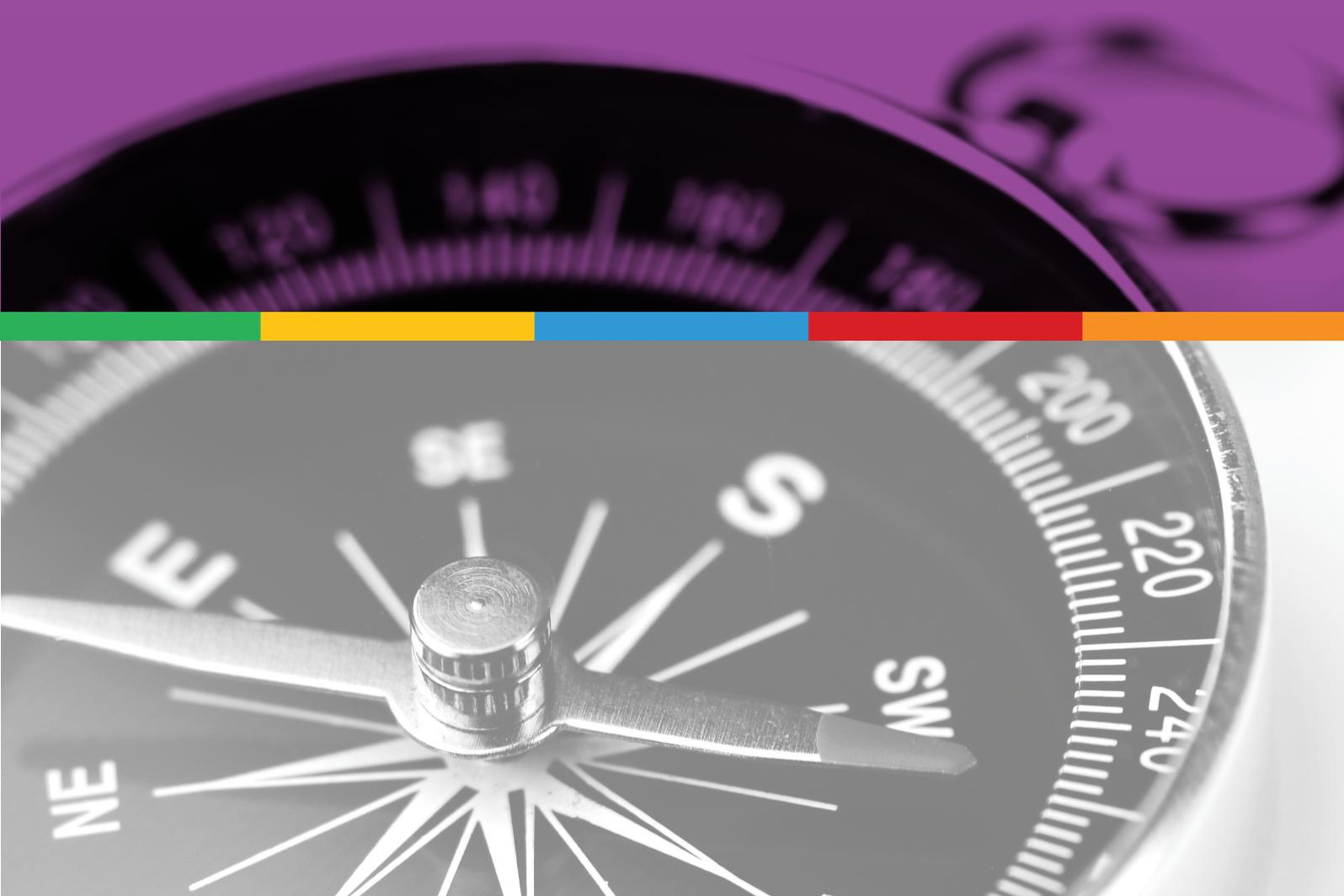




# 2011 REPORT ON INTERNATIONAL ENGAGEMENT IN FRAGILE STATES

## REPUBLIC OF SIERRA LEONE





2011 REPORT ON  
INTERNATIONAL ENGAGEMENT  
IN FRAGILE STATES

REPUBLIC OF SIERRA LEONE



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# FOREWORD

SIERRA LEONE COMMITTED TO THE IMPLEMENTATION OF THE PRINCIPLES OF PARIS DECLARATION on Aid Effectiveness by becoming a signatory in 2006. Also, at the 3rd High Level Forum on Aid Effectiveness in Accra, Sierra Leone committed to monitoring the Principles of Good International Engagement in Fragile States and Situations. These commitments led to our participation in the 2008 Paris Declaration Survey and the 2009 Fragile States Principles survey. The outcome of these two surveys guided the government in formulating a National Aid Policy which complements the implementation of the **Agenda for Change**, Sierra Leone's second Poverty Reduction Strategy, 2008-2012. Sierra Leone also participated in the 2011 joint Paris Declaration and Fragile States Principles Survey.

At the country level, we will ensure that the outcome of these two surveys form the basis to further strengthen the government's partnerships with development partners and non-state actors. We will also endeavour to improve our intra-government co-ordination and collaboration at all levels both vertically and horizontally.

Since the 2008 and 2009 surveys, we have made significant progress in consolidating peace and security as well as improving on economic management and governance. This is evident in our improvements in the UNDP Human Development Index, Transparency International's Corruption Perception Index and the World Bank's Country Policy and Institutional Assessments (CPIA). We will continue to implement the necessary reforms that would further consolidate and improve on these achievements.

While the result for the 2011 surveys of the principles of Paris Declaration and Good International Engagement in Fragile States shows and reinforces progress on our side, we also note that we have remaining challenges including in procurement and the number of joint missions from our some of our development partners. We do consider these challenges an opportunity to further strengthen our overall Aid Effectiveness Agenda.

We acknowledge the support of the OECD, the UN family and other development partners in conducting the surveys. We are convinced that the findings of these surveys which are elaborated in this report will provide further impetus in our efforts to localise both the Paris Declaration and Fragile States Principles. This will be our focus as we prepare for the 4th High Level Forum and beyond.



Samura M. W. Kamara (Dr.)  
Minister of Finance and Economic Development



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# ACKNOWLEDGEMENTS

THIS COUNTRY CHAPTER summarises the findings of the 2011 Fragile States Principles Monitoring Survey and the 2011 Survey on Monitoring the Paris Declaration in Sierra Leone, which are supported by the Organisation for Economic Co-operation and Development (OECD).

This chapter, available in English, was prepared by Jups Kluyskens, under the responsibility of the National Co-ordinator, Mr. Kawusu Kebbay, Development Assistance Coordination Office (DACO), Ministry of Finance and Economic Development, and with support from the International Contact Point for the Survey, Mr. Per Bjalkander, Coordinator, Strategic Planning Unit, United Nations. The Country Chapter was independently peer reviewed by Mr Steve Archibald. Additional comments were provided by the OECD (Mr Erwin Van Veen and Mr Nezar Tamine, under the supervision of Ms. Bathylle Missika, with support from Ms. Annabell Merklin). The original process and its launch were managed by Ms. Juana de Catheu. The OECD also contributed to the data and statistical annex. This chapter, originally drafted in English, was edited by Ms. Sally Hinchcliffe (consultant) under the guidance of Mr. James Eberlein and Mr. Nezar Tamine (OECD). The executive summary, which is also available in French, was translated by Ms. Juliette Lindsay (consultant). The layout was designed by Mr. James Eberlein.

This chapter draws on the multi-stakeholder consultation held on 18 March 2011 in Freetown, which was facilitated by Mr. Alain Empereur; and interviews and focus group discussions conducted by Ms Jups Kluyskens. This incorporates the analysis of development partner questionnaires as well as the views of key stakeholders in Sierra Leone rather than those of the author or the OECD.

The Government of Sierra Leone and the OECD wish to thank all the national and international stakeholders who have contributed to the survey process. This report could not have been prepared without the leadership and valuable inputs and views contributed by government, the international community, civil society and other stakeholders in Sierra Leone.

It is hoped that the findings summarised in this report will help strengthen international engagement and aid effectiveness in Sierra Leone and could serve to strengthen existing dialogue or ongoing processes in –country over the next few month/years. The second round of the Fragile States Principles Monitoring Survey (2011) measures progress of on the application of the FSP over time. The 2011 Survey on Monitoring the Paris Declaration follows previous surveys conducted in 2006 and 2008, and is critical in determining whether the targets set for 2010 in the Paris Declaration on Aid Effectiveness have been met. The results of both surveys will be presented at the Fourth High Level Forum on Aid Effectiveness in Busan, Korea, 30 November to 1 December 2011. ■



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# ACRONYMS AND ABBREVIATIONS

ACA	Anti-corruption act
ACC	Anti-Corruption Commission
AFDB	African Development Bank
APC	All People's Congress party
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEPESL	Creation of an Enabling Policy Environment in Sierra Leone
CPA	Country programmable aid
CSO	Civil society organisation
DAC	OECD Development Assistance Committee
DACO	Development Assistance Coordination Office
DAD	Development Assistance Database
DEPAC	Development Partnership Committee
DFID	Department for International Development (UK)
DHACC	Donor Harmonisation and Aid Coordination Committee
DIPS	Direct programme support
EC	European Commission
ERSG	Executive Representative of the Secretary General
FSP	Fragile States Principles
GDP	Gross domestic product
GIZ	<i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i>
GNP	Gross national product
GOSL	Government of Sierra Leone

ILO	International Labour Organization
IMF	International Monetary Fund
JSAN	Joint Staff Advisory Note
MDBS	Multi-Donor Budget Support
MDG	Millennium Development Goals
MDTF	Multi-Donor Trust Fund
MOFED	Ministry of Finance and Economic Development
NEC	National Elections Commission
NGO	Non-governmental organisation
NPPA	National Procurement Process Authority
NRA	National Revenue Authority
ODA	Official development assistance
OECD	Organisation for Economic Co-operation and Development
ONS	Office of National Security
PAF	Performance Assessment Framework
PIU	Parallel implementation unit
PPRC	Political Parties Registration Commission
PRSP-I	First Poverty Reduction Strategy
PRSP-II	Second Poverty Reduction Strategy
SLPP	Sierra Leone People's Party
SWAP	Sector-wide approach
TOCU	The Transnational Organized Crime Unit

TRC	Truth and Reconciliation Commission
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
UNICEF	United Nations Children Fund
UNIPSIL	United Nations Integrated Peacebuilding Office in Sierra Leone
USAID	United States Agency for International Development

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# EXECUTIVE SUMMARY

SIERRA LEONE IS SLOWLY MOVING FROM A POST-CONFLICT COUNTRY TOWARDS A STABLE DEVELOPING country but support to stabilisation, security and peace must continue. Development partners<sup>1</sup> remain committed and aligned to the Agenda for Change, the main planning strategy of government that encompasses development, peace building and state building objectives. The United Nations (UN) presence, through the leadership of the Executive Representative of the Secretary General (ERSG), remains important in that it – jointly with all other development partners – maintains a dialogue with government to ensure that tensions do not lead to the recurrence of instability.

The Paris Declaration indicators show progress in five out of twelve indicators, namely, strengthened capacity by co-ordinated support; use of country public financial management (PFM) systems, more predictable aid, use of common arrangements and procedures and results-oriented frameworks. If Sierra Leone is slowly making the transition towards a development-oriented state, development partners and government will need to address the remaining indicators urgently to ensure that this transition is sustainable. Without medium term commitments by development partners, it will be difficult for government to plan for the longer term and develop the third-generation Poverty Reduction Strategy (PRS) which is due in 2012. During the national consultations, the Fragile States Principles that received the greatest attention and were identified as urgent priorities were FSP 6 (promoting non-discrimination as a basis for stable and inclusive societies) and FSP 10 (avoiding pockets of exclusion). With elections approaching in 2012, all parties are concerned that some vulnerable and marginalised groups and geographic areas are insufficiently supported which could undermine the peace dividend and prevent the development of a stable society.

It must be noted, however, that Sierra Leone enjoys a high level of religious tolerance and ethnic divisions are not as profound as in other fragile states.

## MAIN FINDINGS: FRAGILE STATES PRINCIPLES

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### ■ Principle 1: Take context as the starting point

Development partners continue to take the context into account by fully aligning their programmes with the country's main strategic planning instrument, the Agenda for Change. In practical terms alignment has increased significantly especially by the Multi-Donor Budget Support (MDBS) group and the UN agencies (UN "Delivering as One" and UN Joint Vision). They also continue to analyse the political, security, social and economic situation and remain alert to any threats but this analysis does not appear to influence programmes in the course of their implementation. Non-governmental organisations (NGOs) have concerns that vulnerable groups are not sufficiently included in development partner analysis. Development partners, government and NGOs could create a forum that would support a bottom-up approach to context analysis. Development partners must also consider how their programmes could be made more flexible and responsive to changing circumstances.

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<sup>1</sup> Throughout this report the term "development partners" refers to providers of development co-operation; the term "partner countries" refers to those countries managing the development co-operation provided to them by development partners.

### ■ Principle 2: Do no harm

Development partners are aware that their interventions, starting with salary top-ups and distorted remuneration practices, are having a negative effect on statebuilding objectives. They have started discussing the top-up issue and are working on steps to harmonise their pay and remuneration practices. The UN is also introducing a practical guide to capacity development to foster quicker results. However, in the absence of civil service reforms, development partners are limited in what they can achieve as previous efforts to strengthen capacity have not yielded the desired results. Government must implement its public sector reform programme so that development partners can better target their support.

Elsewhere, there are also concerns about the harmful effects on the environment due to interventions in the mining sector and fishing industry. Development partners are concerned that government is not raising sufficient revenues from mining, a sector which lacks transparency.

### ■ Principle 3: Focus on statebuilding as the central objective

Statebuilding remains one of the key principles of government and development partner engagement in Sierra Leone. This principle has received substantial support during the past years, with the focus gradually moving to service delivery and economic management. The finalisation of national strategic plans in key sectors, such as in health, has been welcomed by development partners. Public financial management (PFM) reforms have made some progress and the reliability of systems has improved. The decentralisation process is underway with a substantial number of government functions devolved to districts. Civil service reforms, however, have not progressed, because of fears that redundancies may cause social unrest. Development partners and government have been involved in a long-term partner-

ship to promote democratic elections and peaceful political dialogue and some institutions providing checks and balances have been strengthened. Civil society organisations, however, feel that they are not systematically consulted in the dialogue with government and development partners. Not all NGOs are well organised and umbrella groups should ensure that NGOs function well and that they work in a transparent and accountable way.

### ■ Principle 4: Prioritise prevention

The Joint Communiqué of 2009 is the most significant example of a joint effort by government, the UN and the development partners preventing conflict. The Communiqué increased the level of trust within the international community that the government of Sierra Leone can settle potential conflict peacefully. The discussions over the mandate of the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL) after the 2012 elections have started, amid concerns that peacebuilding should remain a priority for development partner engagement. Other sectors that are key for preventing future conflict include anti-corruption and youth unemployment, which some development partners support. The rising price of food staples and the upcoming electoral period were also identified as risk areas for future conflict.

### ■ Principle 5: Recognise the links between political, security and development objectives

Development partners recognise the links between the political, security and development objectives embedded in the Agenda for Change. They have developed a whole-of-government approach, linking their development co-operation with the work of their embassies and military attachés. Success stories and good practice were identified during the national dialogue on peacebuilding and statebuilding in 2010. The strengthening of the military and police were noted, although capacity outside Freetown remained a particular concern.

■ **Principle 6: Promote non-discrimination as a basis for inclusive and stable societies**

FSP 6 and 10 are closely related, the former dealing with social discrimination, the latter dealing with “orphan” regions in the country. The legal framework in support of non-discrimination has strengthened in recent years. Development partner programmes have made good attempts to bring gender issues into the mainstream, but the lack of data remains a major obstacle; some marginalised groups remain outside the reach of development partner programmes. One pressing issue is tackling social discrimination at the district level alongside the ongoing decentralisation process.

■ **Principle 7: Align with local priorities in different ways in different contexts**

The Sierra Leone Aid Policy was approved by cabinet and was presented at the November 2009 Consultative Group meeting in London. Subsequently an Action Plan for Aid Effectiveness was developed consisting of clearly defined outcomes, priority actions for 2010, performance indicators and clearly assigned responsibilities. The implementation of the action plan, however, remains a challenge. Development partners have shown their commitment to move towards a programme-based approach to aid through the Multi-Donor Budget Support (MDBS) group and multi-donor trust funds. This has been particularly successful in the health sector. Alignment to country systems has improved, with only three parallel implementation units (PIUs) identified in the country. Only half of all aid is currently recorded in the national budget, which shows many development partners still use international NGOs or other executing agencies to invest outside the government sector. Development partners and government could also work jointly on further support to the productive sectors which would increase revenues for Sierra Leone’s while decreasing dependency on aid.

