Meeting with programme team; Meetings with stakeholders; Focus group discussions
Output 2.1: Municipalities functional and capacitated to manage resources and deliver services	2.1.2 Programme reports specifying institutional assessments and organizational development of municipalities	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	5	1	1	1	1	1	Desk review; evaluation reports; Independent studies; Interviews; Review of M&E matrix
	2.1.3 Number independent evaluations on municipal capacity development to manage resources and deliver services (Organizing sessions conducted for selected municipalities. Cities demarcated into wards; members of city councils and city administrations trained; specialized training also conducted for financial managers; and waste management awareness conducted)	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	5	1	1	1	1	1	Desk review; evaluation reports; Independent studies; Interviews; Review of M&E matrix
Output 2.2: Boundaries between towns, clans, chiefdoms, districts, and counties harmonized	2.2.1 Data base of boundaries conflicts established and awareness raising on boundaries conflicts completed.	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	2	1	0	0	1	0	Desk review; evaluation reports; Independent studies; Interviews; Review of M&E matrix

	2.2.2 number of boundary conflict resolved	Boundaries disputes and Evaluation reports.	0	10	0	0	0	5	5	Evaluation reports.
Outcome 3: **County Service Centers empowered and capacitated for improved service delivery at the sub-national level**	3.1.1 Ministry of Internal Affairs/Ministry of Transport procure and install specialized equipment/software for issuance of Driver Licenses and Traditional Marriage/divorce certificates.	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	1	1	0	0	0	0	Desk review; evaluation reports; Independent studies; Interviews; Review of M&E matrix Meeting with programme team;
	3.1.2 Ministry of Internal Affairs issue administrative directives authorizing signing of certificates by Superintendent and County Inspector/ CI Acting as Supt./ County Service Center coordinator.	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	1	1	0	0	0	0	Evaluation reports; Independent studies; Interviews; Review of M&E matrix Meeting with programme team;
Output 3.1: MACs empowered and capacitated to deliver services at the County Service Centers.	3.1.3 All 31 remaining MACs co-located with County Service Centres across 15 counties	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	31	10	15	20	25	31	Desk review; evaluation reports; Independent studies; Interviews; Review of M&E matrix Meeting with programme team;
Output 3.2: Infrastructure of County Service Centers Improved.	3.2.1 Solar Panels and Battery back-up systems Installed and functioning	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	15	5	15	0	0	0	Evaluation reports; Independent studies; Interviews; Review of M&E matrix Meeting with programme team;
	Number of CSCs accessible to PWDs		0	15	3	3	3	3	3	
	3.2.2 Office equipment, stationery and administrative capacity assured (signatures, stamps, office telephony and Internet)	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	1		0	0	0	0	Review of M&E matrix; Meetings with programme team; County Administration Reports

Outcome 4: **Legal and Regulatory Reforms developed and implemented to sustain decentralization** **Output 4.1 Public Financial Management (PFM) Law amended**	4.1.1 Public Financial Management (PFM) Law amended	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	1	0		1	0	0	Review of M&E matrix Meeting with programme team;
	4.1.2 Evaluation of the benefits accrued from the amendment	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	2	0	0	1	0	1	Desk review; evaluation reports; Independent studies;
Output 4.2 Revenue Sharing Formula Bill enacted and rollout	4.2.1 Revenue Sharing Formula Bill enacted	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	1	0	1	0	0	0	Desk review; evaluation reports; Independent studies; Interviews; Review of M&E matrix Meeting with programme team;
	4.2.2. Revenue Sharing Formula Bill regulation developed.	LDSP reports and evaluations.	0	1	0	0	0	1	0	Consultant and evaluation reports.
	4.2.3 Evaluation and lessons learned from revenue sharing	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	2	0	0	1	0	1	Desk review; evaluation reports; Independent studies; Interviews; Review of M&E matrix; Meeting with programme team;
Output 4.3: Ministry of Local Government Bill Enacted	4.3.1 Ministry of Local Government Bill Enacted	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	1	1	0	0	0	0	Desk review; evaluation reports; Independent studies; Interviews; Review of M&E matrix; Meeting with programme team;
	4.3.2 Evaluation of the benefits accrued from enactment of the Ministry of Local Government Bill	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	1	0	1	0	1	0	Desk review; evaluation reports; Independent studies
Output 4.4: Enhanced citizens participation in the implementation of the	4.4.1: # of policy dialogues held in 5 regions with citizens and	LDSP reports & Evaluation: Ministry of Internal	6	10	0	0	2	4	4	Evaluation reports, activities report, meetings with program team; Interviews, Independent studies.

