Mid-term evaluation of the "Support to Governance Sector in Sierra Leone" programme

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Lot 3: Human Rights, Democracy and Peace
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Prepared by: Particip GmbH
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Particip consortium comprising: Particip GmbH in association with AAH, AOAV, ADE, Coffey, DIIS, DRC, ECDPM, EPRD, Euromall, NCG, SICI DOMINUS, Tana, WYG
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## List of Acronyms and Abbreviations

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<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>ECSL</td>
<td>European Centre for Space Law</td>
</tr>
<tr>
<td>EDF</td>
<td>European Development Fund</td>
</tr>
<tr>
<td>EQ</td>
<td>Evaluation Question</td>
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<tr>
<td>EU</td>
<td>European Union</td>
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<tr>
<td>EUD</td>
<td>European Union Delegation</td>
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<tr>
<td>EUR</td>
<td>Euro €</td>
</tr>
<tr>
<td>FA</td>
<td>Financing Agreement</td>
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<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
</tr>
<tr>
<td>HRMO</td>
<td>Human Resource Management Office</td>
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<tr>
<td>ICT</td>
<td>Information and Communication Technologies</td>
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<tr>
<td>IT</td>
<td>Information Technologies</td>
</tr>
<tr>
<td>JC</td>
<td>Judgement Criteria</td>
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<tr>
<td>LTE</td>
<td>Long-Term Expert</td>
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<tr>
<td>MAPE</td>
<td>Multi Annual Programme Estimate</td>
</tr>
<tr>
<td>MDA</td>
<td>Ministries, Departments, Agencies</td>
</tr>
<tr>
<td>MP</td>
<td>Member of Parliament</td>
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<td>MTE</td>
<td>Mid-Term Evaluation</td>
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<tr>
<td>NAO</td>
<td>National Authorising Office</td>
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<td>NCRA</td>
<td>National Civil Registration Authority</td>
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<tr>
<td>ECSL</td>
<td>Electoral Commission for Sierra Leone</td>
</tr>
<tr>
<td>PC</td>
<td>Primary Conclusion</td>
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<tr>
<td>PE</td>
<td>Programme Estimates</td>
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<tr>
<td>PPRC</td>
<td>Political Parties Registration Commission</td>
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<tr>
<td>PSC</td>
<td>Public Service Commission</td>
</tr>
<tr>
<td>ROM</td>
<td>Results Oriented Monitoring</td>
</tr>
<tr>
<td>SDG</td>
<td>Sustainable Development Goals</td>
</tr>
<tr>
<td>SNEC</td>
<td>Support to the National Election Commission</td>
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<tr>
<td>TA</td>
<td>Technical Assistance</td>
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<tr>
<td>TAT</td>
<td>Technical Assistance Team</td>
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<tr>
<td>TCG</td>
<td>Technical Coordination Group</td>
</tr>
<tr>
<td>TL</td>
<td>Team Leader</td>
</tr>
<tr>
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<tr>
<td>ToR</td>
<td>Terms of Reference</td>
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<tr>
<td>UN</td>
<td>United Nations</td>
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<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNOPS</td>
<td>United Nations Office for Project Services</td>
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<td>WFD</td>
<td>Westminster Foundation for Democracy</td>
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Executive Summary

Purpose and objectives
This Mid-Term Evaluation (MTE) of the Support to Governance Sector in Sierra Leone programme has been commissioned by the European Union Delegation (EUD) to provide the EU and relevant stakeholders with:

1) an overall independent assessment of the performance of Technical assistance in the areas of Civil Service Reform, Parliament and the Electoral Cycle, Civil Registration, Programme Estimates on Civil Registration and on Civil Service Reform with HRMO/PSC and Meeting Critical Infrastructure and Technology Needs in the Parliament of Sierra Leone, paying particular attention to its different levels of results measured against its expected objectives; and the reasons underpinning such results;
2) key lessons learned, conclusions and related recommendations in order to improve current and future interventions.