■ **Principle 8: Agree on practical co-ordination mechanisms**

Sierra Leone has an extensive architecture for co-ordinating aid. At the higher level, co-ordination mechanisms such as the Development Partnership Committee (DEPAC) and MDBS Group work well. The majority of development partners agree that these mechanisms have led to better co-ordination but co-ordination in individual sectors, and at the decentralised level of government, is uneven and mainly weak. According to the Paris Declaration survey, 73% of technical co-operation is now co-ordinated, which is above the 2010 target. This indicator, however, does not reflect most stakeholders’ perspective on capacity building.

■ **Principle 9: Act fast... but stay engaged**

Short-term aid predictability in the government sector has improved but more attention needs to be paid to making progress in reporting by development partners and in budget formulation by the government. The long-term predictability of aid also needs to be improved as the country continues to move from humanitarian aid to development assistance. The majority of development partners indicate that they are committed to staying engaged in the long term. Development partners operate on different funding cycles: DFID operates on a four-year predictable funding cycle; the World Bank operates on a three-year cycle, though cycles are extended for specific funding where needed; EC funding for Sierra Leone will last till 2013; and the UN Joint Vision operates on four-year cycles.

■ **Principle 10: Avoid pockets of exclusion**

The Agenda for Change takes a broad approach that, if successful, would reduce pockets of exclusion across the country, however some geographical areas still receive inadequate support. Much will depend on the success of the decentralisation process,

supported by development partners: it was noted that all local councils are now established and are becoming fully functional and play a central role in service delivery. Development partners must also be seen to invest more outside Freetown.

## MAIN FINDINGS: PARIS DECLARATION

### ■ Ownership: Developing countries set their own strategies for poverty reduction, improve their institutions and tackle corruption

Ownership has improved: the Agenda for Change is the result of comprehensive consultation that included all levels of government, civil society and the donor community. The government has also made communication one of its key priorities as it recognises that public trust in its post-conflict development strategy is key to maintaining stability and national cohesion.

### ■ Alignment: Development partner countries align behind these objectives and use local systems

In practical terms development partners are aligned to the Agenda for Change and use this as their general framework. Their co-ordination capacity has increased significantly and the use of country systems has increased although use of procurement systems has decreased. Short-term aid predictability has increased significantly. The remaining three PIUs are operated by a single development partner who does not disburse funds through the government system. Aid flows are still aligned to national priorities but have decreased slightly. Development partners need to be able to provide reliable multi-year funding forecasts which would make government budgeting and planning more reliable.

### ■ Harmonisation: Development partner countries co-ordinate, simplify procedures and share information to avoid duplication

The area of harmonisation shows a mixed picture since joint work and missions among development partners has decreased while the use of common arrangements indicates a positive trend. Harmonisation might improve once the sector working groups are fully operational and development partners have a division of labour for the sectors. Development partners are already improving their approach to harmonising remuneration of national staff as well as reviewing incentives.

### ■ Managing for results: Developing countries and development partners shift focus to development results and results get measured

Managing for results improved from D to C. Government, however, is still concerned that monitoring and evaluation is still largely fragmented due to interventions by external partners at the project level. When the sector working groups become fully operational this situation should improve and permit the monitoring of results against priorities in the Agenda for Change.

### ■ Mutual accountability: Development partners and developing countries are accountable for development results

A draft mutual accountability framework has been developed and development partners and government need to finalise it. Meanwhile, DEPA serves as a high-level body for mutual accountability, providing a forum for frank and continuous dialogue between the government, development partners and other key stakeholders in national development. ■

TABLE 1. SUMMARY TABLE: FRAGILE STATES PRINCIPLES

PRINCIPLE	FINDINGS	SELECTED PRIORITIES
Take context as the starting point	Development partners continue to take the context into account by aligning their programmes with the country's main strategic planning instrument, the PRSP-II or the Agenda for Change.	Create a forum in which NGOs and other non-state actors can contribute to development partners' analysis of the context, in particular regarding discrimination and exclusion.
Do no harm	Development partners are well aware of the negative effects of their interventions such as salary top-ups and uneven remuneration practices for national staff but feel that they have little alternative in the absence of civil service reforms and the slowness of capacity building.	Capacity building must continue, but development partners should do so in a more co-ordinated fashion and with a specific focus on important government functions such as public financial management and the development of sector strategies while beginning discussions with the government on handling civil service reform.
Focus on statebuilding as the central objective	There is progress in statebuilding and a decentralisation process is underway. Some sector working groups are operational and some sectors show progress such as health and trade. Civil society is not systematically consulted in regular dialogue with government and development partners.	Decentralisation must continue with the remainder of the 34 functions being devolved and service delivery staff transferred to the local level.
Prioritise prevention	Development partners and government have shown they can promote democratic elections and peaceful political dialogue. Other priorities such as anti-corruption and youth unemployment are now coming to the fore	Development partners should continue to engage in a constructive dialogue with government based on their experience from the Joint Communiqué and work on new pacts to enable Sierra Leone to hold peaceful elections in 2012.
Recognise the links between political, security and development objectives	There is a growing sense that Sierra Leone is slowly moving towards a development-oriented state. Development partners recognise the links between political, security and development objectives which are embedded in the Agenda for Change.	Sector priorities need to be reflected in ministerial action plans to ensure coherent implementation of sector strategies. Development partners should implement more joint working, particularly where they share a country strategy.
Promote non-discrimination as a basis for inclusive and stable societies	Development partners and NGOs are concerned that vulnerable groups and specific geographical areas are not sufficiently recognised and supported. This could pose security problems and undermine the peace dividend and prevent the development of a stable society.	Improving the understanding of the challenges faced by marginalised groups and areas should be a key priority and such analysis should be discussed urgently at the next DEPAC meeting.
Align with local priorities in different ways in different contexts	International support for the Agenda for Change is strong and clear and has been a decisive factor in ensuring sufficient funding to generate some momentum towards success.	Development partners must step up their efforts to support the productive sectors if Sierra Leone moves towards a development-oriented state. Sector working groups should develop an action plan to become fully operational based on a review of the health and trade sector working groups.
Agree on practical co-ordination mechanisms	The DEPAC and MDBS mechanisms work well but co-ordination in individual sectors and at decentralised levels is uneven and weak.	Government needs to report quarterly on the action plan of its aid policy while development partners need to work on a robust division of labour which should improve co-ordination in sectors and at decentralised levels.
Act fast... but stay engaged	Development partners committed themselves to supporting Sierra Leone at the Consultative Group Meeting in 2009 but they still tend to over-estimate their commitments in the short term while under-estimating them in the medium to long term.	Development partners need to provide comprehensive and timely forward looking data (two to three years) on their commitments and disbursements to allow longer-term planning and to prevent budget shortfalls.
Avoid pockets of exclusion	While the Agenda for Change should reduce pockets of exclusion, some geographical areas still receive inadequate support. More needs to be done to demonstrate the benefits of peace to local populations, particularly youth.	Development partners need to continue making progress in job development, training programmes and opportunities for youth representation in power structures in order to avoid outbursts of violence or unrest.

TABLE 2. SUMMARY TABLE: PARIS DECLARATION

DIMENSION	ACHIEVEMENTS OR CHALLENGES	LESSONS OR PRIORITY ACTIONS
Ownership	There is strong ownership of the Agenda for Change	In the preparation of the third generation PRSP, development partners and government could address how government can further increase ownership of a development-oriented strategy
Alignment	In practical terms alignment has increased significantly especially by the MDBS partners and the UN agencies.	Aid flows need to be better aligned to national priorities, ensuring that the Agenda for Change can be fully implemented
Harmonisation	Harmonisation is only slowly improving and co-ordination at decentralised levels needs to improve. The health sector working group provides an example of good practice which could be followed in other sectors.	Development partners need to increase their joint missions and analytical work while continuing to use programme based approaches
Managing for results	Management for results is slowly improving but still weak at project level	Development partners could improve results amongst themselves in their working groups and discuss with government how to improve results.
Mutual accountability	A draft mutual accountability framework has been developed and is with the development partners for their comments.	Government and partners should work together towards finalising the draft mutual accountability framework

**FIGURE 1**  
**Map of the Republic of Sierra Leone**



Source: Based on UN map (no. 3902, rev. 5, January 2004).

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# INTRODUCTION

THIS COUNTRY MONITORING REPORT FOR SIERRA LEONE provides an overview of the combined Paris Declaration and Fragile States Principles Survey 2011. The methodology used is given in Annex D. This report presents perspectives – from the Government of Sierra Leone (GoSL), the international community, and national and international civil society organisations – on the Paris Declaration and Fragile States Principles. The report discusses key issues, progress and challenges related to international engagement in Sierra Leone since the 2009 survey and highlights a number of recommendations and priority actions for consideration by both the government and the international community.

In Sierra Leone, the Ministry of Finance and Economic Development (MoFED) is the National Co-ordinator for the Government of the Republic of Sierra Leone for the survey, in co-operation with the Strategic Planning Unit of the United Nations (UN). The MoFED Development Secretary, His Excellency Ambassador Wurie, opened the consultative meeting on 18 March 2011 in Freetown. He welcomed the survey which he hoped could provide a better insight into how aid is managed in Sierra Leone in the context of the country still being a fragile state. He anticipated that progress would have been made in both the Paris Declaration and Fragile States Principles since Sierra Leone last participated in the survey in 2009. He quoted several internationally recognised indices such as the Corruption Perception Index from Transparency International, the Doing Business Index of the World Bank and the Human Development Index which showed that Sierra Leone has made progress.<sup>1</sup> In addition, he suggested that the Government's Aid Policy, approved in 2009, had supported the aid effectiveness agenda. He also welcomed the strong support and alignment from international partners who – without exception – aligned to the Agenda for Change, the Second Poverty Reduction Strategy Paper for Sierra Leone.

Sierra Leone has now been out of conflict for almost a decade. It is a low income country with a gross national income (GNI) of USD 340 *per capita* which has grown at an average rate of 9.67% a year since 2000.<sup>2</sup> It has a population of 5.7 million, 66.4% of whom currently live under the 1.25 dollar-a-day income poverty line.<sup>3</sup> The country will hold presidential elections in 2012 during which year it will also develop its third Poverty Reduction Strategy.

Looking at macroeconomic performance, in 2009 Sierra Leone experienced a slowdown in gross domestic product (GDP) growth in real terms to 4% as a result of the global financial crisis. A stimulus package implemented by government helped combat the effects of the crisis. Although the national currency depreciated during 2009 and 2010, the exchange rate has now steadied and GDP growth was expected to increase to 5% by the end of 2010 and could reach 6% by 2012.

Official development assistance (ODA) to Sierra Leone in 2009 totalled USD 437 million. It averaged 33.5% of the GNI in 2007; falling to 19.1% in 2008 and rising slightly to 23.0% in 2009. The Consultative Group meeting in late 2009, led by the World Bank and the GoSL, resulted in pledges that amounted to a

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1 In Doing Business Sierra Leone ranked 143rd out of 174 economies in 2010 and 2011. Transparency International's Corruption Perception Index ranked Sierra Leone 146th out of 180 countries in 2009 with an average of 2.2 and 134th out of 178 countries in 2010 with an average of 2.4. Sierra Leone's position on the Human Development Index has improved since 2005 with a position of 158th out of 169 countries in 2010. <http://hdr.undp.org/en/statistics/>

2 This high average is due to high growth rates in the years 2001 (18.2%) and 2002 (27.5%)

3 Source: the World Bank. Date of population estimate 2009, date of poverty headcount ratio 2003

stable continuum of the current levels of funding of around USD 300 million *per annum* and increase them where feasible.

Sierra Leone has a United Nations Integrated Peace Building Office (UNIPSIL) and is also supported by the Peace Building Fund. Together, 10 development partners contribute to about 45 % of Sierra Leone's ODA (see Table 3).

### SUMMARY OF PROGRESS

The 2009 survey of the 10 Fragile State Principles had a clear message for the development partners: its first general recommendation was to “Stay the course and sustain support during what is inevitably a long process of statebuilding” (OECD, 2009). In retrospect it can be concluded that development partners put in considerable efforts to do so. Seven of the key principles highlighted during the 2009 survey appear to have made progress over the last two years. Two principles that were considered less important in 2009 now require urgent attention: FSP 6 (promote non-discrimination as a basis for inclusive and stable societies) and FSP 10 (avoid pockets of exclusion).

Since Sierra Leone's baseline survey in 2007, significant progress has been made and targets have been met for 5 out of the 15 indicators established by the Paris Declaration on Aid Effectiveness: strengthening capacity by co-ordinated support, use of country public financial management (PFM) systems, aid predictability, use of common arrangements and procedures indicators, and results-oriented frameworks. All others indicators have seen setbacks. ■

**TABLE 3. TOP 10 DEVELOPMENT PARTNERS (2008-09 AVERAGE, IN USD MILLIONS)**

	DEVELOPMENT PARTNER	GROSS ODA
1	United Kingdom	86
2	EU Institutions	77
3	IDA	43
4	Japan	26
5	African Development Bank	22
6	IMF	18
7	United States	18
8	Germany	15
9	Ireland	15
10	Arab Agencies	14

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# 1. TAKE CONTEXT AS THE STARTING POINT

## PRINCIPLE 1: KEY FINDINGS

Development partners continue to take the context into account by fully aligning their programmes with the country's main strategic planning instrument, the Agenda for Change. In practical terms alignment has increased significantly especially by the Multi-Donor Budget Support (MDBS) group and the UN agencies (UN "Delivering as One" and UN Joint vision). Although they analyse the political, security, social and economic situation, this analysis does not appear to influence the implementation of programmes. Non-governmental organisations (NGOs) are concerned that vulnerable groups are not sufficiently included in development partner analysis.

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## THE AGENDA FOR CHANGE AS A KEY REFERENCE DOCUMENT

Development partners continue to take the context into account by aligning their programmes with the country's main strategic planning instrument, the Second Poverty Reduction Strategy Paper (PRSP-II), also known as the Agenda for Change (Republic of Sierra Leone, 2008b). The Agenda for Change (2008-12) was developed by the Government of Sierra Leone (GoSL) and is based on four elements: lessons learned from implementing the first Poverty Reduction Strategy Paper (PRSP-I), the President's Agenda for Change, nationwide consultations and priority-setting exercises, and the growth diagnostic analysis for Sierra Leone (Republic of Sierra Leone, 2008b, p. 25). This strategic document provides a broad reform agenda with four priorities: enhancing national electricity, developing the national transportation network, increasing agricultural productivity and competitiveness, and promoting sustainable human development. It has become the main reference document for all international actors.

Ownership is considered adequate, and according to the Paris Declaration Indicator 1, the country's strategy has become significantly more operational: from D in 2007 to C in 2010. This strategic document also provides a clear roadmap for national action and international support, including a cost estimate that identifies budgetary shortfalls.

The importance of the Agenda for Change was underscored at the Peace Building Commission's high-level special session on Sierra Leone that took place in June 2009. The International Monetary Fund (IMF) and the World Bank's Joint Staff Advisory Note (JSAN) also confirm the Agenda for Change as a comprehensive medium-term strategy for economic growth and poverty reduction in Sierra Leone, and commends GoSL's efforts in incorporating some of the lessons learned in the implementation of the PRSP-I into PRSP-II (World Bank, 2009a).

Some development partner country strategies in use today were already in place during the 2009 survey, and use the Agenda for Change as key reference document. The Joint Progress Report on the Agenda for Change, jointly published in September 2010 by the government, development partners and civil society, provides an overview of progress made with the implementation of the Agenda for Change (Republic of Sierra Leone, 2010a). While there is overall progress across the strategic priorities, challenges remain. Its key recommendations were: continue to build on the peace dividend, ensure macroeconomic stability, close the infrastructure gap and boost productive sectors, and deliver on public sector reform (these are discussed further under FSP 3 and FSP 5). The Agenda for Change will come to an end in 2012, and

development partners and government will need to take stock of the results in order to draft the next poverty reduction strategy.