Revenue Sharing Act through public awareness and ownership.	stakeholders on the Revenue Sharing Act.	Affairs/Ministry of Local Government.								
	4.4.2: # of public awareness campaigns held with citizens disaggregated by sex	LDSP reports & Evaluation: Ministry of Internal Affairs/Ministry of Local Government	0	5000	0	0	1000	20000	20000	Evaluation reports, activities report, meetings with program team; Interviews, Independent studies
	4.4.3: # simplified copies of the Revenue Sharing Act printed and distributed	LDSP reports & Evaluation: Ministry of Internal Affairs/Ministry of Local Government	0	5000	0	0	2500	1500	1000	Evaluation reports, activities report, meetings with program team; Interviews, Independent studies
Output 4.5: Local Government Act and Revenue Sharing bills regulations developed	4.5.1: # of regulations developed	LDSP evaluation and reports	0	2	0	0	1	1		Consultant's report, Evaluation reports, activities report,
Output 4.6: Local Government Fiscal Board established and operational	4.6.1: County Fiscal Board setup	LDSP evaluation and reports.	0	1	0	0	0	1		Presidential appoint listing of members of the Board
Output 4.7: Automated property tax based developed and capacity building in real estate tax collections for 5 counties	4.7.1: # of automated database developed	LDSP evaluation and reports	0	5	0	0	1	2	2	LDSP, LRA and consultants/firms reports.
	4.7.2: # of local government staff trained.	LDSP evaluation and reports	0	30	0	0	0	15	15	LDSP evaluation and reports
	4.7.3: # of systems design to administer real estate tax collection.	LDSP evaluation and reports	0	3	0	0	0	3	0	LDSP evaluation and reports
	4.7.4: # of logistical support provided to enhance real estate tax collection	LDSP evaluation and reports	0	3	0	0	0	3	0	LDSP evaluation and reports.
	4.8.2: # of additional counties supported to pilot real estate tax revenue sharing mechanism.	LDSP evaluation and reports	2	2	0	0	0	0	2	LDSP evaluation and reports.

Output 4.8: County Treasuries in Grand Bassa, Nimba, Bong and Margibi counties capacity strengthened.	4..8.1: # of assessments conducted to determine functionalities of County Treasuries	Assessments and Evaluation reports	1	2	0	0	1	0	1	Assessment and Evaluation reports
	4.8.2: # of capacity building training Provided.	LDSP evaluation and reports	2		0	0	0	2	2	LDSP evaluation and reports.
	4.8.3: # of technical and system strengthening supports provided.	LDSP evaluation and reports	1	2	0	0	0	2	0	LDSP evaluation and reports.
	4.8.4: # of ICT equipment procured for County Treasury offices.	LDSP evaluation and reports	1	2	0	0	0	1	1	LDSP evaluation and reports.
Output 4.9: LRA and LIGIS staff capacity enhanced for effective data collection in four counties.	4.9.1: # trainings conducted for LRA, MFDP& MIA staff.	LDSP evaluation and reports	0	3	0	0	0	2	1	LDSP evaluation and reports.
	4.9.2: # of software/systems installed for effective data collection	LDSP evaluation and reports	0	2	0	0	0	1	1	LDSP evaluation and reports.
	4.9.3: # of ICT equipment procured to enhance data collection.	LDSP evaluation and reports	0	2	0	0	0	1	1	LDSP evaluation and reports.
Output 4.10: Four counties capacity built to manage and account for revenue transfer.	4.10.1: # of capacity building trainings conducted in financial management.	LDSP evaluation and reports	0	4	0	0	0	4	0	LDSP evaluation and reports.
	4.10.2: # of financial management mentorship interventions made.	LDSP evaluation and reports	0	4	0	0	0	1	3	LDSP evaluation and reports.
	4.10.3: # of financial systems installed.	LDSP evaluation and reports	0	4	0	0	0	1	3	LDSP evaluation and reports.
	4.10.4: # of ICT equipment procured	LDSP evaluation and reports	0	4	0	0	0	0	4	LDSP evaluation and reports.
Outcome 5: **Programme management support, coordination, and monitoring strengthened.**	5.1.1 NDIS has full staffing complement in place within year one of the Programme	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	59	59	0	0	0	0	Desk review; evaluation reports; Independent studies; Interviews; Review of