The evaluation also addresses specific objectives in relation to:

1) understanding the performance of the Support to Governance Sector programme and the reasons behind it in order to maximise its potential to achieve expected results over the rest of the implementation period;
2) understanding whether the implementation modalities of the intervention are the most appropriate in order to achieve its objectives;
3) whether the governance mechanism of the programme allows for a suitable and efficient representation of the interests of key stakeholders;
4) the performance of the programme and the reasons behind it in order to inform the planning of the future EU interventions in the governance sector.

The main users of the evaluation are the EU Delegation to Sierra Leone, the National Authorising Office (NAO), Programme Steering Committee members, Governance Advisers to the President and Chief Minister, national authorities targeted by the programme and its interventions and implementing partners contracted by the EU.

The MTE took place from 17th January - 23rd May 2022. It was carried out against the background of a relatively ‘stable’ political situation in Sierra Leone in recent years, in spite of a febrile economic situation with high levels of unemployment, and heightened prices for basic food items and essential commodities such as fuel and rice – exacerbated by the Covid pandemic. At the same time, International Development Partner (IDP) technical support and aid flows to the country continue to increase year on year in value, indicating donor confidence and support for efforts to improve key development sectors such as agriculture, health, governance, infrastructure, and education among others.

Scope and methodology
Systematic and timely evaluation of its programmes and activities is a priority for EU-funded programmes. The focus is on the assessment of achievements, quality, and results, as well as an increasing emphasis on results-oriented approaches and the contribution of interventions towards the implementation of the SDGs. To this end, the MTE for the Support to the Governance Sector in Sierra Leone programme aimed at providing evidence on the programme’s performance and whether/how EU-funded interventions have contributed to the achievement of results. It also discusses the factors driving/hindering progress.

In view of the above requirements, it was important that this MTE struck an appropriate balance between a) being sufficiently comprehensive to fulfil the accountability requirements of EU
evaluations, and, b) focussing the methodology and approach in a manner that provides evidence on performance and relevant lessons that can be used by the EUD, stakeholders and partners to improve the results-oriented approach of EU support.

The Support to Governance Sector programme targets reforms and capacity building under four main components: (i) Electoral Cycle operations and implementation of the Electoral Observation Mission recommendations; (ii) establishment of an effective Civil Registration of Vital Statistics system based on permanent and continuous population data collection; (iii) Civil Service Reform and (iv) Parliamentary strengthening. The MTE covers all of the aforementioned components and corresponding activities under the Financing Agreement ‘FED/2017/38586’ of the 11th European Development Fund (EDF) programme. It includes programme design, activities Technical assistance and implementation modalities from 2017-2022:

<table>
<thead>
<tr>
<th>No</th>
<th>Intervention</th>
<th>Budget</th>
<th>Implementing Partner</th>
<th>CRIS Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>i.</td>
<td>Technical Assistance in Sierra Leone in the areas of Civil Service Reform, Parliament and the Electoral Cycle</td>
<td>5,744,150.00</td>
<td>DAI</td>
<td>FED/2018/396-380</td>
</tr>
<tr>
<td>ii.</td>
<td>Technical Assistance in support of the Governance sector in Sierra Leone in the Area of Civil Registration</td>
<td>3,480,000.00</td>
<td>BUSINESS AND STRATEGIES IN EUROPE</td>
<td>FED/2018/398-504</td>
</tr>
<tr>
<td>iii.</td>
<td>Meeting Critical Infrastructure and Technology Needs in the Parliament of Sierra Leone</td>
<td>3,440,000.00</td>
<td>UNITED NATIONS OFFICE FOR PROJECT SERVICES</td>
<td>FED/2019/410-585</td>
</tr>
<tr>
<td>iv.</td>
<td>Programme Estimate on Civil Registration</td>
<td>907,529.20</td>
<td>NCRA</td>
<td>FED/2019/406-707</td>
</tr>
<tr>
<td>v.</td>
<td>Programme Estimate – Civil Service Reform with HRMO/PSC</td>
<td>1,678,543.55</td>
<td>HRMO</td>
<td>FED/2019/411-021</td>
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<td>vi.</td>
<td>Design Study for Meeting Critical Infrastructure and Technology Needs in the Parliament of Sierra Leone</td>
<td>299,124.00</td>
<td>United Nations Office For Project Services (UNOPS)</td>
<td>FED/2019/405-570</td>
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<td>vii.</td>
<td>Support to the National Electoral Commission: UNDP Basket Fund – Electoral Assistance</td>
<td>3,000,000.00</td>
<td>United Nations Development Programme (UNDP)</td>
<td>FED/2017/390-345</td>
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<tr>
<td>viii.</td>
<td>Supply, Delivery and Commissioning of Motor Vehicles and Motorcycles for the Governance Sector in Sierra Leone</td>
<td>382,000.00</td>
<td>Freeman</td>
<td>FED/2021/426-490</td>
</tr>
<tr>
<td>ix.</td>
<td>Supply, Delivery, Installation and Commissioning of information Technology and other office equipment for the Governance sector in Sierra Leone</td>
<td>233,800.00</td>
<td>EJ &amp; CO Limited</td>
<td>FED/2021/426-491</td>
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<td>x.</td>
<td>IT and Physical Infrastructure Support to Civil Registration in Sierra Leone</td>
<td>5,000,000.00</td>
<td>United Nations Office for Project Services (UNOPS)</td>
<td>FED/2020/418-872</td>
</tr>
</tbody>
</table>

The MTE was based on a number of Evaluation Questions (EQs) (19) covering 6 Development Assistance Committee (DAC) + 1 EU evaluation criteria, namely: relevance, effectiveness, efficiency, sustainability, impact, coherence and EU Added Value plus cross-cutting issues (gender) and the 3 Cs (coordination, complementarity and coherence). The main principles of the EQs include coverage of all four components and corresponding activities under the programme including the chain of results, outcomes, and intermediary impacts.
The EQs were drafted from an analysis carried out during the Inception and Desk Phases of the MTE. The analysis covered the overall operational context of the programme including institutional background and contexts, EU intervention strategy, preliminary assessments of the design and performance of the programme to date and TA modalities.

Answers to the EQs cover performance of interventions and TA under the four main components. All activities in the Multi Annual Programme Estimate (MAPE) and Support to Civil registration activity plan were examined in detail during the field phase using the evaluation criteria in the ToR. The evaluation team also carried out interviews, focus group discussions and site visits to test hypotheses formulated during the preceding Desk Phase. Overall, the evaluation team participated in over 30 interviews in Sierra Leone and remote interviews with key stakeholders (NAO, beneficiary institutions, TA teams, EU Delegation, UNOPS and other donors).

The EQs are accompanied by appropriate judgement criteria and indicators that were developed during the Desk Phase and approved by the EU Delegation. In accordance with the ToR this MTE was carried out over the following phases:

- **Inception Phase:** (focus of the evaluation, refinement of EQs plus description of the main aspects of the methodological design, including indicators.
- **Interim Phase:** Gathering and analysing information required to provide preliminary answers to EQs; this phase was divided into Desk activities and Field activities. The Desk Phase involved finalisation of EQs and JCs and corresponding indicators, initial collection of evidence, first analysis and formulation of answers to the EQs. Face-to-face interviews were held during the Field Phase and additional material collected to validate the hypothesis formulated during the Desk Phase.
- **Synthesis Phase:** This phase involved analysis and synthesis of the evidence and data collected during previous phases; bringing together the results of the Desk Phase and Field Phase into drafting and finalisation of Final Report

**Data reliability and analysis**

Reliable evidence-based data and information are essential for reaching credible findings and conclusions. The evaluation team drew on primary and secondary sources and sought wherever possible to cross check and triangulate information gathered during interviews in order to assemble a body of relevant information to the highest possible levels of confidence and accuracy.