### JOINT DEVELOPMENT PARTNER SUPPORT FOR THE AGENDA FOR CHANGE

The Agenda for Change is also well supported by the development partner community through joint strategies. These include:

- The African Development Bank (AfDB)/World Bank Joint Assistance Strategy (World Bank & AfDB, forthcoming).
- The joint strategy by the European Commission (EC) and the UK's Department for International Development (DFID) (EC, 2009; DFID, 2009).
- The Joint Vision for Sierra Leone of the United Nations (UN) Family (UNIPSIL, 2009).

The UN Joint Vision is structured around a single overall priority of furthering the consolidation of peace and four programmatic priorities: the economic integration of rural areas, the economic and social integration of the youth, an equitable access to health services, and an accessible and credible public service. These priorities were chosen in order to maximise the UN family's contribution to the Agenda for Change within their respective organisational mandates, specialisation and expertise. This vision integrates the UNIPSIL political mandate with the various development and humanitarian mandates of the 17 UN agencies.

Today, the focus of major development partners continues to be on both peacebuilding and statebuilding. Sierra Leone was the first country to receive an Integrated United Nations Peacebuilding Mission (UNIPSIL) and is one of the first to benefit from a formally agreed Peacebuilding Co-operation Framework that was replaced by the Agenda for Change in 2009. In addition, the EC Fragility Piloting carried out in 2009 by the EC and German development co-operation helped

to forge a common understanding of the specific requirements for statebuilding among international actors on the ground.

Development partners, however, do not have a joint results-oriented framework that would measure progress of their support for the Agenda for Change in priority areas. It was also noted that development partners' analyses focus less on regional drivers of conflict, although some development partners are aware that the election results in Guinea in 2010 and the subsequent coup and violence resulted in Guineans fleeing across the border into Sierra Leone. The situation calmed down quickly and did not affect the peace and stability of Sierra Leone.

### DEVELOPMENT PARTNER'S ANALYSIS IN SUPPORT OF SIERRA LEONE

During the national consultation a majority of participants agreed that development partners are well informed about Sierra Leone's context. Development partners conduct many different types of analyses, including governance assessments, political economy studies, fiduciary risks assessments, peacebuilding studies and impact assessments. Most of these analyses are shared among development partners through formal and informal channels and co-ordinating mechanisms such as the Development Partnership Committee (DEPAC).

Some UN agencies conduct assessments specific to their mandates: the World Food Program (WFP) conducted a comprehensive food security and vulnerable analysis and the United Nations Children Fund (UNICEF) a situational analysis of children's rights in Sierra Leone. Some development partners have helped to fund nationwide statistics, such as a multiple indicator cluster survey in 2005 and a Demographic Household Survey in 2008 and the JSAN welcomed the planned improvements in statistical data collection (World Bank, 2009a). According to the Paris Declaration survey, Sierra Leone's result-based monitoring framework has improved from D in 2007 to C in 2010. Despite these efforts, monitoring and evaluation (M&E) is still largely fragmented and supported mainly by

*While development partners focus less on regional drivers of conflict, their analyses do include governance assessments, political economy studies, fiduciary risks assessments, peacebuilding studies and impact assessments.*

partners at the project level.

In addition to these formal assessments, some development partners conduct stakeholder analysis which provides them with additional information on vulnerable groups and geographical areas that receive less attention, including mining areas and regions subject to food security threats. The WFP, for example, did a Comprehensive Food Security and Vulnerability Analysis.

Development partner assessments and analysis, however, are not always used to inform activities and programming (see FSP 6 for further discussion). Some considered development partners to not be flexible enough to change their course on the basis of new analysis and assessments. The application of some analysis remains weak and the formulation of interventions inadequate, for example with regard to particular vulnerable groups and geographical areas which still lack adequate development partner and government support. Some development partners also mentioned that the different types of analysis pay little attention to specific cultural settings such as the traditional roles of elders and chiefs in the marginalisation of women and children through the lack of access to land.

#### CIVIL SOCIETY IS CRITICAL OF DEVELOPMENT PARTNERS' ANALYSIS.

Civil society representatives<sup>1</sup> felt that development partners tend to analyse those areas that meet their respective governments' priorities and that in doing so they could neglect certain social groups or geographical areas. They consider this an important weakness also affecting FSP 6 and 10. In particular those NGOs that work in districts gather important data that takes the local context into account but they are having difficulty bringing

<sup>1</sup> Non-governmental organisations and civil society organisations are not necessarily the same in Sierra Leone. Since there are so many NGOs and CSOs, most are represented by different umbrella groups except for the larger international and national NGOs. The views represented in this chapter are from both NGOs and CSOs. If they differ in scope, mandate or opinion the author will indicate this.

#### BOX 1

##### Principle 1: Progress since 2009

- Priority action points in 2009 included that development partner should consider carefully how they could close the gap between their planning/strategies and implementation in order to achieve the goals of the Agenda for Change. The Joint Progress Report shows clear evidence that development partners have aligned to the Agenda for Change and understand Sierra Leone's context.
- Another priority action was to review aid modalities which have not significantly changed. Reforms in the health sector are now promising and development partners are discussing whether a basket fund could be established. (see FSP 3)

this to the attention of development partners. A related problem is that NGOs experience difficulty in accessing development partner funding since some vulnerable groups are beyond their scope. There is also a tendency by international NGOs and development partners to bring in their own expertise, which undermines the capacity of local NGOs to contribute their in-country perspective as well as bring their experience. They claim that they are in a particularly strong position to contribute to the contextual analysis. Trade unions are also often neglected and not well represented at forums and have difficulty getting heard.

#### PRIORITY ACTIONS

- Development partners should extend their analysis to include vulnerable groups and geographical areas that do not currently receive sufficient support. A bottom-up approach that reflects the local dynamic is urgently needed. Local NGOs need to be able to contribute systematically to it. This could be done by:
  - > Creating a forum to discuss how NGOs and other non-state actors can contribute to development partners' analysis of the context, in particular regarding FSP 6 and FSP 10.
  - > Discussing the results of the above at a DEPAC meeting and identify opportunities for joint actions

*Some development partners conduct stakeholder analysis which provides them with additional information on vulnerable groups and geographical areas that receive less attention, although these pay little attention to specific cultural settings such as the traditional roles of elders and chiefs in the marginalisation of women and children.*

- Development partners need to discuss how they are effectively using their various analysis and assessments for programming.

#### ILLUSTRATIVE INDICATORS

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Indicator 1a. Are the international actors' country strategies based on sound political and social analysis (i.e. taking into account the situation in terms of national capacity, state-society relations and societal divisions?)

*International actors' country strategies include various types of analysis which serve the development of their approach but problems remain with national capacities, the inclusion of NGOs and societal divisions.*

Indicator 1b. Is there a process through which national and international actors conduct contextual analysis together when deciding priority actions, appropriate division of responsibilities, aid modalities etc.?

*The Agenda for Change is a consensual document based on broad consultations with all stakeholders and development partners support its four strategic priorities.*

Indicator 1c. Have the development partners agreed on joint strategic objectives?

*Some development partners have joint strategies: the African Development Bank and the World Bank; the European Commission and the Department for International Development. These four development partners also provide budget support to Sierra Leone.*

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## 2. DO NO HARM

### PRINCIPLE 2: KEY FINDINGS

Development partners are aware that their interventions, starting with salary top-ups and distorted remuneration practices, are having a negative effect on statebuilding objectives. The UN is introducing a practical guide to capacity development to foster quicker results in capacity building. Other development partners are also concerned about the harmful effects on the environment of interventions in the mining sector and fishing industry. Development partners are concerned that government is not raising sufficient revenues from mining, a sector which is perceived to lack transparency.

THE NATIONAL CONSULTATION COULD NOT REACH BROAD CONSENSUS ON THE DEFINITION OF THE “do no harm” principle and whether the implementation of this principle has advanced or not. It was noted that even if all development partners conduct assessments and evaluations of their work, it is not clear to what extent they learn from those exercises; as a result, poor practices that cause harm could be allowed to continue.

Commitments to aid effectiveness principles – starting with alignment and co-ordination – are recognised as steps in the right direction. On this issue, OECD Development Assistance Committee (DAC) partners have raised the concern that non-DAC partners in Sierra Leone – who are particularly active in the productive sectors – do not share the same principles of engagement. Some non-DAC partners do attend the DEPAC meetings, thereby providing an opportunity to discuss their support to Sierra Leone.

At the same time, notwithstanding the commitment of the DAC development partners to co-ordinate capacity building and align it with government priorities, their approach to capacity building in Sierra Leone has continued to receive acute attention.

Other aspects of “do no harm” included the impact of aid on social divisions (see FSP 6) and the impact of aid on the environment, discussed below.

### CAPACITY BUILDING REMAINS A CONCERN

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According to most participants, it is the development partners’ approach to capacity building which should remain the key focus of “do no harm”. On the other hand, in the absence of skilled human resources within the public sector and given the slow pace of ongoing civil service reforms, development partners have little alternative but to use bilateral technical assistance and long-term advisors to support their programmes. They are well aware that this undermines statebuilding and that having specific capacity-building components in their programmes as well as using salary top-ups for national staff can create lasting distortions and weaken public administration. This was also an issue in the 2009 survey.

The “do no harm” principle has generated a joint effort within the UN agencies with regard to recruitment of national staff and a survey on remuneration practices is ongoing. A survey on salary top-ups is also being prepared.

*Providing capacity building at local levels is also a priority to help fully implement the decentralisation policy now that a majority of government functions have been devolved.*

The UN is preparing a practical capacity development guide, which is under discussion with government. This guide is to help UN agencies and national partners to identify and devise measures to address capacity gaps in financial and programme management. It contains step-by-step guidance for staff on how to assist national partners to develop their own systems. This initiative will help the different UN agencies simplify and harmonise capacity building support to national implementing partners with the aim of progressively entrusting programme implementation to them.

Other development partners do not have a harmonised approach to capacity building. The International Dialogue on Peacebuilding and Statebuilding also recommended that “a more comprehensive capacity development approach is needed to support statebuilding. Development partners and government have a joint responsibility to develop a strategy that improves institutional and human capacity” (International Dialogue on Peacebuilding and Statebuilding, 2010).

#### FROM CAPACITY BUILDING TO OWNERSHIP

Recognising the need to move away from bypassing state institutions, the UN agencies are introducing Direct Programme Support (DiPS) to support national execution.

#### WHOSE CAPACITY BUILDING?

A related issue is that of prioritisation and the choice of sector. Here, there are differences among development partners: some calling for a prioritisation of key sectors linked to peace and security, such as the police, others arguing that a focus on the productive and private sectors is becoming more urgent, as the country slowly moves towards becoming a development-oriented state. Providing capacity building at local levels was also seen as a priority to help fully implement the decentralisation policy now that a majority of government functions have been devolved. The question of prioritisation is linked to the various perspectives on statebuilding, as discussed under FSP 3.

#### THE ENVIRONMENT AND MINING

Development partners are supporting environmental programmes in the mining sector to avoid adverse effects on the environment and to ensure that local populations and NGOs supporting them are not excluded. For example, the United States Agency for International Development (USAID) has supported the Creation of an Enabling Policy Environment in Sierra Leone (CEPESL) and the United Nations Environment Programme (UNEP) supports the environmental Cooperation for Peacebuilding. The mining sector remains the second highest contributor to GDP, and the government

#### BOX 2

DiPS Direct Programme Support by the UN: a new approach to development assistance in a peacebuilding context

The UN family remains an important development partner in Sierra Leone. During the first post-conflict years the UN concentrated on humanitarian aid, but the focus has now shifted almost entirely to development assistance within a peacebuilding context. Over the past three years, the UN family has spent around USD 100 million a year on development programmes and projects. About half of these funds derive either from agency core funding or from global UN funds such as the Peacebuilding Fund; the rest has been received by UN agencies from bilateral development partners. The UN programmes and projects were mainly implemented by the UN agencies and their respective field offices. The UN Country team recognises the progress made in Sierra Leone and decided jointly to gradually end the practice of direct implementation by the UN. Instead, it proposes to introduce Direct Programme Support through which the implementation of UN programmes would be entrusted to the respective national authorities. The UN agencies will support the national authorities to develop the necessary in-house capacity. In the interim period, programmes could also be implemented jointly.

approved the Mines and Minerals Act in late December 2009.

The government also faces challenges in securing licensing agreements that yield significant revenue which could be used to benefit the entire population. Some budget support development partners have raised the concern that the current contract awards have a low potential for government revenues.<sup>1</sup> They are also concerned about the limited level of transparency in the licensing process. OECD DAC countries have private stakes in mining companies that operate in the country. Development partners are also concerned about the management of the fishery sector, including licensing to foreign companies which may ignore sustainable fishing practices.

Development partners stress that government needs to be more transparent about its mining concessions and that it needs to maximise mining revenues which in turn could be spend on pro-poor policies. Mining revenues could potentially reduce aid dependency by contributing to the government's budget. Some development partners are in fact reconsidering whether budget support remains the most appropriate aid modality in this context. Any withdrawal would need to be gradual, given that budget support is currently a vital source of development partner support that uses country PFM systems and builds on public-sector capacity to manage itself.

#### PRIORITY ACTIONS:

- Development partners must continue their concerted efforts on capacity building, with a specific focus on alignment to government priorities.
- Government and development partners must implement the Public Sector Reform programme

<sup>1</sup> Government's domestic revenues are low compared to the economy at 11.7% of GDP in 2009. Revenue from mining and other fee paying activities remain low at less than 1% (Republic of Sierra Leone, 2010a, page 32).

#### BOX 3

##### Principle 2: Progress since 2009

- Aid modalities have not significantly changed and three parallel implementation units (PIUs) exist.
- A survey is ongoing to assess differences in remuneration among local staff employed by the UN agencies.
- A majority of development partners support capacity building programmes to strengthen core skills in the public service. The Public Sector Reform Programme is not yet fully implemented although progress has been made in public financial management (budget licensing) and alignment issues. The government is in the process of increasing civil service pay but some development partners are concerned that in the absence of an increase of revenue mobilisation the wage bill may become unsustainable. Capacity development remains central for the government to become less dependent on foreign expertise and capacity substitution. The government has taken initial steps to start bringing down the significant number of externally funded key positions in the public sector.

for 2009-13 and government must discuss how the sensitive issue of reducing the size of the civil service can be handled.

- Government and development partners should discuss how the licensing for existing and new mining concessions could be improved and which transparency measures can be introduced. There is also a need to ensure that revenue raised goes towards pro-poor priority actions of the Agenda for Change.
- Capacity building to increase resource mobilisation in mining will also reduce the aid dependency of Sierra Leone.
- Government and development partners should prepare an overview of non-DAC development partners' presence and contributions to the country and encourage them to attend the DEPAC meeting.
- The interpretation of the do no harm principle among development partners could be put on the

agenda of the DEPAC in order to reach consensus on the principle and discuss how this principle can be effectively translated into development partners' programmes and the next PRSP.

### ILLUSTRATIVE INDICATORS

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Indicator 2a. Have the development partners performed previous assessments of the negative impacts their intervention could cause?

*All development partners are aware of the possible adverse affects of their interventions but not all have taken active measures to prevent them. There is no clear indication why they don't.*

Indicator 2b. Do the development partners have an institutional mechanism for integrating lessons learned from past assessments into strategy and/or programming?

*Development partners have institutional mechanism in place to review their support and serve in most cases to assess their individual performance; in some cases the reviews do result in integrating lessons learned into future programming.*

Indicator 2c. Do the development partners individually or jointly monitor wages and recruitment of national staff, or have they set up any other actions to avoid a brain drain from the national public sector?

*Most development partners monitor wages and co-ordinate recruitment of national staff with other partners while they also support the government with specific capacity building programmes.*

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## 3. FOCUS ON STATEBUILDING AS THE CENTRAL OBJECTIVE

### PRINCIPLE 3: KEY FINDINGS

Statebuilding remains one of the key principles of government and development partner engagement in Sierra Leone. This principle has received substantial support during the past years, with the focus gradually moving to service delivery and economic management. The finalisation of national strategic plans in key sectors, such as in health, has been welcomed by development partners. PFM reforms have made some progress and the reliability of systems has improved. As further discussed under FSP 10, the decentralisation process is underway with a substantial number of government functions devolved to districts. Civil service reforms, however, have not progressed as envisaged, because of fears that redundancies may cause social unrest. Development partners and government have also been involved in a long-term partnership in order to promote democratic elections and peaceful political dialogue and some key checks and balances have been strengthened. Civil society organisations, however, feel that they are not systematically consulted.

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### STATEBUILDING ATTENTION SWITCHES TO PUBLIC SERVICE AND ECONOMIC MANAGEMENT

Statebuilding remains one of the key principles in Sierra Leone with a stronger focus on development since the previous survey in 2009. As outlined in FSP 2, a key challenge is capacity building for most state functions and institutions, including at lower levels of government. The need to implement successful capacity building programmes will become even more urgent if Sierra Leone moves steadily towards a development-oriented state.