Output 5.1 NDIS fully staffed to facilitate effective implementation of decentralization programme (The NDIS was restructured and realigned to the MIA structure in 2016 to improve efficiency and effectiveness. Sustainability of the programme is imperative for further realignment to recruit CSC Coordinators to ascertain continuity and institutional memory; and Security Officers for much-needed protection of equipment in the counties.)										M&E matrix Meeting with programme team;
	5.1.2 Report of capacity development and competences improved on NDIS staff	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	5	1	1	1	1	1	Evaluation reports; Independent studies; Interviews; Review of M&E matrix; Meeting with programme team;
	5.1.3 Evaluation of the benefits accrued from full staff complement and from capacity development efforts at NDIS	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	2	0	1	0	1	0	Desk review; evaluation reports; Independent studies;
Output 5.2: Programme management capacity strengthened by logistical and operational support.	5.2.1 Programme Governance structure fully functional	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	1	0	0	0	0	0	Review of M&E matrix; Meeting with programme team;
	5.2.3 Capacity building conducted to full competence for Governance and Management officials	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	5	1	1	1	1	1	Desk review; evaluation reports; Independent studies; Interviews; Review of M&E matrix; Meeting with programme team;
Output 5.3: Chief Technical Advisor, and M&E Officer hired, UN Volunteers equipped to fully oversee the management of the LDSP	5.3.1 Chief Technical Advisor in place	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	1	1	0	0	0	0	Review of M&E matrix; Meeting with programme team
	5.3.2 M&E Officer in place	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government	0	1	1	0	0	0	0	Review of M&E matrix; Meeting with programme team

	5.3.3 UN Volunteers in place and given recognition and space to be fully functional	LDSP reports and evaluations: Ministry of Internal Affairs-Ministry of Local Government		30	30	0	0	0	0	Review of M&E matrix; Meeting with programme team

VI. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the Programme will be monitored through the following monitoring and evaluation plans:

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the Programme in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by Programme management.	UNDP, MIA, MoLG, NDIS, GC	As Indicated on Multi Year Work Plan
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by Programme management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.	Programme Board NDIS	As Indicated on Multi Year Work Plan
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other Programmes and partners and integrated back into the Programme .	At least annually	Relevant lessons are captured by the Programme team and used to inform management decisions.	UNDP, MIA, MoLG, NDIS, GC	As Indicated on Multi Year Work Plan
Annual Programme Quality Assurance	The quality of the Programme will be assessed against UNDP's quality standards to identify Programme strengths and weaknesses and to inform management decision making to improve the Programme.	Annually	Areas of strength and weakness will be reviewed by Programme management and used to inform decisions to improve Programme performance.	Programme Board	As Indicated on Multi Year Work Plan
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the Programme board and used to make course corrections.	UNDP, MIA, MoLG, NDIS, GC	As Indicated on Multi Year Work Plan
Programme Report	A progress report will be presented to the Programme Board and key stakeholders, consisting of progress data showing the results achieved against	Annually, and at the end of the Programme (final report)		UNDP, MIA, MoLG, NDIS, GC	As Indicated on Multi

	pre-defined annual targets at the output level, the annual Programme quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.				Year Work Plan
Programme Review (Programme Board)	The Programme governance mechanism (i.e. Programme board) will hold regular Programme reviews to assess the performance of the Programme and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the Programme. In the Programme 's final year, the Programme Board shall hold an end-of Programme review to capture lessons learned and discuss opportunities for scaling up and to socialize Programme results and lessons learned with relevant audiences.	Specify frequency (i.e., at least annually)	Any quality concerns or slower than expected progress will be discussed by the Programme board and management actions agreed to address the issues identified	Programme Board	As Indicated on Multi Year Work Plan

Evaluation Plan

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNSDCF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Terminal Evaluation	UNDP, MIA, MoLG, NDIS, GC		UNSDCF Outcome 4/ UNDP Outcome 1	December 2024	UNDP, MIA, MoLG, NDIS, GC	As Indicated on Multi Year Work Plan