**Main findings and conclusions**

- **Relevance**
  
  At a strategic level, the Support to Governance Sector in Sierra Leone programme is consistent with the key priorities of the Government of Sierra Leone and beneficiary institutions, expressed in key national development frameworks and policies. The programme is designed to address capacity needs, deficits in governance, policy/legal reforms, and service delivery in beneficiary institutions. Inputs and outcomes are structured in such a way to add value to the operational needs of the institutions.

- **Effectiveness**
  
  In general, progress has been made in the provision of infrastructure support, technology/ICT and training. On the other hand, progress is slow in the enactment/implementation of legal/policy reforms. It is most likely that some of the activities identified in the Financing Agreement and the MAPE will not be fully implemented by the end of the implementation phase.

  Effectiveness of implementation varies across the three components. This is due to several reasons including inconsistencies in the sequencing of activities, internal weaknesses within beneficiary institutions and weak coordination/communications between stakeholders including the Technical Assistance Team (TAT). The MTE found that where levels of collaboration and communications were high, effectiveness and delivery of key activities increased.
On the other hand, poor coordination and communication resulted in activities being stalled. Overall, M&E is weak. Knowledge management and institutionalisation of lessons learnt from implementation also remains an outstanding issue that is yet to be addressed in any meaningful manner. Each component operates as a standalone project and sharing of experiences/lessons learnt is non-existent or at best limited. These findings echo those of the 2020 ROM report which noted the lack of synergies between the components.

**Efficiency**

There is a gap between the level of TA support and results achieved, and coordination between the programme components has been less than optimal. In general, the deployment of a full component of TAs took some time and there has been a high turnover of experts. The B&S service contract for the Civil registration component ended in February 2022. There are presently no TAs supporting this intervention. Since the resignation of the TL for three of the four components – Electoral Support, Civil Service Reform and Civil Registration – responsibility for coordination is shared among existing team members and the backstopping team/contractor DAI.

**Sustainability**

Sierra Leone presents a challenging context for sustaining impact from governance programmes due to the complexities of weak institutional capacity to embed positive outcomes from implementation. The main factors that will influence sustainability in the short term are (a) identifying appropriate systems and processes to institutionalise capacity building outcomes including training; (b) the availability/non-availability of resources (human resources/capacity and budgets) to embed/institutionalise results within beneficiary institutions. The issue of resource allocation for maintenance, replacement and upgrade of equipment, technology and vehicles needs immediate attention and planning.

The scale of EU support if adequately implemented will result in extensive and positive transformation in the beneficiary institutions. Most activities under each of the components require change management and adaptation to new models of management and operations. Also required are new systems and processes arising from policy/legal reforms, IT/website, training/capacity building. It should be noted that all change management processes require time and resources to become fully institutionalized. The timescale available for the remainder of programme activities is insufficient to ensure full institutionalization across all beneficiary institutions. This issue needs to be addressed as a priority.

**Impact**

Some technical activities have been completed while other process-based activities are still under implementation or yet to be initiated (see Annex C). Consequently, impact will be more likely in the medium to long term. The areas where short-term impact is most visible is with one off technology/ICT activities, such as the development of Parliament’s website, support to the 2018 elections and refurbishment of buildings.

**Coherence**

The programme is consistent with wider EU strategies in the governance sector and fits well with the objectives EU Development cooperation objectives in Sierra Leone. Coherence between the various components is less obvious and synergies are limited.

There is evidence of coherence and coordination of EU support with other donor support (in accordance with the Paris Declaration) although there is scope for further streamlining of such coordination. A donor coordination group on governance support exists in Sierra Leone. There appears to be good coherence and consistency between EU objectives in the governance sector and wider EU policies and strategies for development cooperation in Sierra Leone.
EU Added Value

EU support has provided beneficiary institutions with the opportunity to address internal governance challenges, to enact policies/legal reforms and to strengthen their capacity for delivering on their mandates. Support has also created opportunities for inter-agency cooperation and collaboration to improve operational performance. EU support has delivered significant progress in aspects of infrastructure, technology development, ICT, and training.