Development partners responded in the questionnaires that they spent a large amount of their country-programmable aid on government strengthening and basic service delivery and economic performance, including job creation. Such priorities could reflect perceptions that Sierra Leone is emerging from conflict to post-conflict and is now well on its way to becoming a development-oriented state. This move has been encouraged by progress being made in developing sector-wide approaches. For example, a National Health Sector Strategic Plan has been created and the Free Health Care Initiative aims to reduce the high infant and maternal mortality rates (see FSP 7). Another example is the National Sustainable Agriculture Development Plan (2010-30).

During the national consultation, this sense of direction was confirmed but participants warned that security and peacebuilding efforts must not be reduced (see FSP 4).

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### PROGRESS IN ESSENTIAL REFORMS, INCLUDING PFM

Progress has been made in decentralisation with over 50% of the functions devolved to the district councils (see FSP 10 for more details). Improvements were also noted in PFM but civil service reform remains slow.

The JSAN records progress in the areas of domestic revenue mobilisation, through the implementation of tax reform and a National Revenue Authority (NRA) modernisation plan (World Bank, 2009a). It also

noted achievements in the publication of audited public accounts and more supportive business regulations. Finally, the JSAN underscores efforts in capacity improvement through the establishment of the Human Resource Management Office, and the preparation of civil service reforms. A Public Sector Reform Programme for 2009-13 was approved. Various new regulations have been prepared and plans developed to “right size” the civil service, including a new pay and grading system. Civil service reform is a politically sensitive area for government in light of elections next year and there are fears that redundancies may cause unrest.

According to the Paris Declaration 2010 survey, the reliability of PFM systems has improved from 3.5 in 2007 to 4.0 in 2010. There has been some progress in procurement: the reliability of Sierra Leone’s procurement systems was assessed for the first time in 2008, using the methodology for self-assessment developed by the Joint Venture on Procurement. Sierra Leone received a rating of B – a rating achieved by 3 of the 12 assessed countries. The 2010 target was for Sierra Leone to move up one grade.

*Development partners are increasingly using country PFM systems but the use of procurement systems has fallen. Less than a quarter of all aid disbursed to the government sector uses national procurement structures.*

Development partners are increasingly using country PFM systems but the use of procurement systems has fallen. Less than a quarter of all aid disbursed to the government sector uses national procurement structures. According to the Paris Declaration survey results, the average use across all PFM systems was 37% with about half of all aid disbursed to the government sector through national auditing systems. Overall, this is an improvement from 2008, where only 20% of aid disbursed used national PFM systems and higher than the 2010 target of 36%, although many development partners still lack confidence in the process because of perceived leakages and fiduciary risks.

### SUPPORT TO ELECTIONS AND PARLIAMENT

The country is also improving the transparency and accountability of its governance. An independent public service broadcaster was created in 2010, only the second in Africa.

Donors and government have been involved in a long-term partnership to promote democratic elections and peaceful political dialogue. High levels of co-operation and collaboration between development partners and government have supported the emerging institutions of democratic governance. Democratic elections and political dialogue have been supported by UNIPSIL, UNDP, DFID, EU and Irish Aid through the Electoral Assistance Project 2005-10. This provided the framework for support of government institutions for the 2007 elections. Development partners are continuing to provide support through a pooled funding mechanism: a specific basket fund has been established in support of the electoral cycle in Sierra Leone 2011-14.

Key institutions have been strengthened, dialogue between political leaders has improved and communities have been sensitised and educated about their rights and responsibilities in the electoral process. The National Elections Commission (NEC) and the Political Parties Registration Commission (PPRC) have received significant support from development partners, led by the UN. There is concern, however, that if these institutions suffer from political influence, their credibility will be undermined.

Significant progress has also been made, with the help of development partners, towards enabling debate within the parliamentary system, including a more constructive approach by the opposition. The constitution spells out wide-ranging areas of parliamentary oversight, specifically naming seven standing committees to be established and the appointment of other committees to inquire into the activities or administration of ministries and departments. Parliament also includes 12 seats reserved for paramount chiefs, bringing together traditional and modern governance models.

## CONSULTATION WITH NGOS NEEDS TO BE FURTHER IMPROVED

Supporting the dialogue between state and society remains challenging. NGOs and civil society organisations (CSOs) are not systematically consulted and included. This is partly a result of the large number of NGOs and CSOs in Sierra Leone and their fragmentation and struggle for survival. Umbrella organisations are trying to mediate and ensure that their members are fully registered and meet standards so they can be held accountable. Many of the smaller NGOs and CSOs lack the capacity and skills to contribute to dialogue but some are maturing and contributing to development partner programmes and can therefore play a role in the sector working groups. They find that once they build credibility, they are more likely to receive support from development partners. Some NGOs and CSOs are now in a position to provide added value, for example in data collection and surveys, project implementation and monitoring. They complained that they do not see the results of their work and that development partners provided little feedback. NGOs and CSOs think that development partners will consult only those NGOs that meet their specific objectives in programmes. They fear that this could lead to specific vulnerable groups or areas being ignored. Information sharing between development partners, government and NGOs/CSOs is weak but district councils reported during the national consultation that, in the districts, co-operation between government and NGOs is improving.

## PRIORITY ACTIONS

- The decentralisation process and its implementation needs further strengthening, including capacity building. Government and development partners should start co-ordinating at decentralised levels, supporting district councils and NGOs/CSOs.
- Development partners should develop joint monitoring mechanism and identify indicators for statebuilding, including at district level.

## BOX 4

### Principle 3: Progress since 2009

- Progress has been made in decentralisation (see FSP 10). The task force on devolution has developed action plans to ensure that outstanding functions will be devolved as well. Districts and local councils are being strengthened, including training support by a capacity development fund.
- The dialogue among government, development partners and civil society remains weak.

- Development partners and government should develop a governance regulation of the mining sector.
- The National Procurement Process Authority (NPPA) could work more effectively and needs support from development partners.
- Development partners should assist government in the elaboration of sustainable development policies which would reduce dependency on foreign aid in the long term.

## ILLUSTRATIVE INDICATORS

Indicator 3a. Percent of ODA disbursed focused on governance and security between 2004 and 2009  
2.15%

Indicator 3b. On the whole, has international engagement sufficiently strengthened strategic state functions?

*The international community has invested seriously in statebuilding but capacity levels across MDAs and decentralised government remain low, hampering implementation and the achievement of development targets.*

Indicator 3c. On the whole, has international engagement contributed to strengthening political processes and supported dialogue between the state and society?

*International engagement has had a positive effect on political processes but dialogue between the state, development partners and civil society remains weak.*



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## 4. PRIORITISE PREVENTION

### PRINCIPLE 4: KEY FINDINGS

The Joint Communiqué of 2009 is a significant example of how a joint effort by government, the UN and the development partners could avert serious conflict. Discussions have started over the mandate of UNIPSIL after the 2012 elections, amid concern that peacebuilding should remain a priority. Some development partners support the prevention of future conflict through other sectors including anti-corruption and youth unemployment. The rising price of food staples and the upcoming electoral period pose risks for the outbreak of future conflicts.

**CONFLICT PREVENTION REMAINS IMPORTANT TO ENSURE THE COUNTRY'S STABILITY.** A high-level special session of the Peacebuilding Commission on June 10, 2009, at the General Assembly of the Security Council, confirmed its future engagement with Sierra Leone. Three particular areas were mentioned: good governance and the rule of law, combating illicit drug trafficking, and youth unemployment. Political dialogue also remains a key instrument to prevent conflict in Sierra Leone.

### JOINT COMMUNIQUÉ AND THE UNIPSIL MANDATE

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The majority of development partners support early warning systems and conflict prevention either through their own programmes or through contributions to the UN. They also use these systems to monitor the situation in the regions. At times NGOs have proved to be a good source of information since they work in areas that remain vulnerable to conflict. Development partners meet frequently, ensuring that any signs of instability or activities that undermine peace and security can be shared and responded to swiftly. According to interviewees, informal co-ordination and exchange takes place frequently and works well.

In March 2009, there was a serious breakdown of security when political tension between the ruling All People's Congress (APC) party and the opposition Sierra Leone People's Party (SLPP) turned violent. The president facilitated dialogue between the two parties and, in consultation with the UN and the Sierra Leone diplomatic corps, a Joint Communiqué was drafted, including follow-up actions to prevent a recurrence. The communiqué called for a cessation of all acts of political intolerance and violence, the recognition by the government and the opposition of their respective roles and responsibilities, and the establishment of an independent mechanism to investigate and review political violence and acts of rape and sexual violence. This Joint Communiqué of 2009 is the most significant example of conflict being prevented through a joint effort by the government, the UN and donors.

Since the Communiqué, the international community has had increased faith in the ability of the government of Sierra Leone to settle potential conflict and that UNIPSIL's mandate in combination with development partners' diplomatic efforts can yield results. It showed that the president, the opposition and the international community can settle disputes and avoid the recurrence of violence.

There is some specific discussion among development partners, UN agencies and the government about whether UNIPSIL and its political mandate will still be necessary after the 2012 general elections. Specific UN agencies would remain but the Security Council might not extend the political mandate of UNI-

PSIL as its benchmarks will have been met. This is considered a positive sign but there is a need to carefully plan this transition. The political mandate and function of UNIPSIL has allowed it to take the lead in political dialogue on conflict prevention and management and both government and development partners will need to remain alert and ensure this role continues to be fulfilled. The international community and the new government would need to ensure that robust measures are in place to sustain the country's peace and security objectives as well as to support its development efforts. Currently, some development partners leave the political dialogue to the UN, a step which allows them to pursue their development assistance efforts.

2012 will constitute a milestone in the history of Sierra Leone with the elections and the end of the Agenda for Change process. The government will need to show, in co-operation with the international community, that it can ensure that peace and stability is sustained.

#### ANTI-CORRUPTION EFFORTS

The Anti-Corruption Act (ACA) of 2008 gave the Anti-Corruption Commission (ACC) a stronger mandate and a wider scope of coverage. Since 2008 there have been an increased number of investigations and prosecutions of cases. Some senior officials have been convicted and more cases are in process. A national anti-corruption

strategy and the ACC overseas implementation was developed jointly with civil society organisations in 2009. The ACC has also put greater efforts into decentralising its services and to educate the general population about the ills of corruption and ways to prevent corrupt practices. DFID has recently signed a Memorandum of Understanding (MoU) supporting the ACC. The purpose of the MoU is:

“to provide support to building the capacity of the ACC to undertake preventative programmes and carry out investigations, detect, freeze and recover assets stolen from Sierra Leone which are held in the UK; improve cooperation on corruption investigations which have a UK dimension; and where relevant and possible, the UK Government will assist the ACC in facilitating contacts with third countries if investigations requires such”  
(ACC/DFID, 2011)

Illicit drug trafficking continues to pose a danger to the country's security and stability. Drug traffickers target the country taking advantage of its weak state and porous borders. For much of the population drug trafficking is a profitable and easy source of income. The Transnational Organized Crime Unit (TOCU) has been created to serve national and international institutions combating crime. It is a “Herculean task” for the Sierra Leonean security sector to make progress in this area (Republic of Sierra Leone, 2010a, p.16). Development partners continue to have concerns about government's capacity to reduce drug trafficking.

#### BOX 5

##### Joint initiative for employment promotion in the Republic of Sierra Leone (UNDP-ILO)

The UN Policy on Post-Conflict Employment Creation, Income Generation and Reintegration provides a holistic framework for the comprehensive employment strategy in Sierra Leone. This includes three tracks: track A – income generation and emergency employment; track B – local economic recovery for employment opportunities and reintegration; and track C – sustainable employment creation and decent work. While all three tracks promote employment, each focuses on a specific aspect of employment and peacebuilding challenges: track A concentrates on stabilisation, track B on reintegration and track C on long-term employment creation. All three tracks start at the same time, but with different intensity during the peacebuilding process. This strategy – particularly track C – responds to the government's New Youth Employment Strategy which is targeting both labour supply and demand.

## YOUTH UNEMPLOYMENT

Youth unemployment was already a challenge before the war but remains a key priority to ensure peace and stability and prevent social unrest. According to the Joint Progress Report, about 50% of the country's youths are unemployed (Republic of Sierra Leone, 2010a, pp 93-4). In December 2009 the National Youth Commission was established and is jointly responsible with the Ministry of Education, Youth and Sports for implementing the New Youth Employment Strategy, funded by the German Development Co-operation, the UN and the World Bank. The strategy includes matching labour demand and supply, providing incentives to the private sector, and equipping youth with skills, training and business development, combined with coaching and mentoring programmes. Progress has been made and a significant number of young people have benefitted from various programmes. Securing them in longer-term employment and self-employment remains a challenge.

Some development partners consider programmes such as the "Cash for Work" and "Food for Work" programmes an appropriate response to (youth) unemployment that contributed to reducing conflict. The joint initiative for employment promotion by the UNDP and the International Labour Organization (ILO) is seen as a good strategy as discussed in Box 5.

## FOOD AND ELECTIONS: TWO OTHER POTENTIAL TRIGGERS OF VIOLENCE

Sierra Leone will hold general elections in 2012 and this will be another important test for government and the international community, as they need to ensure that the country does not relapse into violent conflict. National Election Watch, a national NGO,<sup>1</sup> monitors elections in Sierra Leone and is funded by development partners including DFID,

<sup>1</sup> National Election Watch is a national NGO which consists of a coalition of civic and non-governmental organisations which assist with election monitoring before and during the elections.

## BOX 6

### Principle 4: Progress since 2009

- Security sector reform and support of the police have contributed to political reconciliation and greater national cohesion but some fear that party-political agendas may still affect the security sector. Development partners doubt whether the police are operating independently, or whether they may be favouring certain groups.
- In light of the Joint Communiqué all institutions must acknowledge the coordinating role of the Office of National Security.
- Judicial reforms remain weak and violence and abuse of women and children remain serious. Sierra Leone still has a dual justice system with approximately 70% of the population living under the jurisdiction of customary law. The Improved Access to Security and Justice programme financed by DFID, is a new programme and responds to the Justice Sector Reform Strategy and Investment Plan. Drug trafficking was a priority action which is still a key concern to development partners and government.

EC, Irish AID and UNDP. Development partners have also suggested introducing a "compact" for all stakeholders involved in the election following the successful use of such an approach during district level elections. This could help reducing the risk of outbreaks of violence and social unrest.

There are also concerns over rising food prices and how this will affect the poor. Such increases could have a destabilising effect and government and development partners must discuss how this urgent problem can be addressed.

## PRIORITY ACTIONS

- Development partners should continue to engage in a constructive dialogue with government based on their experience of the Joint Communiqué. The UN mandate with support from all development partners provides a strong base for avoiding new outburst of violence and political instability before and after the presidential elections. Development partners and government could engage in a lessons-learned exercise, including the role of civil society.

- Development partners and government should introduce a “compact” for all stakeholders involved in the presidential elections, following the success of one that was initiated during district level elections. The UN and all other development partners must be prepared for unexpected violence and need to take precautionary measures beyond the compact.
- Government must further increase its efforts to combat drugs trafficking and transnational organised crime through increased co-operation among the different institutions such as the Transnational Organised Crime Unit, the police and law enforcement counterparts.
- Escalating food prices affect the population and have security implications. Development partners should work with government and the Ministry of Trade to resolve this situation.

#### ILLUSTRATIVE INDICATORS

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Indicator 4a. Over the past 5 years, has the international community invested in preventing future conflict and fragility?

*UNIPSIL has contributed significantly to preventing future outbreaks of conflict and violence in close co-operation with the diplomatic representatives of development partners.*

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## 5. RECOGNISE THE LINKS BETWEEN POLITICAL, SECURITY AND DEVELOPMENT OBJECTIVES

### PRINCIPLE 5: KEY FINDINGS

Development partners have developed a whole-of-government approach, linking their development co-operation with the work of their embassies and military attachés. Success stories and good practice were identified during the national dialogue on peacebuilding and statebuilding in 2010. The strengthening of the military and police were noted, although capacity outside Freetown remained a particular concern.

THIS PRINCIPLE IS ALSO LINKED TO FSP 1, which confirms that most development partners undertake a strong contextual analysis, including political, security and development dimensions.