VII. MULTI-YEAR WORK PLAN

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year					RESPONSIBLE PARTY	PLANNED BUDGET		
		Y1	Y2	Y3	Y4	Y5		Funding Source	Budget Description	Amount
Outcome 1: LGA reforms implemented through enhanced participation of stakeholders (male, female, PWDs) in decision-making and service delivery ***Output 1.1*** Citizens understand their benefits and civic obligations under LGA implementation; are motivated and become drivers of LGA decentralization change process	Activity 1.1.1 Hire ten (10) community radio stations, air information on LGA implementation, conduct talk shows, citizens awareness on LGA implementation nation-wide	31,000	75,000	75,000	100,000	100,000	MIA/MFDP/GC	UNDP	Procurement	381,000
	Activity 1.1.2 Conduct quarterly press conferences and inform citizens nation-wide on the LGA and ongoing national decentralization programme	21,000	-	21,000	-	21,000	MIA/MFDP/GC	UNDP	Procurement Travel	63,000
	Activity 1.2.1. Develop public information, education and communication materials and conduct radio and social media campaigns and popularize the CFM	30,000	36,000	36,000	36,000	36,000	MOS/MIA/GC	UNDP	contractual services-companies	174,000
Output 1.2 Citizens' Feedback Mechanism (CFM) developed and implemented	Activity 1.2.2 Complete the establishment of national and county CFM sub-hubs; provide furniture, battery back-up systems and all necessary consumables		-	50,000	50,000	50,000	MOS/MIA/GC	UNDP/IRISH	Contractual services - companies	150,000

	Activity 1.2.3 Install and maintain Solar panels and Battery back-up systems in all CFM HUBs		25,000	125,000	150,000	100,000	MOS/MIA/GC	UNDP/IRISH	Contractual services – companies	400,000
	Activity 1.2.4 , Support performance management contracts , and conduct periodic monitoring field visits			100,000		100,000	MOS/MIA/GC	UNDP	contratual services/consultants	200,000
	1.3.3 Conduct regional trainings for stakeholders including CSOs, Women groups, PWDs & youths	0	0	0	75,000	100,000	MIA/GC/CSOs/UNDP	UNDP		175,000
	1.3.1 Conduct trainings on gender responsive planning and budgeting	12,100	50,000	100,000	50,000	50,000	MIA, GC, CSOs	UNDP/IRISH	Contractual services – companies	262,100
Output 1.3: Local Government Officials' capacities for gender responsive participatory planning and budgeting enhanced	1.3.2 Complete Local Government Gender Policy including creating regional awareness with Local government authorities	12,475	10,525	0	75,000	0	MIA, GC, CSOs	UNDP	Contractual services - companies	98,000.00
Sub-Total for Output 1										**1,903,100.00**

Outcome 2: Local government institutions and services are fully devolved at the assigned levels of government ***Output 2.1:*** Municipalities organized and capacitated to manage resources and deliver services	**Activity 2.1.1** Conduct organizing sessions with selected cities; demarcate city wards, establish city councils, city administrations; and build capacity to conduct city council; and manage city government; developed and publish city council manual and city administrative procedures manuals for all city officials		0	0	100,000	100,000	MIA/MFDP/GC	UNDP	Contractual services - companies	200,000.
	Activity 2.1.2 Establish city financial management authority per LGA; develop capacity and skills in city management, planning and budgeting to manage revenue and deliver services accountably		0	100,000	100,000	100,000	MIA/MFDP/GC	UNDP/IRISH	Contractual services - companies	300,000
	Activity 2.1.3 Establish solid waste management programme; conduct waste awareness-raising, and clean environment advocacy through training sessions, community radio talk shows and social media, billboards, etc.			0	200,000	150,000	MIA/EPA/MPW/GC	UNDP/IRISH	Contractual services – companies	350,000
Output 2.2: Boundaries between towns, clans, chiefdoms, districts,	**Activity 2.1.4** Provide logistical and operational support to five (5) cities for sustainable waste collection, disposal and management and maintain dump sites:			0	200,000	200,000	MIA/EPA/MPW	UNDP		400,000

and counties are harmonized	**Activity 2.2.1** Establish database of nation-wide boundary conflicts with MIA and LLA and conduct boundary harmonization awareness campaigns (radio public service announcements, discussions, and newspaper advertisements).			0	100,000	50,000	MIA/MPW/LLA/GC	UNDP/IRI SH	Contractual services – companies	150,000
	Activity 2.2.3 **Begin** resolving boundary conflicts starting with least difficult to more difficult; secure special design and construct boundary cornerstones with serial numbers; plant cornerstones between harmonized boundaries; produce maps of newly demarcated boundaries; establish database of harmonized boundaries; publish gazette of harmonized boundaries for enactment into law			0	100,000	100,000	MIA/LLA/GC/ LISGIS	UNDP	Contractual services - companies	200,000
	Sub-Total for Output 2									**1,600,000.00**