Cross-cutting issues

Gender equality is a key focus of the Support to the Governance Sector programme. One aim is to improve female participation and impact. The MTE found demonstrated improvements in gender mainstreaming. However, while there are attempts at mainstreaming gender across all components there is still some way to go to institutionalise/monitor gender across all activities in the beneficiary institutions. Deep seated cultural practices across the institutional spectrum in Sierra Leone mitigate against change. Other cross-cutting issues such as climate change and environment feature to a lesser extent.

Conclusions

Conclusions have been categorised as ‘primary’ or ‘complementary’ and discussed in detail in the body of the report. Only Primary Conclusions (PCs) are included in this summary. Complementary Conclusions cover issues such as the design of the programme, implementation and management modalities, complementarity and coordination, and cross-cutting issues that are discussed under the relevant EQs.

PC 1

Strengthening governance is a core priority for the Government of Sierra Leone (GoSL) and EU development cooperation. The EU is one of the largest donors supporting governance sector institutions to address gaps in institutional capacity, policy reform, infrastructure/communication, and ICT. The Support to the Governance Sector in Sierra Leone programme has achieved positive outcomes in areas such as staff training, infrastructure/logistics, technology/ICT, and knowledge transfer. On the other hand, limited progress has been achieved in transforming key areas of policy and legislative reforms. Positive outcomes are constrained by poor coordination and collaboration between stakeholders, weak institutional capacities to manage change, and deep-seated organisational cultures and practices that mitigate against the benefits of programme interventions.

PC 2

Results achieved to date from implementation across the main components are uneven. Support to the National Election Commission project (SNEC) under the Electoral Support component were successfully completed in 2018. Most activities under the infrastructure support to Parliament are well on course to be successfully completed within the time frame of the intervention. Overall, technical training and TA activities for the Electoral Support and Civil Service components are also on course to be completed despite delays to the start of some activities under the support to Civil Service component. On the other hand, technology/technical support and capacity building activities under the Civil Registration component including the construction of a data centre and a civil registration system have been severely delayed and are unlikely to be completed before the end of the implementation period. Achieving successful outcomes is highly dependent on the overall operational context, including organisational leadership, availability and quality of TA, institutional capacity as well as coordination and communication between key stakeholders.

Service Contracts are not aligned to the extended implementation period required due to delays in the start of the programme and disruptions caused by the Covid-19 pandemic. The Service Contract for the Civil Registration component (B&S Europe) ended in February 2022, although the main activities requiring inputs from the TA team were still pending.
Sustainability of interventions depends on the ability of beneficiary institutions to institutionalise results/outcomes of programme interventions within their structures, systems, and processes. All beneficiary institutions in the programme face budgetary constraints and delays in the allocation of limited central government resources and limited budgets for maintenance and capacity building. Unless adequate resources are allocated for maintenance of infrastructure and replacement of equipment there is a real risk that infrastructure investments made under the programme will not be sustainable in the medium to long term.

TA inputs have been mostly technical, focused on providing expert support and inputs related to training, infrastructure, technology, and ICT. Although the TA team has worked extremely hard in the face of serious challenges to deliver on the MAPE and other activities, technical support from service contractors has not been strategic and effective. An important gap in TA inputs relates to political engagement, coordination, strategy/organisational development. Implementation has been fragmented with no coherent approach to creating synergies and monitoring outputs/outcomes to ensure that the components are contributing to the global objectives. In short, M&E has been weak.

Overall, M&E is weak and fragmented. The programme lacks a robust evidence-based results monitoring framework. Each component has a separate monitoring process, with no overall results management framework for the global programme.

**Recommendations**

**European Delegation**

1) A decision should be taken as soon as possible to determine which activities are critical to ensure sustainability and impact. This review should include a value for money assessment of activities and should be followed by a process to reallocate resources to activities that will achieve the programme objectives and results by the end of the implementation period.