### THE INTERNATIONAL COMMUNITY'S WHOLE-OF-GOVERNMENT APPROACH

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Bilateral development partners interact often with other government institutions in their home country to conduct their different assessments. These include the ministries of Foreign Affairs, Defence and Commerce, or specific agencies and think tanks. DFID, for example, has one single UK Country Plan for Sierra Leone, which captures the actions of all UK government agencies in-country and outlines how they will each contribute to the UK's goals of promoting security, maintaining political dialogue and fostering economic and social development. Irish Aid shares their country strategy with their political division and in particular departments focusing on Africa, conflict resolution and international security policy. It is also shared with government departments including Finance, Agriculture and Food. The AfDB and the World Bank have a joint strategy which includes support from their respective headquarters and so does the European Union which also consults its member states and other agencies. The UN has its Joint Vision for Sierra Leone which includes all members of the UN family.

### REFORMS IN THE SECURITY SECTOR

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Highlights of the joint monitoring report include the strengthening of the military and the police (equipment and training) as well as their co-ordination between them (Republic of Sierra Leone, 2010a, pp.19-20). Development partners have supported the Sierra Leone Police and the reform of the security sector. The German Federal Government, for example, has supported police infrastructure by rehabilitating police barracks and provided training to 1 000 police officers. Police capacity outside the capital remains very weak and with high unemployment rates of youth and little equipment, the police are not in a position to monitor riots and conflict. (There are also concerns that the new recruits in the police force, particularly those

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#### BOX 7

##### Principle 5: Progress since 2009

- Development partners have given more support to policing and judicial reform processes, including capacity development but public trust remains low and more needs to be done.
- Development partners have supported the energy, transportation, social and productive sectors. Government has implemented a number of reforms to improve the business climate and Sierra Leone's position in the World Bank's Doing Business rankings has improved.
- In the social sectors, user fees have been abolished, in particular for pregnant women, lactating mothers and children under five years of age.

in the armed branch are associated with the ruling party). DFID has supported the Office of National Security (ONS) and the Central Intelligence Support Unit. This has seen the establishment of a politically neutral security organisation capable of increasingly effective co-ordination of security activity at national, regional and local levels. The ONS is also involved in the preparations for the 2012 elections.

#### PRIORITY ACTIONS

- Development partners should continue working on a division of labour for all sectors which could also assist in ensuring that the different areas and vulnerable groups receive adequate support.
- Development partners should consider how they can start working on joint programming and notably those development partners that share

a country strategy. This also applies to the UN: the joint vision should lead to increased joint programming.

- The UN Country Team could share results on the extent to which the different UN agencies are making progress on joint programming.

#### ILLUSTRATIVE INDICATOR

Indicator 5a. Do the development partners have a whole-of-government (or, in the case of the EU and UN, whole-of-system) country strategy (i.e. one joint strategy for the partner country, including political, development, security and other objectives) or at least joint strategic objectives?

*The UN Country Team has a joint vision for Sierra Leone which reflects their joint responsibility for a fully integrated peacebuilding mission as called for by the UN Security Council; the EC and DFID as well as the African Development Bank and the World Bank have joint assistance strategies.*

#### BOX 8

Success stories and good practice recorded in the International Dialogue on Peacebuilding and Statebuilding in Sierra Leone (March 2010)

Sierra Leone has made important steps in putting an end to violent conflict and putting the country on a course to long-term development. Success stories include the following:

- The reform of the security sector has been very effective at increasing the capacity of the army and law enforcement authorities, giving full responsibility to national bodies. Development partners were given credit for promoting a holistic approach to security.
- Women have made important advancements in the political area. Out of 124 Members of Parliament (MPs), 17 are women, and they have formed themselves into a women's caucus along with 9 associate MPs drawn from the 3 political parties and the paramount chiefs.
- The two main political parties, the Sierra Leone People's Party (SLPP) to the All People's Congress (APC), signed the Joint Communiqué in 2009 to end the sudden outbreak of political violence and intolerance. This document also outlined a wider multiparty consensus on strengthening key democratic institutions and national policies. It is therefore an important conflict prevention and resolution tool for other countries in similar circumstances.
- Civil society and media have played an important role in disseminating messages of tolerance and conflict prevention. After the March 2009 violence, for example, Sierra Leone's Inter-faith Council, Association of Journalists, civil society and NGOs joined efforts to promote peace and stability throughout the country.
- All major development partners have aligned themselves with PRSP II and efforts are being made among them to combine their initiatives to reduce transactional costs on the government.

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## 6. PROMOTE NON-DISCRIMINATION AS A BASIS FOR INCLUSIVE AND STABLE SOCIETIES

### PRINCIPLE 6: KEY FINDINGS

FSP 6 and FSP 10 are closely related, the former dealing with social discrimination, the latter dealing with “orphan” regions in the country. The legal framework in support of non-discrimination has strengthened in recent years. Development partner programmes have made good attempts to bring gender issues into the mainstream, but the lack of data remains a major obstacle; some marginalised groups remain outside the reach of development partner programmes. One pressing issue that remains is tackling social discrimination at district level alongside the ongoing decentralisation process.

FSP 6 AND FSP 10 ARE CLOSELY RELATED, THE FORMER BEING CONCERNED WITH SOCIAL DISCRIMINATION (including against the young), the latter with geographic pockets of exclusion. Most development partners assert that some groups, geographical areas or sectors receive inadequate support in Sierra Leone. Social divides existed before the country became a fragile state and youth unemployment was already high in the seventies. The problem is therefore persistent and policies to tackle it have not been effective.

### THE LEGAL FRAMEWORK HAS STRENGTHENED

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The Agenda for Change takes a broad approach that, if successful, will reduce pockets of exclusion across the country. The government has since drafted a number of policy documents, including the National Protection Policy in 2010, although many of them have yet to be implemented. The government has also drafted a National Gender Strategic Plan and prepared the three gender acts – the Domestic Violence Act, the Devolution of Estates Act and the Registration of Customary Marriage and Divorce Act – which were passed by parliament in 2009. In addition, a Disability Act has been prepared.

Gender equality and women’s rights are supported by various development partner programmes. The UN Joint Vision Programme is primarily supporting, the CEDAW report for Sierra Leone,<sup>1</sup> the government’s national gender strategy and UN Security Council Resolutions 1325 and 1820.

Elsewhere, the Human Rights Commission continues to take the lead in advising the government on building a culture of human rights. Irish Aid has provided support to the Commission and the UN Peacebuilding Fund has supported the prison service. A positive development in 2010 was the validation in September 2010 of the Common Core Document, which is the basis for all international treaty reporting. Government, however, has not been able to fulfil its reporting requirements.

### SOME MARGINALISED GROUPS ARE LEFT OUT OF DEVELOPMENT PARTNER PROGRAMMES

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At both the national consultation and during interviews, participants agreed that greater attention has been paid to gender issues. Most development partners have specific programmes focusing on vulnerable groups,

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<sup>1</sup> The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted in 1979 by the UN General Assembly, is often described as an international bill of rights for women

including groups such as girls and war victims. Development partner support programmes include elements such as gender equality and participation, cross-gender issues, HIV & AIDS, sexual based violence and equal rights programmes.

Some marginalised groups, however, receive too little support. Examples mentioned were people with disabilities, sexual minorities and transient persons and it was noted that, despite development partner efforts, reparations for war victims (in particular women) stemming from the recommendations of the Truth and Reconciliation Commission have been slow. These groups are located in rural or urban areas and do not receive an equal share of support from central government and development partners. NGOs and CSOs are often close to these

minority groups and are in a position to report and monitor their situation while they could also provide support if development partners were to include them in their programmes. It will be important to target these groups.

Youth also remains a serious challenge. During interviews, development partners stressed that despite various programmes in support of youth, the risk is that they will continue to be subject to different patronage systems, political divisions (including in the upcoming elections) and drug trafficking (see FSP 4).

As was mentioned under FSP 1, it is often difficult for NGOs to bring these marginal groups to the attention of development partners. In the light of the upcoming elections these groups may be further marginalised.

#### BOX 9

##### Principles 6 and 10: Progress since 2009

Both principles need urgent attention as they remain a serious challenge:

- Many vulnerable groups remain marginalised and youth unemployment remains a serious problem. In 2009 the National Youth Commission was approved by the cabinet and a new youth strategy was developed in order to link employability with creating employment opportunities. Development partners have introduced several youth employment programmes.
- In response to the food crisis, WFP and the World Bank have introduced cash for work and food for work programmes which target marginalised groups, including youth.
- Some geographical areas, including some islands may not get their equal share of resources and development partners expressed concerns that this could affect social cohesion and political stability. The decentralisation process is not yet completed but should contribute positively to supporting local communities including marginalised groups.
- NGOs remain marginal in the area and development partners and government should include them more effectively in dialogue and in their programmes. They are well placed to work with marginalised groups. NGOs in their turn must step up efforts to improve their organisations, ensure accountability and be able to show results.

#### TACKLING SOCIAL DISCRIMINATION AT DISTRICT LEVEL

Chiefs and elders were also mentioned. Some development partners consider the recent Chieftaincy Act inadequate and a missed opportunity now that Chiefs are elected for life, which may go against full participation and inclusion of the local population. Political patronage and customary systems, including land and property rights will also pose challenges to the newly established district councils. There is still concern about the equity with which resources are spent at district levels.

In addition, youth in rural areas have no access to land or tenure over land which in turn reinforces their tendency to leave the rural areas. The National Dialogue asserted that: “local populations often don’t benefit quickly enough from the peace dividend. Strategic plans need to integrate more quick wins to maintain the buy-in of local populations” (International Dialogue on Peacebuilding and Statebuilding, 2010, p. 5).

## THE RISK OF SOCIAL DISCRIMINATION AHEAD OF THE 2012 ELECTIONS

At the national consultation it was suggested that in Sierra Leone discrimination takes a different form than in the Great Lakes Region where ethnic rivalries and access to natural resources cause serious conflicts. Sierra Leone enjoys a high level of religious tolerance and ethnic divisions are not as profound as elsewhere. Ethnic divisions, however, may play a role in the elections of 2012 and the compact that has been suggested by development partners should address this.

In conclusion, development partners asserted that their consultations with government had made it clear that aid must be balanced to benefit all, including specific target groups in need. Yet a number of priority actions could still be taken to ensure the promotion of non-discrimination in Sierra Leone.

## PRIORITY ACTIONS

- Development partners and government should make understanding marginalised groups their key priority; it was suggested that this should be a specific item at the DEPAC meeting in order to attract attention and discuss the way forward. This should address policy constraints to greater inclusion and foster greater co-ordination among development partners and government.
- Development partners could initiate independent assessments based on community needs and foster more support for marginalised groups and areas. In addition, data about communities should be compared to ensure equity of resource distribution. Employment quotas should include marginalised groups in order to provide employment opportunities.
- Since youth employment remains such challenge, development partners and government should address which policy measures are required to address institutional constraints.

- Development partners should discuss the politicisation of public service with government and develop an approach that would ensure an independent public service.

## ILLUSTRATIVE INDICATORS

**Indicator 6a. Percentage of ODA earmarked for human rights over the period 2004-2009.**

*The percentage is 0.46%. The minimal number of complaints and reports on human rights abuses suggest that this is not a national problem in Sierra Leone. However, there are lingering issues of rights for people with disabilities, overcrowding and poor conditions in prisons, child labour, and harmful traditional practices such as female genital mutilation.*

**Indicator 6b. Does the international community explicitly promote inclusion of women, youth, the poor, minority or marginalised groups, through dialogue, programmes and/or capacity strengthening?**

*The international community has promoted inclusion of women in particular but most marginalised groups remain marginalised despite efforts by development partners' programmes. Youth is frequently defined as a marginalised group.*



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## 7. ALIGN WITH LOCAL PRIORITIES IN DIFFERENT WAYS IN DIFFERENT CONTEXTS

### PRINCIPLE 7: KEY FINDINGS

The Sierra Leone Aid Policy was approved by cabinet and was presented at the November 2009 Consultative Group meeting in London. Subsequently an Action Plan for Aid effectiveness was developed. Development partner commitment to move towards a programme-based approach to aid has been apparent, through the Multi-Donor Budget Support (MDBS) group and multi-donor trust funds. This has been particularly successful in the health sector. Alignment to country systems has improved, with only three parallel implementation units left in the country.

THE SIERRA LEONE AID POLICY WAS DEVELOPED THROUGH A CONSULTATIVE PROCESS with all development stakeholders. The GoSL, however, took the final decision on its content as the leader and driver of the process. It was approved by cabinet and was presented at the November 2009 Consultative Group meeting in London. Subsequently an Action Plan for Aid effectiveness was developed consisting of clearly defined outcomes, priority actions for 2010, performance indicators and assigned responsibilities.

### THE MOVE TOWARDS PROGRAMME-BASED APPROACHES

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As outlined in Sierra Leone's Aid Policy, the GoSL is asking development partner partners to reduce the number of individual projects and to adopt a harmonised approach to funding using sector-wide approaches (SWAPs), grants and multi-donor trust funds (MDTF). This programme-based approach to aid – which allows closer development partner co-ordination and alignment to the country's systems – has already started. Budget support is a vital source of development partner support that uses country PFM systems and builds on public sector capacity to manage itself. Outside the MDBS group, partners contribute to basket funds such as the Decentralisation and Election funds in support of the Agenda for Change implementation and the Decentralisation Secretariat.

In the health sector, significant progress has been made towards implementing a basic package that ensures the provision of care for all and includes services that have the greatest impact on the major health problems (especially that of maternal and child health care). The main reason for the progress is the Free Health Care initiative by the President<sup>1</sup> in which government has taken ownership of the programme and development partners have jointly supported the programme. This initiative is also reflected in the National Health Sector Strategy. Some development partners indicate that they would like to contribute to a SWAP in this sector, including the creation of a basket fund. If this were to materialise, development partners who are currently not supporting the sector would consider supporting such fund. The health sector working group could also be used as a good example for other sectors, some of which do not have sector strategies.

*In the health sector, significant progress has been made towards implementing a basic package that ensures the provision of care for all and includes services that have the greatest impact on the major health problems.*

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<sup>1</sup> This programme provides free healthcare to pregnant and lactating women, and children under five and should have a positive effect on service delivery in health in general and the Millennium Development Goals (MDGs) in particular

### ALIGNMENT TO THE COUNTRY'S PRIORITIES

International support for the Agenda for Change is strong and clear and has been a decisive factor in ensuring sufficient funding to generate some momentum towards success. All major development partners have aligned themselves with the Agenda for Change and they combine their initiatives to reduce transaction costs for the government. As already discussed, the Joint Vision for Sierra Leone of the UN family, the EC/DFID Joint Assistance Strategy and the World Bank/AfDB Joint Assistance Strategy constitute the core elements of development partner support to the GoSL. All other partners also ensure that their projects and programmes are aligned to the Agenda for Change.

*Government and development partners agree that alignment has improved in practical terms. The next step for development partners is to consider local priorities while the process of decentralisation is being completed.*

Government and development partners agree that alignment has improved in practical terms now that all development partners take the Agenda for Change as their key planning document. The next step for development partners is to consider local priorities while the process of decentralisation is being completed. Development partners need to align with these local priorities and engage with and support district councils in taking the lead.

As the country is progressing towards a development-oriented state, government and development partners should work jointly to ensure that the productive sectors are sustainably managed in order to generate revenues in the mining, fishery and agriculture sectors. This would also reduce Sierra Leone's dependency on aid. This would also boost employment and support macroeconomic stability.

### ALIGNMENT TO COUNTRY SYSTEMS

According to the Paris Declaration survey, development partner alignment to procurement systems has decreased from 38% in 2007 to 21% in 2010, whereas their alignment to PFM systems has increased from 20% to 37%. Aid is mostly untied: 94% in 2010, although this has fallen by 2% since 2007.

According to the Paris Declaration survey, only three PIUs exist, all used by one development partner, USAID. Government and USAID should discuss phasing them out as soon as possible. In Sierra Leone a number of PIUs are jointly accountable to both the government and development partners, are embedded in government ministries and have professional staff appointed by both the government and development partners. This clearly suggests that these PIUs cannot be considered parallel. The GoSL aims to rationalise the number of PIUs to one per sector.

### RECORDING AID ON BUDGET

Under Paris Declaration Indicator 3, approximately 52% of aid disbursed to the government sector in 2010 was recorded in the national budget compared to 54% in 2008. The 2010 target for Sierra Leone was to increase the percentage of aid to the government sector recorded on budget to 85%. Total aid disbursed to the Government sector was USD 356 million in 2010, with USD 185 million recorded on budget.