Outcome 3: County Service Centers empowered and capacitated for improved service delivery at the sub-national level **Output 3.1:** MACs tangibly and visibly transfer services to County Service Centers	**Activity 3.1.1** Support to MIA to install and maintain specialized equipment in 15 CSCs to resume issuance of traditional marriage and divorce certificates; developed traditional and Western marriage certificates software to enable approvals at the sub-national levels.		0	50,000	150,000	85,000	MIA	UNDP		285,000
	Activity 3.1.2 Support to Ministry of Transport to procure, install and maintain specialized equipment in 5 CSCs to begin issuance of Driver Licenses in 4 CSCs (Bong,, Bassa, G.Gedeh , Margibi & Nimba) ; MOT will also resume issuance of motor vehicle license plates in all CSCs.		0	60,000	100,000	75,000	MOT/MIA	UNDP	Procurement	235,000
Output 3.2: Infrastructure of County Service Centers Improved	**Activity 3.2.1** Install and maintain Solar Panels and Battery back-up systems in all CSCs		100,000	100,000	150,000	200,000	MIA	UNDP/IRISH		550,000

	Activity 3.2.2 Refurbish offices. Repair or replace air conditioners, install reinforced security gridiron, and do general maintenance in all CSCs @ 10,000x 15= 150,000; Office stationery and supplies @ 5,000 x 12 months x 15 =900,000; Communication (phones, internet cards and internet connectivity) =500 x12 months x 15 =90,000	[illegible]	0	40,000	150,000	100,000	MIA	UNDP	Procurement	290,000
	Sub-Total for Output 3									**1,360,000**
Outcome 4: Legal and Regulatory Reforms developed and implemented to sustain decentralization ***Output 4.1*** Public Financial Management (PFM) Law is amended	***Activity 4.1.1:*** Consultant hired to review and identify all laws and provisions to be amended to implement sustainable decentralization; and conduct additional legal research and identify all constitutional provisions to be amended in 1986 Constitution and submit for submission to Legislature = lump sum fee $25,000;	25,000	25,000	25,000	0	0	CSOs (Governance Consortium) MIA/GC	UNDP	procurement	75,000
	Activity 4.1.2 Specific provisions of PFM Law to be amended identified by legal consultant and submitted to legislature	-	-	-	-	-	MIA/GC			0

Output 4.2 Revenue Sharing Formula Bill enacted and rollout. ***Output 4.3*** Ministry of Local Government Bill enacted	**Activity 4. 2.1** Bill for revenue sharing formula and provisions for equalization fund drafted by legal consultant and submitted to Legislature	25,000	-	-	-	-	MIA/MFDP/GC			25,000
	Activity 4.3.1 Draft MLG Bill reviewed, updated and submitted to Legislature and advocacy for its passage	-	-	-	100,000	--	MIA			100,000
	4.3.2 MIA conducts series of legislative engagement sessions; and CSOs governance consortium engage Legislature to enact all legislation submitted	0	65,000	65,000	50,000	0	MIA/MFDP/GC/ CSOs			180,000
Output 4.4: Enhanced citizens participation in the implementation of the Revenue Sharing Act through public awareness and ownership.	Activity 4.4.1 Hire CSOs to create awareness on Revenue Sharing bill, conduct talk shows, citizens awareness on Revenue Sharing Bill implementation nation-wide	0	0	0	50,000	100,000	MIA/GC/MFDP/UNDP	Swedish		150,000
	Activity 4.4.2: Organize policy dialogues with key stakeholders on the Revenue Sharing Bill	0	0	0	50,000	50,000	MIA/GC/MFDP/LRA/UNDP	Swedish		100,000
	Activity 4.4.3: Produce simplify copies of the Revenue Sharing Bill	0	0	0	0	30,000	MIA/GC/MFDP/LRA/UNDP	Swedish		30,000