2) Urgently review the ToR for the contractor DAI, to ensure that they provide more effective back-office support to the TA Team and in turn that programme activities are fully delivered at the end of the implementation period. It is essential that service contractors monitor implementation to ensure that work plans and sequencing of activities progress according to plan. Monthly progress reports from service contractors might be required for the rest of the implementation period.

3) The absence of TA to support the Civil Registration component needs to be addressed imminently if the intervention is to achieve the intended results. A number of options should be considered including a new contract with B&S Europe or hiring the recently departed experts through another service provider such as UNOPS. The ToR for the TAT team needs to be precise to avoid previous conflicts with the leadership of the National Civil Registration Authority (NCRA).

**Technical Assistance Team/Service Providers**

4) It is imperative that for the remainder of the implementation period, all activities are systematically monitored to mitigate against the negative effects of organisational cultures that could impact on programme achievements.

5) All remaining activities under each component should be reviewed and prioritised. Activities that are unlikely to be completed within the time frame
of the project should be reassessed for their relevance and validity. Where relevant, budgets should be reassigned to activities with greater likelihood of achieving impact.

6) All remaining activities should be monitored for impact/outcomes for the remainder of the programme. This will require an effective M&E framework and tools.

7) Improve coordination and communication between implementing partners in each component and between the three components.

8) It is recommended that all TAT advisers adopt a systematic approach in working with counterparts in beneficiary institutions to improve delivery and sustainability of outcomes. Urgent discussions are needed with beneficiary institutions on how they will embed/institutionalise capacity building interventions.

9) Include budgetary allocations for maintenance, service, replacement of equipment in future budgets.

10) Develop concrete actions and strategies to institutionalise capacity building interventions into organisational systems and processes to ensure long term sustainability.

11) There is currently no M&E expert in the TA team. Consideration should be given to embedding this expertise within the team for the remainder of the implementation period. Another option could be to provide backup support from the Service Contractor team.

12) Put in place consistent and regular support for the TA team to maximise coordination between the three components in the absence of an overall TL.
1 Introduction

1.1 Operational context

Sierra Leone emerged from a violent civil war that started in 1990 and lasted until the early 2000s. The war devastated social, economic, and political infrastructure not only in terms of extensive loss of life and property, but also decimated an already fragile economy, and further weakened pre-war public services and institutions. Problems of poor infrastructure and widespread rural and urban poverty continue to persist despite considerable progress by successive governments and donors. To this end, post conflict administrations have faced the pressing need to address difficult challenges of recovery, reconstruction, and rehabilitation, accelerate economic growth and productivity, and re-establish a functioning political system and public services to address the needs of the population. Sierra Leone became one of the largest recipients of international donor transfers as a share of Gross Domestic Product (GDP) and aid per capita. Current levels of external assistance although still high, have gradually declined from around 15.5% in 2002 to below 5% in 2022, as donors phased out their post-conflict allocations and GDP rapidly expanded. Donor support has gradually transitioned from post conflict recovery to long term development assistance.

In general, peace and stability have largely maintained over the past two decades, although the country continues to face challenges in reforming governance and transparency and in creating an enabling environment for development. General elections held in 2018, (the most closely contested in the country’s political history) led to the opposition Sierra Leone People’s Party (SLPP) winning by a narrow margin of 0.6% after a second vote. The new Government launched a Medium-Term National Development Plan (MTNDP - 2019-2023), which outlined immediate and long-term development goals and a commitment to transform the country from a fragile state into a stable democracy. This remains a daunting objective as tense political rivalries especially between the ruling Sierra Leone People’s Party and the main opposition All People’s Congress continue to characterize the complex nature of politics that is exacerbated by ethnic rivalries and deep-seated patronage systems which sometimes leads to violent confrontations.

Over the past decade or so, national development plans have included ambitious plans and objectives to transform governance, including public sector reform, budget planning and execution procedures, improvements in public services and human resource management. In addition to better macroeconomic and fiscal performance, successive governments have also prioritised public service effectiveness, public financial management including Parliamentary scrutiny of budgets, decision making in the budget cycle and deepening of accountability mechanisms. The challenge though is the lack sufficient political will for reform in some quarters, and difficulties in mobilizing sufficient internal resources for its reform agenda. Donors including the EU have been critical in funding the delivery of some reforms.