Some development partners disburse commitments outside the government system, for example, through NGOs, but they can be included in the budget. This is the case for some development partners such as the United States for whom all aid to Sierra Leone is channelled through NGOs. There is also a rise in the number of new non-traditional development partners that do not report their aid on budget. Another issue is differences between the fiscal year of GoSL, which has a calendar fiscal year, and development partners who use a different time period. Development partners sometimes fail to provide comprehensive and timely aid data in the required budget format.

On the government side, the Development Assistance Database (DAD) has been refined to better manage and record quantitative and qualitative aid information with a view to collecting more comprehensive and timely aid data. The Development Assistance Coordination Office (DACO) in the Ministry of Finance and Economic Development,

which is supported by various development partners, is responsible for reporting about the implementation of the government's aid policy. Development partners think that there has been limited reporting, in particular, on the implementation of the Aid Policy Action Plan.

### PRIORITY ACTIONS

- The government should report quarterly on their progress in implementing the Aid Policy Action Plan and create a solid M&E instrument to track progress. This would support discussion at the quarterly DEPAC meetings.
- Development partners and government should discuss urgently how development partner support to the government sector can be increased.
- Development partners, government and NGOs should consider a joint exercise to learn lessons from the health sector and the health sector working group: what has made this successful and how can lessons learned be applied to other sectors? This should also include how the co-operation and consultation among development partners, government and NGOs has improved. As a result the role of NGOs could be made more explicit so that their contribution is ensured in the future.
- Government and development partners should discuss how the productive sectors can be developed in a sustainable manner ensuring adequate revenue mobilisation.
- Government and USAID must discuss how the PIUs can be phased out as soon as possible.

### BOX 10

#### Principle 7: Progress since 2009

The progress report on the Agenda for Change provides evidence of the way development partners have aligned to the Agenda for Change.

- Development partners keep supporting the positive dynamics of connecting the sovereign government with its citizens. This approach includes reinforcing the role of civil society.
- The 2009 survey also suggested investigating the greater use of common funding mechanisms and grants to government. There has been a positive response to this idea through the introduction of the DIPS programme and the development of various basket funds.

### ILLUSTRATIVE INDICATORS

Indicator 7a. Percentage of aid flows to the government sector that is reported on partners' national budgets

58%

Indicator 7c. If there are joint strategic objectives among international actors, are they also shared by the national government?

*The Agenda for Change is the national framework that was jointly developed by international actors and the government of Sierra Leone.*



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## 8. AGREE ON PRACTICAL CO-ORDINATION MECHANISMS

### PRINCIPLE 8: KEY FINDINGS

Sierra Leone has an extensive architecture for co-ordinating aid and at the higher level, co-ordination mechanisms such as the DEPAC and MDBS work well. Sector working group co-ordination is uneven as is co-ordination at the decentralised levels. According to the Paris Declaration survey, 73% of technical co-operation is co-ordinated, which is above target but this indicator contrasts with most stakeholders' perspective on capacity building. The proportion of joint analysis work and missions has declined.

### EXTENSIVE AID CO-ORDINATION ARCHITECTURE

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Co-ordination between GoSL and development partners is organised at different levels. The Agenda for Change is reviewed quarterly by government and development partners, including some non-DAC partners, in DEPAC. The DEPAC which is chaired by the MoFED, and co-chaired by the UN and World Bank, serves as the high-level forum for mutual frank and continuous dialogue between GoSL and development partners. Below the DEPAC are the sector working groups, including Sector Budget Committees. At the district level, District Working Groups are chaired by district councils supported by MoFED. NGOs are invited to the DEPAC sector working groups at national and district level.

In order to streamline the different levels of aid co-ordination and ensure information flow, the Donor Harmonisation and Aid Coordination Committee (DHACC) has been established as a cross-ministerial committee of the key ministries responsible for aid co-ordination in GoSL. In the absence of any formal mechanism, DEPAC currently serves as a mutual accountability framework. The government is however working on developing a mutual accountability framework that could be up and running in 2011.

Amongst themselves, development partners have formal and informal co-ordinating mechanisms. The four MDBS partners, the World Bank, AfDB, DFID and the EU, meet regularly, both formally and informally. These four partners have also harmonised their procedures and processes. Internal co-ordination is further strengthened through weekly UN Country Team meetings which brings together all heads of Agencies, the World Bank and the AfDB under the chairmanship of the Executive Representative of the Secretary General (ERSG).

The UN Joint Vision is a joint effort by all UN organisations to support Sierra Leone in a more co-ordinated manner. The UN country team is supported by a Strategic Planning Unit, which co-ordinates the different UN family members and assists in implementing the Joint Vision. A total of 21 programmes are implemented under 5 priority areas. An MDTF in support of the Joint Vision further maximises programme co-ordination and aid effectiveness. The MDTF has about USD 13 million in resources in 2011. Development partners who contributed to the MDTF include Canada, DFID and AUSAID. Youth development and unemployment, national health systems, HIV/Aids and Malaria, and rural community empowerment have been targeted in particular.

*The World Bank, AfDB, DFID and the EU meet regularly, both formally and informally. These four partners have also harmonised their procedures and processes.*

*The 2010 Paris Declaration target is that 50% of all technical co-operation to Sierra Leone should be co-ordinated. The 2011 survey results indicate that 73% of technical co-operation was co-ordinated, a significantly higher proportion than the 22% reported in 2007.*

A stronger division of labour among the development partners across sectors could provide both government and development partners with a better overview of what support is needed. It would also contribute to aid policy objectives, including more transparent and effective mechanisms for inter-development partner co-ordination; it would also improve co-ordination of aid modalities that support alignment and ownership, and encourage greater use of MDTFs, grants and SWAPs to support GoSL in improving service delivery.

#### SECTOR WORKING GROUP PERFORMANCE IS MIXED

Development partners think that aid co-ordination in Sierra Leone works relatively well. Development partners either have a lead partner, a sector lead or other practical co-ordination mechanisms in the sectors. The majority of development partners think that this has led to better co-ordination but it is not consistent across sectors and could be further improved. The fact that there are a limited number of development partners present in Freetown makes co-ordination easier.

Co-ordination at the decentralised level is weak and the performance of sector working groups is uneven, although some progress has been made in some sectors. Sector working groups are not operational in all sectors; this impedes effective development partner co-ordination. Some sectors appear to have made progress such as health, education, energy, water and sanitation, and agriculture. However, development partners stress that government must step up its efforts with the sector working groups. Strengthening them, starting with developing national sector strategies, is crucial to improving co-ordination among development partners and between development partners, government and NGOs. In addition, civil society groups feel that they are not systematically consulted, which hampers the functioning of the sector working groups.

#### TOWARDS A CO-ORDINATED APPROACH TO CAPACITY BUILDING

The 2010 Paris Declaration target is that 50% of all technical co-operation to Sierra Leone should be co-ordinated. The 2011 survey results indicate that 73% of technical co-operation received by Sierra Leone was co-ordinated, a significantly higher proportion than the 22% reported in 2007. Yet during the national consultation for the 2011 survey, it became clear that development partners had different understandings of “technical co-operation” and hence co-ordinated co-operation. Some development partners understood technical co-operation in the broad sense as meaning any assistance that augments some level of skill, knowledge, or contributes to the execution of capital projects for which there are government or non-government arrangements controls. This was particularly so for the UN agencies, which accounted for 63% of all technical co-operation and more than 76% of co-ordinated technical cooperation. Other development partners understood technical co-operation in the narrow sense, seeing it as providing technical support to government-initiated programmes.

#### SHARED MISSIONS AND ANALYTICAL WORK ARE ON THE DECLINE

In 2010, approximately 21% of total missions were reported to be co-ordinated. This represents a decline from 31% in 2007. One explanation for the decline is that over the last three years Sierra Leone has experienced an increase in the number and diversity of development partners who are active in the country. Consequently, the number of development partners has grown at a faster rate than the co-ordination between them. In addition, increased funding may offset a reduction in joint missions.

Similarly, according to the survey results, 34% of analytical work was co-ordinated in 2010, down from 56% in 2007. Development partners co-ordinating analytical work include the UN (59%), Germany (36%), the EU (63%), the UK (50%), the African Development Bank (50%) and the World Bank (100%). This is less than the 2010 Paris Dec-

laration target for Sierra Leone, which was for 66% of all analytical work to be co-ordinated. This drop can also be attributed to the increasing number of development partners active in the country over the last few years.

## PRIORITY ACTIONS

- Development partners should improve co-ordination in the sector groups and develop a better division of labour across the sectors. This could also foster more joint analytical work and joint missions.
- Development partners and government will need to increase capacity to co-ordinate at district level and this should also be reflected in the Aid Policy Action Plan.
- Government should be encouraged to implement the action plan for aid effectiveness and report quarterly so that development partners and government can monitor whether it is effective. The results should be discussed at the DEPAC and should form a strong basis for development partners to improve on the Paris Declaration indicators. Government is developing a framework for mutual accountability and this should be discussed at the DEPAC meeting as soon as possible.

## ILLUSTRATIVE INDICATORS

### Indicator 8a. Is there an agreed division of labour?

*The UN is working on an internal UN division of labour which should become available before the next PSRP is developed. There is no agreed division of labour among development partners or in the sectors.*

### Indicator 8b. Is there a pooled funding mechanism, and what percentage of ODA flows through it (fiscal year 2010)?

*Yes there are pooled funding mechanisms.*

### Indicator 8c. Has practical co-ordination resulted in better analysis, greater agreement on strategic objectives and improved implementation of international programmes?

*Practical co-ordination has improved at the national level but remains weak at all other levels.*

### Indicator 8d. Percentage of technical co-operation disbursed through co-ordinated programmes in line with country development strategies

*The percentage for 2010 is 73%. Figures for development partners include the EU (80%), Germany (36%), Japan (68%), the UK (15%) and the World Bank (97%)*

### Indicator 12. Mutual accountability

*Sierra Leone is working on a draft mutual accountability framework which needs to be discussed with development partners.*

## BOX 11

### Principle 8: Progress since 2009

The national consultation highlighted that there are still outstanding problems in co-ordination, particularly at the sector levels and at decentralised levels.

- The DEPAC and MDDBS work well but co-ordination at the lower levels need to be improved.
- The government's Aid Policy (see FSP 7) sets out clear objectives for the co-ordinating structure but reporting on the implementation plan of the Aid Policy remains a challenge.
- The government has apparently started to design a framework for the division of labour. Once this becomes available it could be discussed between development partners and government as a first step. Such a framework could enable development partners' to target support to sectors and decentralised levels more efficiently.
- Joint analytical work and joint missions have both decreased as a proportion of overall work.



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## 9. ACT FAST... BUT STAY ENGAGED LONG ENOUGH TO GIVE SUCCESS A CHANCE

### PRINCIPLE 9: KEY FINDINGS

Aid predictability in the government sector remains an issue especially in the long term, although short-term predictability has improved. The majority of development partners indicate that they are committed to staying engaged over the long term. Development partners operate on slightly different funding cycles from each other and from government but they have aligned with the time span of the Agenda for Change.

THE MAJORITY OF DEVELOPMENT PARTNERS HAVE RAPID RESPONSE MECHANISMS and consider these adequate. Some development partners also indicate that they share various mechanisms for rapid response such as humanitarian aid and depend on information sharing with others. In general development partners are committed and are well aware that support to Sierra Leone may be needed beyond the formal timelines of country strategies. Most development partners, however, can only indicate their precise support for one year. This makes planning difficult for the GoSL and creates a high level of uncertainty for government in particular where security and peace building efforts remain to be strengthened.

### SHORT-TERM AID PREDICTABILITY IS IMPROVING

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Aid disbursed by development partners for government sector in 2010 amounted to USD 356 million, which is slightly more than scheduled. According to the Paris Declaration monitoring data, the government's budget estimates of aid flows in 2010 raised from 30% to 58%, an important step towards ensuring that the Agenda for Change can be fully implemented. Looking beyond these figures, closing the gap between the volumes of aid budgeted by the government and the volume of aid scheduled by development partners requires both development partners and the government to work together on the comprehensiveness, timeliness and realism of aid data, in particular for commitments. Development partners still tend to over-estimate their commitments in the short term while under-estimating them in the medium to long term. A significant proportion of development partners are not providing comprehensive or timely data on their commitments and disbursements for it to be included in the budget.

The use of MDDBS should allow greater aid predictability. The four development partners providing budget support (DFID, the EU, the World Bank and the ADB) have indeed harmonised their procedures and processes. For example, they share the same triggers and benchmarks that determine volumes and release of funds. The triggers are used to monitor adherence to budget support principles, in accordance with the joint Memorandum of Understanding.

To increase predictability, the government also needs to meet its performance targets as agreed under the Performance Assessment Framework (PAF) with development partners. Often variable tranches of budget support that are dependent on the PAF have not been disbursed in time due to delays in meeting the agreed benchmarks. The government continues to work with development partners to increase the amount of project aid included in the budget and to reduce the gap between commitments and disbursements.

### BUT LONG-TERM AID PREDICTABILITY IS STILL LOW

*Although the predictability of aid has improved, the length of commitment and the pace of agreed funding remains weak, this may affect the final results that are expected to be achieved towards the goals of the Agenda for Change.*

If the country gradually moves from humanitarian aid to development aid, the question of aid predictability becomes urgent for programmes and projects that support the country's transition. Despite some slight differences in the length of programme commitments, nearly all development partners have aligned their strategies with the time span of the Agenda for Change, 2008 to 2012, and all imply their intention to remain as long as it takes to ensure development.

Only DFID has a ten-year general partnership agreement, which confirms that they will stay engaged for that period. It also has a four-year predictable funding cycle for the period 2011-14 in which it can allocate precise support for the country. It can therefore predict its support beyond the next three years. The World Bank had based its current joint assistance strategy on a three-year cycle, but commits funds for longer terms as necessary. This is also the case for the AfDB. The latter also has a Fragile States Facility which enables them to provide extra resources to the country, including technical assistance. The EC co-operation extends to 2013 and the UN Joint Vision spans over four

years. Some bilateral development partners have annual programming for all developing countries, including fragile states, a policy which makes their support to Sierra Leone less predictable. In addition, for some development partners Sierra Leone is not a focus country, also making commitment less predictable.

Development partners should discuss how a longer-term aid support cycle could be better planned in Sierra Leone, as the new PRSP is finalised in 2011. Due to the financial crisis and financial reforms in home countries it may be difficult to raise the same level of support in future years. The commitment length is also unlikely to change due to the political dynamics to which development partners are themselves subjected. Development partners have nonetheless indicated that macro-economic stability is an important pre-condition in determining levels of support. There are also remaining political concerns over corruption, revenue mobilisation and the effects of political party agendas on social cohesion and political stability.

Although the predictability of aid has improved, the length of commitment and the pace of agreed funding remains weak, this may affect the final results that are expected to be achieved towards the goals of the Agenda for Change. Government and development partners may also need to shift priorities, which in turn may undermine the objectives of the Agenda for Change.

#### BOX 12

##### Principle 9: Progress since 2009

Aid predictability is improving but long-term aid predictability remains low.

- Commitment of funds by development partners beyond three years is very low; while development partners indicate that they remain committed, it is often impossible to programme resources ahead of time.
- The 2009 survey suggested that human resource plans should be included in the idea of long-term commitment to make sure that new international staff can develop the necessary understanding of the context. This is now under review since government would like to abolish substitution technical assistance and development partners are working towards a harmonised approach for hiring national staff.

#### PRIORITY ACTIONS

- Government needs to improve the timeliness with which it meets its performance targets as agreed under the PAF.
- Development partners need to discuss with their respective headquarters and the government how more predictable multi-year funding can be achieved (at least up to three years); if this is not possible, development partners need to discuss how their expectations of outputs and impact regarding the country's development can be adjusted to reflect aid unpredictability.

- Development partners and government must work on closing the short-term aid predictability gap and discuss how comprehensiveness, timeliness and realism of aid data, in particular for commitments, can be achieved.

## ILLUSTRATIVE INDICATORS

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### Indicator 9a. Are there rapid response mechanisms?

*The majority of development partners have rapid response mechanisms. The Joint Communiqué has proved that concerted efforts by the UN and the diplomatic representation can work effectively.*

### Indicator 9b. Amount of aid committed at a given time (February 2011) beyond a three-year timeframe

*Only one development partner, DFID, can commit beyond this time-frame*

### Indicator 9c. Aid fluctuations to average GDP over 2004-2009

16.8%



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# 10. AVOID POCKETS OF EXCLUSION

## PRINCIPLE 10: KEY FINDINGS

Some geographical areas still receive inadequate support although the figures do not always reveal which resources target which districts. Much will depend on the success of the decentralisation process, supported by development partners: it was noted that all local councils are now established and are becoming fully functional. Development partners must be seen to invest more outside Freetown.