Output 4.5: Local Government Act and Revenue Sharing bills regulations developed	Activity 4.5.1: Hire two legal consultants to develop the Local Government Act Revenue Sharing Bill regulations.	0	0	0	40,000	-0-	MIA/GC/MFDP/LRA/UNDP	Swedish		40,000
Output 4.6: Local Government Fiscal Board established and operational.	Activity 4.6.1: Support preparatory works for the setting up of the Local Government Fiscal Board.	0	0	10,000	10,000	10,000	MIA/GC/MFDP	Swedish		30,000
	Activity 4.6.1: Support secretary support services for the Local Government Fiscal Board.	0	0	10,000	10,000	10,000	MIA/GC/MFDP	Swedish		30,000
Output 4.7: Automated property tax based developed and capacity building in real estate tax collections for 5 counties	Activity 4.7.1: Developed an automated data base property tax system for 5 counties.	0	0	0	0	50,000	MIA/GC/MFDP/LRA	Swedish		50,000
	Activity 4.7.2: Support LRA through the Real Estate Division to provide trainings and mentorship to Local government staff in 3 (Margibi, Nimba and Grand Bassa) counties on real estate task administration.	0	0	0	50,000	50,000	LRA/MIA/GC/MFDP	Swedish		$100,000
	Activity 4.7.3: Procure ICT equipment for 3 (Margibi, Nimba & Grand Bassa) counties.	0	0	0	50,000	50,000	MIA/GC/UNDP	Swedish		$100,000
	Activity 4.7.4: Design real estate tax collection system	0	0	0	50,000	30,000	MIA/LRA/GC/UNDP	Swedish		80,000
	Activity 4.7.5: Provide support to LRA to rollout real estate revenue sharing mechanism in additional two counties.	0	0	50,000	50,000	30,000	LRA/MFDP/MIA/GC/UNDP	Swedish		$130,000

Output 4.8: County Treasuries in Grand Bassa, Nimba, Bong and Margibi counties capacity strengthened.	Activity 4.8.1: Conduct assessments of existing county treasuries office to determine challenges, gaps and lessons learned.	0	0	20,000	0	0	MFDP/MIA/GC	Swedish		20,000
	Activity 4. 8.2: Provide capacity building trainings for County Treasury staff.	0	0	20,000	30,000	25,000	MFDP/LRA/MIA/ GC/UNDP	Swedish		$75,000
	Activity 4.8.3: Support the strengthening of County treasuries systems to effectively enhance service delivery.	0	0	0	25,000	25,000	MFDP/LRA/MIA/ GC/UNDP	Swedish		50,000
	Activity 4.8.4: Procure ICT equipment for County Treasury offices.	0	0	0	0	40,000	MFDP/LRA/MIA/ GC/UNDP	Swedish		$40,000
Output 4.9: LRA, MIA & MFDP staff capacity enhanced for effective data collection in four counties.	Activity 4.9.1: Support LRA & MIA to design an effective system for revenue data collection and synchronization at the sub-national level.	0	0	0	30,000	-0-	MFDP/LRA/MIA/ GC/UNDP	Swedish		30,000
	Activity 4.9.2: Train local government staff to use and manage the revenue data collection system.	0	0	0	0	30,000	MFDP/LRA/MIA/ GC/UNDP	Swedish		$30,000
	Activity 4.9.3: Procure ICT equipment for local government staff managing the revenue data collection system.	0	0	0	0	35,000	MFDP/LRA/MIA/ GC/UNDP	Swedish		$35,000
Output 4.10: Four counties capacity built to manage and account for revenue transfer.	Activity 4.10.1: Provide financial management trainings to local government staff to manage revenue transfers as required by the Revenue Sharing Bill.	0	0	0	30,000	50,000	MFDP/LRA/MIA/ GC/UNDP	Swedish		$80,000