Despite substantial financial investments in public sector institutions and services over the years, (mostly by donors) however, public institutions remain largely ineffective across key areas of performance including governance, effectiveness, efficiency, and service delivery. There is still a pervasive culture of unproductivity, underperformance, and leadership challenges to overcome exacerbated by corruption, weak governance, poor infrastructure. Problems are manifested by low public spending and investments in key service sectors – health, education, law enforcement - which are among the lowest in the world – education 2.7 percent of GDP, health 1 percent of GDP. The Public Service has also experienced a progressive depletion of skilled human resources and a deterioration in performance and ethical standards.

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1 It should be noted however, public sector institutions and service delivery in Sierra Leone faced decades of decline in performance before the onset of the civil war.
1.2 EU Support to Governance in Sierra Leone Programme

Governance is one of the focal sectors for EU development cooperation in Sierra Leone under the 11th EDF National Indicative Programme. EU objectives in this sector support ongoing institutional, policy and legal reforms and overall improvement of public sector management in terms of financial management, revenue generation, and anti-corruption. Interventions also target capacity constraints in public sector service delivery, and the consolidation of peace, democracy, rule of law and security.

The Financing Agreement (FA) for the Support to the Governance Sector in Sierra Leone programme (SL/FED/038-586) programme was signed between the European Union (EU) and the Government of Sierra Leone on 19th October 2017. The objectives focused on Civil Service Reform, Parliament, Civil Registration, and Electoral reforms. The programme had an execution period of 72 months, consisting of an implementation period of 48 months and closure over 24 months. The total budget was EUR 27 million funded through the 11th EDF.

Five main Beneficiary Institutions (BIs) were targeted: NCRA, Parliament of Sierra Leone, the National Electoral Commission (ECSL), the Human Resource Management Office (HRMO) and the Public Service Commission (PSC). On 23rd April 2018, an addendum no. 1 to the FA was endorsed by the EUD extending the execution period to 96 months and the operational period to 72 months. The closure period was maintained at 24 months. This was done to mitigate delays and disruptions caused by the 2018 national elections (presidential, parliamentary and local Councils) which coincided with the FA entering into force. Implementation was also affected by the Covid 19 pandemic which resulted in extended national lockdowns.

Programme activities focused on democratic governance, (i.e., electoral reform, facilitation of political dialogue and democratic reforms, as well as technical and infrastructural assistance. Three of the four components: Civil Service Reform, Parliament and Electoral Reforms are supported and implemented via a single Service contract and MAPE (FED/2019/411-021) managed by DAI, with a total budget of EUR 2.5m. The Civil Service component is also covered by two Supply contracts for infrastructural and equipment implemented by the UN Office for Projects Services. The Civil Registration component is implemented through three interrelated implementation modalities (i) a service contract with B&S Europe (ii) a programme Estimate (iii) Contribution Agreements with UNOPS (See Annex A: Stakeholder map for ‘Support to Governance in Sierra Leone’ Programme).

The Support to Governance Sector programme targets reforms and capacity building under three main areas/components: (i) Electoral Cycle operations and implementation of the Electoral Observation Mission recommendations; (ii) establishment of an effective Civil Registration of Vital Statistics system based on permanent and continuous population data collection; (iii) Civil Service Reform and Parliamentary strengthening. The three components are described in below:

Component 1a: Support to the National Elections Commission

The EU funded Electoral Cycle Support to the ECSL is designed to support electoral reform processes, the Commission’s specific institutional needs over the electoral cycle (pre and post elections), including its stated lack of international procurement experience, and election technology and materials. The programme also targets the ECSL’s coordination/interface with relevant complementary institutions such as the NCRA and the Political Parties Registration Commission (PPRC). The overall expected outcome of the intervention is: Sustainable improvement of National Electoral Commission’s long-term capacity to carry out its mandate. The intervention has the following expected results:
Table 2: Result Areas – Component 1a