THIS PRINCIPLE AND FSP 6 ARE MUTUALLY REINFORCING and were discussed jointly at the national consultation.

Looking at the issue of “aid orphans” within Sierra Leone, development partner programmes and project support often do not show whether their resources target specific districts. Only a few development partners indicate that specific programmes in districts are supported or that a large percentage of their support is spent beyond the capital. Development partners who provide budget support depend on government reporting for results although some, DFID, for example, can supplement these with their own data. In general, however, the data are not disaggregated which makes geographical targeting very difficult (see Indicator 10 c).

Development partner support for decentralisation is key if they are to avoid geographical pockets of exclusion, which tends to be reinforced by having aid excessively focused on the capital.

## DEVELOPMENT PARTNER SUPPORT FOR DECENTRALISATION

While decentralisation is still ongoing, a majority of functions have been devolved. These include key services such as primary education, basic health care and agricultural services. Among the key services yet to be devolved is the maintenance of feeder roads. The local councils are slowly becoming operational but capacity and skills development remain challenging. During the consultation, district councils mentioned that a recent initiative to appoint a human resource officer to each district council would assist in building skills and capacity. It was also suggested that development partners should develop an approach that enhances the capacities of both individuals and organisations.

Development partners have been supporting the decentralisation process. For example, the World Bank, DFID and the EU have supported the efforts of GoSL to establish a functioning local government system and improve the inclusiveness, transparency and accountability of public resource management. UNDP has supported a pilot in Kenema district to strengthen local governance capacity with the result that local councils are better placed to formulate local development plans through participatory and consultative processes. In addition, the National Dialogue indicated that: “decentralisation efforts are proceeding with some success, though the process is complicated by the need to negotiate power-sharing arrangements between the inherited institution of paramount chieftaincies and new district authorities. The difficult issues of revenue collection and sharing, taxation and land tenure are all complicating factors” (International Dialogue on Peacebuilding and Statebuilding, 2010, p.6).

### PRIORITY ACTIONS

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- Development partners must support areas that are remote and difficult to reach with additional support, including infrastructure, health care and their own educational facilities. District councils are already playing a role in building a case for such support. They should also be included in policy development and implementation.
- Development partners need to target local priorities and align with these. They must engage and support district councils to take the lead.

### ILLUSTRATIVE INDICATORS

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Indicator 10a. Is the country under-aided with regard to its needs and the quality of its institutions and policies?

*The distribution of aid needs to benefit all citizens and all regions equally.*

Indicator 10b. All things being equal, does international engagement have a positive or a negative impact on social divides?

*Overall international engagement does not cause social divides but it has not been fully inclusive and needs to ensure that government as well as development partners prevent social exclusion.*

Indicator 10c. What percentage of ODA is disbursed at country-level beyond the capital city in calendar year 2010?

*Development partners who provide budget support can review budget disbursements to all local councils. Few other development partners can indicate what percentage is disbursed beyond the capital.*

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# ANNEX A. THE PRINCIPLES FOR GOOD INTERNATIONAL ENGAGEMENT IN FRAGILE STATES AND SITUATIONS

## PREAMBLE

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A durable exit from poverty and insecurity for the world's most fragile states will need to be driven by their own leadership and people. International actors can affect outcomes in fragile states in both positive and negative ways. International engagement will not by itself put an end to state fragility, but the adoption of the following shared Principles can help maximise the positive impact of engagement and minimise unintentional harm. The Principles are intended to help international actors foster constructive engagement between national and international stakeholders in countries with problems of weak governance and conflict, and during episodes of temporary fragility in the stronger performing countries. They are designed to support existing dialogue and coordination processes, not to generate new ones. In particular, they aim to complement the partnership commitments set out in the Paris Declaration on Aid Effectiveness. As experience deepens, the Principles will be reviewed periodically and adjusted as necessary.

The long-term vision for international engagement in fragile states is to help national reformers to build effective, legitimate, and resilient state institutions, capable of engaging productively with their people to promote sustained development. Realisation of this objective requires taking account of, and acting according to, the following Principles:

### 1. TAKE CONTEXT AS THE STARTING POINT

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It is essential for international actors to understand the specific context in each country, and develop a shared view of the strategic response that is required. It is particularly important to recognise the different constraints of capacity, political will and legitimacy, and the differences between: (i) post-conflict/crisis or political transition situations; (ii) deteriorating governance environments, (iii) gradual improvement, and; (iv) prolonged crisis or impasse. Sound political analysis is needed to adapt international responses to country and regional context, beyond quantitative indicators of conflict, governance or institutional strength. International actors should mix and sequence their aid instruments according to context, and avoid blue-print approaches.

### 2. DO NO HARM

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International interventions can inadvertently create societal divisions and worsen corruption and abuse, if they are not based on strong conflict and governance analysis, and designed with appropriate safeguards. In each case, international decisions to suspend or continue aid-financed activities following serious cases of corruption or human rights violations must be carefully judged for their impact on domestic reform, conflict, poverty and insecurity. Harmonised and graduated responses should be agreed, taking into account overall governance trends and the potential to adjust aid modalities as well as levels of aid. Aid budget cuts in-year should only be considered as a last resort for the most serious situations. Donor countries also have specific responsibilities at home in addressing corruption, in areas such as asset recovery, anti-money laundering measures and banking transparency. Increased transparency concerning transactions between partner governments and companies, often based in OECD countries, in the extractive industries sector is a priority.

### 3. FOCUS ON STATEBUILDING AS THE CENTRAL OBJECTIVE

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States are fragile when state<sup>1</sup> structures lack political will and/or capacity to provide the basic functions needed for poverty reduction, development and to safeguard the security and human rights of their populations. International engagement will need to be concerted, sustained, and focused on building the relationship between state and society, through engagement in two main areas. Firstly, supporting the legitimacy and accountability of states by addressing issues of democratic governance, human rights, civil society engagement and peacebuilding. Secondly, strengthening the capability of states to fulfil their core functions is essential in order to reduce poverty. Priority functions include: ensuring security and justice; mobilizing revenue; establishing an enabling environment for basic service delivery, strong economic performance and employment generation. Support to these areas will in turn strengthen citizens' confidence, trust and engagement with state institutions. Civil society has a key role both in demanding good governance and in service delivery.

### 4. PRIORITISE PREVENTION

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Action today can reduce fragility, lower the risk of future conflict and other types of crises, and contribute to long-term global development and security. International actors must be prepared to take rapid action where the risk of conflict and instability is highest. A greater emphasis on prevention will also include sharing risk analyses; looking beyond quick-fix solutions to address the root causes of state fragility; strengthening indigenous capacities, especially those of women, to prevent and resolve conflicts; supporting the peacebuilding capabilities of regional organisations, and undertaking joint missions to consider measures to help avert crises.

### 5. RECOGNISE THE LINKS BETWEEN POLITICAL, SECURITY AND DEVELOPMENT OBJECTIVES

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The challenges faced by fragile states are multi-dimensional. The political, security, economic and social spheres are inter-dependent. Importantly, there may be tensions and trade-offs between objectives, particularly in the short-term, which must be addressed when reaching consensus on strategy and priorities. For example, international objectives in some fragile states may need to focus on peacebuilding in the short-term, to lay the foundations for progress against the MDGs in the longer-term. This underlines the need for international actors to set clear measures of progress in fragile states. Within donor governments, a "whole-of-government" approach is needed, involving those responsible for security, political and economic affairs, as well as those responsible for development aid and humanitarian assistance. This should aim for policy coherence and joined-up strategies where possible, while preserving the independence, neutrality and impartiality of humanitarian aid. Partner governments also need to ensure coherence between ministries in the priorities they convey to the international community.

### 6. PROMOTE NON-DISCRIMINATION AS A BASIS FOR INCLUSIVE AND STABLE SOCIETIES

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Real or perceived discrimination is associated with fragility and conflict, and can lead to service delivery failures. International interventions in fragile states should consistently promote gender equity, social inclusion and human rights. These are important elements that underpin the relationship between state and citizen, and form part of long-term strategies to prevent fragility. Measures to promote the voice and participation of women, youth, minorities and other excluded groups should be included in state-building and service delivery strategies from the outset.

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<sup>1</sup> The term "state" here refers to a broad definition of the concept which includes the executive branch of the central and local governments within a state but also the legislative and the judiciary arms of government.

## 7. ALIGN WITH LOCAL PRIORITIES IN DIFFERENT WAYS IN DIFFERENT CONTEXTS

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Where governments demonstrate political will to foster development, but lack capacity, international actors should seek to align assistance behind government strategies. Where capacity is limited, the use of alternative aid instruments —such as international compacts or multi-donor trust funds—can facilitate shared priorities and responsibility for execution between national and international institutions. Where alignment behind government-led strategies is not possible due to particularly weak governance or violent conflict, international actors should consult with a range of national stakeholders in the partner country, and seek opportunities for partial alignment at the sectoral or regional level. Where possible, international actors should seek to avoid activities which undermine national institution-building, such as developing parallel systems without thought to transition mechanisms and long term capacity development. It is important to identify functioning systems within existing local institutions, and work to strengthen these.

## 8. AGREE ON PRACTICAL CO-ORDINATION MECHANISMS BETWEEN INTERNATIONAL ACTORS

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This can happen even in the absence of strong government leadership. Where possible, it is important to work together on: upstream analysis; joint assessments; shared strategies; and coordination of political engagement. Practical initiatives can take the form of joint donor offices, an agreed division of labour among development partners, delegated co-operation arrangements, multi-donor trust funds and common reporting and financial requirements. Wherever possible, international actors should work jointly with national reformers in government and civil society to develop a shared analysis of challenges and priorities. In the case of countries in transition from conflict or international disengagement, the use of simple integrated planning tools, such as the transitional results matrix, can help set and monitor realistic priorities.

## 9. ACT FAST... BUT STAY ENGAGED LONG ENOUGH TO GIVE SUCCESS A CHANCE

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Assistance to fragile states must be flexible enough to take advantage of windows of opportunity and respond to changing conditions on the ground. At the same time, given low capacity and the extent of the challenges facing fragile states, international engagement may need to be of longer-duration than in other low-income countries. Capacity development in core institutions will normally require an engagement of at least ten years. Since volatility of engagement (not only aid volumes, but also diplomatic engagement and field presence) is potentially destabilising for fragile states, international actors must improve aid predictability in these countries, and ensure mutual consultation and co-ordination prior to any significant changes to aid programming.

## 10. AVOID POCKETS OF EXCLUSION

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International actors need to address the problem of “aid orphans” – states where there are no significant political barriers to engagement, but few international actors are engaged and aid volumes are low. This also applies to neglected geographical regions within a country, as well as neglected sectors and groups within societies. When international actors make resource allocation decisions about the partner countries and focus areas for their aid programs, they should seek to avoid unintentional exclusionary effects. In this respect, coordination of field presence, determination of aid flows in relation to absorptive capacity and mechanisms to respond to positive developments in these countries, is therefore essential. In some instances, delegated assistance strategies and leadership arrangements among development partners may help to address the problem of aid orphans.



# ANNEX B.

## SUMMARY TABLE OF FSP INDICATORS

TABLE B.1. INDICATORS FOR THE FRAGILE STATES PRINCIPLES SURVEY

PRINCIPLE 1. TAKE CONTEXT AS THE STARTING POINT	2009	2011
1a. Are the international actors' country strategies based on sound political and social analysis ( <i>i.e.</i> taking into account the situation in terms of national capacity, state-society relations and societal divisions?)	No consensus	Yes
1b. Is there a process through which national and international actors conduct contextual analysis together when deciding priority actions, appropriate division of responsibilities, aid modalities etc.?	N/A	Yes
1c. Have the development partners agreed on joint strategic objectives?	N/A	Yes
<b>PRINCIPLE 2. DO NO HARM</b>		
2a. Have the development partners performed previous assessments of the negative impacts their intervention could cause?	N/A	No consensus
2b. Do the development partners have an institutional mechanism for integrating lessons learned from past assessments into strategy and/or programming?	N/A	No consensus
2c. Do the development partners individually or jointly monitor wages and recruitment of national staff, or have they set up any other actions to avoid a brain drain from the national public sector?	N/A	No consensus
<b>PRINCIPLE 3. FOCUS ON STATEBUILDING AS THE CENTRAL OBJECTIVE</b>		
3a. Percent of ODA disbursed focused on governance and security between 2004 and 2009	17.1%(2002-2007)	2.15%
3b. On the whole, has international engagement sufficiently strengthened strategic state functions?	N/A	Yes
3c. On the whole, has international engagement contributed to strengthening political processes and supported dialogue between the state and society?	N/A	Yes
<b>PRINCIPLE 4. PRIORITISE PREVENTION</b>		
4a. Over the past 5 years, has the international community invested in preventing future conflict and fragility?	Yes	Yes
<b>PRINCIPLE 5. RECOGNISE THE LINKS BETWEEN POLITICAL, SECURITY AND DEVELOPMENT OBJECTIVES</b>		
5a. Do the development partners have a whole-of-government (or, in the case of the EU and UN, whole-of-system) country strategy ( <i>i.e.</i> one joint strategy for the partner country, including political, development, security and other objectives) or at least joint strategic objectives?	N/A	No consensus
<b>PRINCIPLE 6. PROMOTE NON-DISCRIMINATION AS A BASIS FOR INCLUSIVE AND STABLE SOCIETIES</b>		
6a. Percentage of ODA earmarked for human rights over the period 2004-2009.	N/A	0.46%
6b. Does the international community explicitly promote inclusion of women, youth, the poor, minority or marginalized groups, through dialogue, programmes and/or capacity strengthening?	N/A	No consensus
<b>PRINCIPLE 7. ALIGN WITH LOCAL PRIORITIES IN DIFFERENT WAYS IN DIFFERENT CONTEXTS</b>		
7a. Percentage of aid flows to the government sector that is reported on partners' national budgets	54%	52%
7c. If there are joint strategic objectives among international actors, are they also shared by the national government?	N/A	Yes

PRINCIPLE 8. AGREE ON PRACTICAL COORDINATION MECHANISMS	2009	2011
8a. Is there an agreed division of labour?	No consensus	No
8b. Is there a pooled funding mechanism, and what percentage of ODA flows through it (fiscal year 2010)?	N/A	Yes
8c. Has practical coordination resulted in better analysis, greater agreement on strategic objectives and improved implementation of international programmes?	N/A	Yes
8d. Percentage of technical cooperation disbursed through coordinated programmes in line with country development strategies	N/A	73%

## PRINCIPLE 9. ACT FAST... BUT STAY ENGAGED LONG ENOUGH TO GIVE SUCCESS A CHANCE

9a. Are there rapid response mechanisms?	No consensus	No consensus
9b. Amount of aid committed at a given time (February 2011) beyond a three-year time frame	Virtually all major aid commitments align to the three year the PRSP-II	One development partner only
9c. Aid fluctuations to average GDP over 2004-2009	3.1% (1990-2005)	16.8% (2004-09)

## PRINCIPLE 10. AVOID POCKETS OF EXCLUSION

10a. Is the country under-aided with regard to its needs and the quality of its institutions and policies?	ODA: USD 359.22 million (2008) GDP: USD 1.95 billion CPIA: 3.1	ODA USD 437.26 million (2009) GDP: USD 1.94 billion CPIA: 3.7
10b. All things being equal, does international engagement have a positive or a negative impact on social divides?	N/A	No
10c. What percentage of ODA is disbursed at country-level beyond the capital city in calendar year 2010?	N/A	N/A

# ANNEX C.

## SUMMARY OF PARIS DECLARATION INDICATORS

TABLE C.1. ARE GOVERNMENT BUDGET ESTIMATES COMPREHENSIVE AND REALISTIC?

	Government's budget estimates of aid flows in 2010*	Aid disbursed by donors for government sector in 2010*	2005		2007		2010 **		Total aid disbursed through other donors*
	a	b	(for reference)		(for reference)		c = a/b	c = b/a	
African Dev.Bank	7	30	--	--	17%	23%		0	
BADEA	--	--	--	--	44%	--		0	
European Commission	0	77	--	--	61%	0%		0	
GAVI Alliance	0	6	--	--	--	0%		0	
Germany	0	5	--	--	--	0%		0	
Global Fund	0	18	--	--	--	0%		0	
IDB	--	--	--	--	49%	--		0	
Ireland	0	0	--	--	--	--		5	
Japan	0	11	--	--	--	0%		2	
United Kingdom	0	53	--	--	42%	0%		0	
United Nations	0	65	--	--	0%	0%		1	
United States	0	11	--	--	--	0%		7	
World Bank	0	80	--	--	79%	0%		0	
Average donor ratio			--	--	42%	2%			
<b>TOTAL</b>	<b>7</b>	<b>356</b>	--	--	<b>54%</b>	<b>2%</b>		<b>15</b>	

\* In USD millions

\*\* Ratio is  $c = a/b$  except where government's budget estimates are greater than disbursements ( $c = b/a$ ).