	Activity 4.10.2: Develop a financial system to record and manage revenue transfer as required by the Revenue Sharing Bill.	0	0	0	50,000	-0-	MFDP/LRA/MIA/ GC/UNDP	Swedish		$50,000
	Activity 4.10.3: Support mentorship interventions for Local government staff to effectively play their financial management role.	0	0	0	0	30,000	MFDP/LRA/MIA/ GC/UNDP	Swedish		30,000
	Sub-Total for Output 4									$1,660,000.00
Outcome 5: Programme Management Support, Coordination and Monitoring strengthened **Output 5.1** NDIS fully staffed to facilitate effective implementation of decentralization programme	**Activity 5.1.1** Advertise and process merit-based recruitment for all positions in NDIS to facilitate effective implementation of the programme.		-	2,500	-	-	IA/GC/UNDP	UNDP	Recruitment	2,500
	Activity 5.1.2 Total annual cost of NDIS staff. Includes M&E Officer, Project Associate, LDSP Project Coordinator starting year 2: Excludes one (1) Decentralization Technical Adviser (International); and one (1) Decentralization National Government Adviser (Local) with funding TBD		79,200	79,200	115,200	115,200	NDIS/MIA/GC	UNDP		388,800

Output 5.2 Provide adequate logistical and operation capacity support to Secretariat	**Activity 5.2.1** Refurbish offices/repair or replace furniture, equipment and air conditioner; and do general maintenance		-	30,000	-	15,000				45,000
	5.2.2 Procure two (2) vehicles (NDIS/GC) each @ $85000 =170,000;	-								
	5.2.3 Support cost of annual vehicle operations (fuel and maintenance)	-								
	5.2.4 Stationery and supplies; communication (cards and internet connectivity)	20,000	20,000	20,000	20,000	20,000				100,000
	5.2.5 Annual Programme Audit			12,000	0	12,000				24,000
	5.2.6 Terminal Evaluation of the LDSP programme	-0-	-0-	-0-	-0-	50,000				50,000
Output 5:										**$610,300.00**
TOTAL										**$7,733,400.00**

IX. LEGAL CONTEXT

This programme document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Liberia and UNDP, signed on April 27, 1977. All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner." This programme will be implemented by the UNDP ("Implementing Partner") in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

X. RISK MANAGEMENT

Direct Implementation Modality (DIM)

1. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)

2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the Programme funds 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)[34].

3. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards and related Accountability Mechanism.

4. UNDP as the Implementing Partner will: (a) conduct Programme and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the Programme or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other Programme stakeholders are informed of and have access to the Accountability Mechanism.

5. In the implementation of the activities under this Programme Document, UNDP as the Implementing Partner will handle any sexual exploitation and abuse "SEA" and sexual harassment "SH" allegations in accordance with its regulations, rules, policies and procedures.

6. All signatories to the Programme Document shall cooperate in good faith with any exercise to evaluate any programme or Programme -related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to Programme sites, relevant personnel, information, and documentation.

7. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:

    a. Consistent with the Article III of the SBAA, the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP's property in such responsible party's, subcontractor's and sub-recipient's custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:

[34] http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml

i. put in place an appropriate security plan and maintain the security plan, considering the security situation in the country where the Programme is being carried;

ii. assume all risks and liabilities related to such responsible party, subcontractor and sub-recipient's security, and the full implementation of the security plan.

b. 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 the responsible party, sub-contractor and sub-recipient's obligations under this Programme Document.

c. In the performance of the activities under this Programme, UNDP as the Implementing Partner shall ensure, with respect to the activities of any of its responsible parties, sub-recipients and other entities engaged under the Programme, either as contractors or subcontractors, their personnel and any individuals performing services for them, that those entities have in place adequate and proper procedures, processes and policies to prevent and/or address SEA and SH.

d. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the Programme or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.

e. The requirements of the following documents, then in force at the time of signature of the Programme Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Programme Document and are available online at www.undp.org.

f. If an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and Programme s. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Will there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.

g. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.
Where it becomes aware that a UNDP Programme or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.
UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Programme Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible party, subcontractor or sub-recipient's obligations under this Programme Document.

h. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Programme Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.

i. UNDP will refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the Programme or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.

j. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled "Risk Management Standard Clauses" are adequately reflected, *mutatis mutandis*, in all its sub-contracts or sub-agreements entered into further to this Programme Document.

XII. ANNEXES

1. **Programme Quality Assurance Report**
2. **Social and Environmental Screening Template**
3. **Risk Analysis.**
4. **Capacity Assessment:**
5. **Programme Board Terms of Reference and TORs of key management positions**
6. **Theory of Change**