TABLE C.2. HOW MUCH TECHNICAL CO-OPERATION IS CO-ORDINATED WITH COUNTRY PROGRAMMES?

	Co-ordinated technical co-operation*	Total technical co-operation*	2005  (for reference)	2007  (for reference)	2010  c = a/b
	a	b			
African Dev.Bank	2	2	--	0%	100%
BADEA	--	--	--	--	--
European Commission	9	12	--	50%	80%
GAVI Alliance	0	0	--	--	--
Germany	2	7	--	--	35%
Global Fund	0	0	--	--	--
IDB	--	--	--	--	--
Ireland	0	0	--	--	--
Japan	4	5	--	--	68%
United Kingdom	3	18	--	21%	15%
United Nations	67	77	--	14%	88%
United States	0	0	--	0%	--
World Bank	2	2	--	66%	97%
<b>TOTAL</b>	<b>89</b>	<b>122</b>	<b>--</b>	<b>22%</b>	<b>73%</b>

\* In USD millions

TABLE C.3. HOW MUCH AID FOR THE GOVERNMENT SECTOR USES COUNTRY SYSTEMS?

	Aid disbursed by donors for government sector*	Public financial management						Procurement			
		Budget execution	Financial reporting	Auditing	2005*	2007*	2010 avg(b,c,d) / a	Procurement systems	2005*	2007*	2010 e / a
	a	b	c	d				e			
African Dev.Bank	30	7	30	30	--	0%	74%	7	--	0%	23%
BADEA	--	--	--	--	--	--	--	--	--	--	--
European Commission	77	28	28	28	--	--	37%	28	--	100%	37%
GAVI Alliance	6	0	0	0	--	--	0%	0	--	--	0%
Germany	5	4	3	3	--	--	68%	0	--	--	7%
Global Fund	18	0	0	18	--	0%	33%	18	--	30%	100%
IDB	--	--	--	--	--	--	--	--	--	--	--
Ireland	0	0	0	0	--	--	--	0	--	--	--
Japan	11	0	0	0	--	--	--	0	--	--	--
United Kingdom	53	19	34	19	--	42%	45%	3	--	43%	5%
United Nations	65	2	24	2	--	1%	15%	0	--	2%	1%
United States	11	0	0	0	--	--	0%	0	--	--	0%
World Bank	80	17	17	78	--	0%	47%	20	--	0%	25%
<b>TOTAL</b>	<b>356</b>	<b>77</b>	<b>136</b>	<b>179</b>	<b>--</b>	<b>20%</b>	<b>37%</b>	<b>76</b>	<b>--</b>	<b>38%</b>	<b>21%</b>

\* In USD millions

TABLE C.4. HOW MANY PIUS ARE PARALLEL TO COUNTRY STRUCTURES?

	2005 (for reference)	2007 (for reference)	2010 (units)
African Dev.Bank	--	0	0
BADEA	--	0	--
European Commission	--	0	0
GAVI Alliance	--	--	0
Germany	--	--	0
Global Fund	--	0	0
IDB	--	0	--
Ireland	--	0	0
Japan	--	--	0
United Kingdom	--	1	0
United Nations	--	0	0
United States	--	0	3
World Bank	--	1	0
<b>TOTAL</b>	<b>--</b>	<b>2</b>	<b>3</b>

TABLE C.5. ARE DISBURSEMENTS ON SCHEDULE AND RECORDED BY GOVERNMENT?

	Disbursements recorded by government in 2010* a	Aid scheduled by donors for disbursement in 2010* b	2005	2007	2010 **		For reference: Aid disbursed by donors for government sector in 2010* d	For reference: % of scheduled aid disbursements reported as disbursed by donors in 2010***	
					c = a / b	c = b / a		e = d / b	e = b / d
African Dev.Bank	24	0	--	49%		0%	30		0%
BADEA	--	--	--	--	--		--	--	
EU Institutions	29	47	--	4%	63%		77		61%
GAVI Alliance	--	7	--	--			6	93%	
Germany	--	5	--	--			5	99%	
Global Fund	--	15	--	--			18		83%
IDB	--	--	--	--	--		--	--	
Ireland	--	0	--	--			0	--	
Japan	2	11	--	--	13%		11	100%	
United Kingdom	25	77	--	57%	32%		53	70%	
United Nations	1	78	--	--	1%		65	83%	
United States	--	11	--	--			11	100%	
World Bank	86	61	--	63%		72%	80		77%
Average donor ratio	0	0	--	43%		30%			77%
<b>TOTAL</b>	<b>180</b>	<b>312</b>	<b>--</b>	<b>30%</b>	<b>58%</b>		<b>356</b>		<b>87%</b>

\* In USD millions

\*\* Ratio is c=a/b except where disbursements recorded by government are greater than aid scheduled for disbursement (c=b/a)

\*\*\* Ratio is e=d/b except where disbursements recorded by donors are greater than aid scheduled for disbursement (e=b/d)

TABLE C.6. HOW MUCH BILATERAL AID IS UNTIED?

	Total bilateral aid as reported to the DAC in 2009	Untied aid	2005 (reference)	2007 (reference)	Share of untied aid
Australia	0.0	0.0	--	100%	--
Austria	0.4	0.4	4%	100%	100%
Belgium	0.0	0.0	--	100%	100%
Canada	0.9	0.9	0%	0%	100%
Denmark	0.0	0.0	100%	100%	--
Finland	0.4	0.4	100%	--	100%
France	0.0	0.0	84%	100%	100%
Germany	1.4	1.3	95%	99%	93%
Ireland	12.9	12.9	100%	100%	100%
Italy	5.4	0.0	0%	99%	0%
Japan	12.8	12.8	100%	100%	100%
Korea	0.0	0.0	--	0%	--
Luxembourg	0.0	0.0	100%	100%	--
Netherlands	2.9	2.9	99%	100%	100%
Norway	2.7	2.7	100%	100%	100%
Portugal	0.0	0.0	--	100%	--
Spain	1.4	0.9	74%	78%	67%
Sweden	9.7	9.7	100%	100%	100%
Switzerland	0.0	0.0	100%	100%	100%
United Kingdom	135.2	135.2	100%	100%	100%
United States	16.9	10.6	57%	56%	63%
<b>TOTAL</b>	<b>203</b>	<b>191</b>	<b>84%</b>	<b>96%</b>	<b>94%</b>

TABLE C.7. HOW MUCH AID IS PROGRAMME BASED?

	Programme-based approaches			Total aid disbursed d	2005 (reference)	2007 (reference)	2010 e = c / d
	Budget support	Other PBAs	Total				
	a	b	c = a+b				
African Dev.Bank	7	0	7	30	--	100%	23%
BADEA	--	--	--	--	--	--	--
European Commission	28	0	28	88	--	17%	32%
GAVI Alliance	0	6	6	6	--	--	100%
Germany	0	1	1	10	--	--	7%
Global Fund	0	0	0	18	--	51%	0%
IDB	--	--	--	--	--	--	--
Ireland	0	0	0	6	--	--	0%
Japan	0	0	0	11	--	--	0%
United Kingdom	15	16	31	88	--	67%	35%
United Nations	1	47	48	104	--	1%	47%
United States	0	0	0	11	--	0%	0%
World Bank	17	14	31	80	--	15%	39%
<b>TOTAL</b>	<b>68</b>	<b>84</b>	<b>152</b>	<b>451</b>	<b>--</b>	<b>27%</b>	<b>34%</b>

TABLE C.8. HOW MANY DEVELOPMENT PARTNER MISSIONS ARE CO-ORDINATED?

	Co-ordinated development partner missions* (units)  a	Total development partner missions (units)  b	2005*  (for reference)	2007*  (for reference)	2010*  c = a/b
African Dev.Bank	4	27	--	100%	15%
BADEA	--	--	--	--	--
European Commission	3	5	--	67%	60%
GAVI Alliance	0	0	--	--	--
Germany	4	15	--	--	27%
Global Fund	0	2	--	0%	0%
IDB	--	--	--	--	--
Ireland	0	0	--	--	--
Japan	0	0	--	--	--
United Kingdom	0	11	--	50%	0%
United Nations	17	59	--	33%	29%
United States	0	0	--	0%	--
World Bank	12	70	--	40%	17%
<b>TOTAL</b>	<b>26</b>	<b>189</b>	<b>--</b>	<b>27%</b>	<b>14%</b>

\* The total of co-ordinated missions has been adjusted to avoid double counting. A discount factor of 35% is applied.

TABLE C.9. HOW MUCH COUNTRY ANALYTIC WORK IS CO-ORDINATED?

	Co-ordinated development partner analytic work* (units)  a	Total development partner analytic work (units)  b	2005*  (for reference)	2007*  (for reference)	2010*  c = a/b
African Dev.Bank	0	1	--	100%	0%
BADEA	--	--	--	--	--
European Commission	4	7	--	--	57%
GAVI Alliance	0	0	--	--	--
Germany	3	10	--	--	30%
Global Fund	0	1	--	0%	0%
IDB	--	--	--	--	--
Ireland	0	1	--	--	0%
Japan	0	0	--	--	--
United Kingdom	3	6	--	67%	50%
United Nations	16	32	--	100%	50%
United States	0	0	--	--	--
World Bank	1	1	--	67%	100%
<b>TOTAL</b>	<b>20</b>	<b>59</b>	<b>--</b>	<b>56%</b>	<b>34%</b>

\* The total of co-ordinated missions has been adjusted to avoid double counting. A discount factor of 25% is applied.

TABLE C.10. SIERRA LEONE BASELINES AND TARGETS FOR 2010

	Indicators	2005 (for reference)	2007 (for reference)	2010 Actual	2010 Target
1	Operational Development Strategies	D	C	C	B or A
2a	Reliable Public Financial Management (PFM) systems	3.5	3.5	3.5	4.0
2b	Reliable Procurement systems	Not available	Not available	Not available	No target
3	Aid flows are aligned on national priorities	--	54%	52%	85%
4	Strengthen capacity by co-ordinated support	--	22%	73%	50%
5a	Use of country PFM systems	--	20%	37%	No target
5b	Use of country procurement systems	--	38%	21%	No target
6	Strengthen capacity by avoiding Parallel PIUs	--	2	3	No target
7	Aid is more predictable	--	30%	58%	No target
8	Aid is untied	84%	96%	94%	More than 84%
9	Use of common arrangements or procedures	--	27%	34%	66%
10a	Joint missions	--	27%	14%	40%
10b	Joint country analytic work	--	56%	34%	66%
11	Results-oriented frameworks	D	D	C	B or A
12	Mutual accountability	Not available	N	N	Y

TABLE C.11. WHICH DEVELOPMENT PARTNERS RESPONDED TO THE SURVEY?

	Top 15 development partners	2009 Core ODA* (USD millions)	Survey responses
1	European Commission	108.54	✓
2	United Kingdom	80.27	✓
3	Japan	37.44	✓
4	World Bank	36.07	✓
5	United Nations	22.99	✓
6	African Dev. Bank	20.58	✓
7	IMF	18.79	
8	Arab development partners	17.69	
9	United States	16.58	✓
10	Ireland	13.69	✓
11	Germany	13.57	✓
12	UNPBF	13.01	
13	Global Fund	11.22	✓
14	Canada	8.03	
15	Italy	6.69	
	All other development partners	21.30	
	<b>TOTAL ODA</b>	<b>446.46</b>	
	<b>Estimated coverage of ODA</b>		<b>81%</b>

\* Core ODA is gross ODA less debt relief and humanitarian aid



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# ANNEX D. METHODOLOGY FOR THE FRAGILE STATES PRINCIPLES MONITORING SURVEY

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## APPROACH TO THE SURVEY AND PURPOSE

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The general methodology is common to all participating countries/territories, although it has been slightly altered to take into account specific issues in Sierra Leone.

It is intended that this survey will link to existing dialogues in Sierra Leone between international actors, the government, parliamentarians, the private sector and civil society. The survey also seeks to identify key areas where dialogue may not exist or where existing dialogue could be improved (*e.g.* reinforced development partner co-ordination groups or sectoral dialogue platforms). It is also intended that the survey findings will improve existing country planning and aid management processes as well as the preparation of some dimensions of country-specific frameworks (*e.g.* new PRSPs).

The ultimate objective of the survey is thus not simply the production of the Country Chapter as an input to the global monitoring process by OECD, but real behaviour change at the country-level, right here in Sierra Leone and for the benefit of Sierra Leone citizens, with specific measurable impact and results.

As such, the starting point for the survey has been: How can the survey contribute to strategic objectives that we've already identified, or to certain ongoing processes?

The survey ultimately rests on a multi-stakeholder, multi-sector, mixed-methods approach (quantitative and qualitative data), building on data collection and national consultations.

The survey consists of three phases:

1. Data collection (literature review; desk reviews; interviews; focus group discussions; development partner questionnaires) before the national consultation meeting
2. (A) national consultation meeting(s)
3. Validation of the Country Chapter.

Initial consultations brought together multiple stakeholders:

- National actors including representatives of Government, members of Parliament, and civil society organisations (NGOs and international NGOs)
- International actors working in the fields of development, diplomacy and security.

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## PHASE I: DATA COLLECTION

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The data collection phase has drawn from the combined FSP-Paris Declaration Monitoring Survey development partner questionnaires, statistical data gathered by the consultant, stakeholder interviews and focus group discussions facilitated by the consultant.

The data collected informs the scoring of indicators. They aim at measuring progress towards good practices usually associated with each of the FSP and assessing whether the targets for aid effectiveness set for 2010 by the Paris Declaration have been met. The indicators are only a part of the survey and are contextualised by the variety of qualitative data that has been collected. In other words, the indicators are not meant to be a perfect or comprehensive measure of how a given Principle or commitment is implemented. The indicators are common to all participating countries and allow all stakeholders to assess progress over time in all countries.

#### PHASE II: THE NATIONAL CONSULTATION (18 MARCH 2011)

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The consultation meeting began with a general discussion on whether aid effectiveness had improved since the last survey in 2009, followed by two presentations of the initial findings regarding the Paris Declaration indicators and the Fragile States Principles which helped frame the discussion. The consultation allowed for a qualitative dialogue on the nature of international support under each Principle, and to discuss its impact and possible challenges and room for improvement. The consultations were an opportunity to foster dialogue, and at times consensus, on these issues, although some diverging viewpoints often remain and are reflected as such in the main text.

Two exercises were conducted to collect views on how development partner priorities were perceived and which priority actions should be taken. These priority actions should prove useful for both national and international actors and aim at improving the impact of international engagement through concrete, context-specific and measurable actions.

#### PHASE III: VALIDATION (APRIL - JUNE 2011)

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The data collected and the discussions at the national consultation are summarised in this Country Chapter, and have been submitted to a large group of national stakeholders by the National Co-ordinator for validation.

The Chapter has also been peer reviewed locally by an independent peer reviewer.

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# 2011 Report on International Engagement in Fragile States

## REPUBLIC OF SIERRA LEONE

The second Monitoring Survey of the Fragile States Principles provides evidence of the quality of international engagement based on national consultations with Burundi, Central African Republic, Chad, Comoros, Democratic Republic of Congo, Guinea-Bissau, Haiti, Liberia, Sierra Leone, Somalia, South Sudan, Timor-Leste and Togo across the areas of diplomacy, development and security.

For each participating country, a chapter is drafted on the basis of a national consultation and complementary interviews. These 13 country chapters provide a picture of areas of progress and bottlenecks in each participating country to feed into country-level planning. Each country chapter is drafted and validated under the joint responsibility of a national co-ordinator and an international focal point.

The Monitoring Survey of the Fragile States Principles involves two rounds of consultations, in 2009 and 2011. The results are compiled by the OECD DAC Secretariat in two Monitoring Reports that draw on findings from the country chapters to provide global recommendations for consideration by the international community. The reports will be presented at the Fourth High Level Forum on Aid Effectiveness (Busan, 2011).

Readers can also find more information at [www.fsprinciples.org](http://www.fsprinciples.org).