<table>
<thead>
<tr>
<th>Result Area</th>
<th>Results/Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Result 2</td>
<td>Increased institutional, staff and infrastructure capacity, enhanced gender equality, legislative/regulatory framework and capacity to extract voter registry from civil registry. Electoral reform and democracy are further consolidated.</td>
</tr>
<tr>
<td>Result 3</td>
<td>Reform of the legal framework is carried out, including media aspects.</td>
</tr>
<tr>
<td>Result 4</td>
<td>Gender equality in the electoral system is improved, including through increased participation of women as candidates at local and national levels.</td>
</tr>
</tbody>
</table>

Component 1b: Support to Parliament

The focus of this component is capacity strengthening of Parliament in order to improve/enhance performance through improved infrastructure, systems strengthening and improvements in communications, including internet connectivity/ICT, the Parliamentary website and contacts for MPs, as well as consultation mechanisms for committees. Infrastructure is to be addressed through refurbishment and upgrading of the Parliament’s main building and facilities which are in disrepair. This component directly responds to Parliament’s Strategic Plan, 2021-2025 which emphasizes the continued strengthening of institutional, legislative and oversight capacity as well as making the Parliament more open, accessible, and representative. Support for legislative capacity of the Sierra Leonean Parliament is also consistent with the established EU methodology for parliamentary support ‘Engaging and supporting Parliaments worldwide’ and complements the National Indicative Programme (NIP) focal sectors for the 11th EDF under governance, civil society, agriculture and education. It also provides opportunities for focused support for improved gender representation and equality. The overall expected outcome of the intervention is: ‘Enhanced Parliament role and performance in legislative processes’. Support to Parliament consists of the following activities:

- Provision of new ICT infrastructure,
- Remedial works for all areas damaged by leakage of water (structural and non-structural works),
- Refurbishment of Toilets and associated plumbing and drainage (sanitation) systems,
- Firefighting system,
- Retrofitting electrical system,
- Other stand-alone issues.

Table 3: Result Areas – Component 1b

<table>
<thead>
<tr>
<th>Result Area</th>
<th>Results/Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Result 1</td>
<td>MPs and staff are capacitated to better ensure Parliament's role in the legislative process.</td>
</tr>
<tr>
<td>Result 2</td>
<td>Relevant parliament processes are enhanced, including improved delivery on gender equality. Selected priorities of the Parliament's Strategic Plan are operationalised</td>
</tr>
<tr>
<td>Result 3</td>
<td>Priorities from the Strategic Plan are identified and selected in consultation with the EU Delegation and the Parliament.</td>
</tr>
<tr>
<td>Result 4</td>
<td>Selected priorities are implemented in consultation with Parliament, allowing for increased institutional relevance and effectiveness.</td>
</tr>
<tr>
<td>Result 5</td>
<td>Parliament's openness is improved through overhaul of its website and new committee policies on consultation.</td>
</tr>
<tr>
<td>Result 6</td>
<td>Representation of women at various levels and gender equality are improved.</td>
</tr>
</tbody>
</table>
**Component 1c: Civil Service Reform**

This component is a follow up of EU support for Civil Service Reform under the 10th EDF, which targeted civil service reforms, training, anti-corruption and rightsizing. Current support under the 11th EDF moves forward the civil service reform agenda and specifically seeks to address outmoded/overlapping and complex mandates of civil/public service institutions, reducing complexity and increasing efficiency for service delivery. Policy reforms, results-based performance appraisal systems and capacity building are key, as well as governance, and coordination between relevant institutions, gender mainstreaming, improvements to national capacities for training in the civil service and an efficient records management system across MDAs.

The purpose of the Civil Service Reform component is to improve institutional capacity across the civil service and relevant institutions/MDAs, including human and financial resource capacity, in order to enhance public service delivery.

There are two main beneficiary institutions under the Civil Service Reform Component, the PSC and the HRMO. The Component is supported through a MAPE with a total budget of Euro 2.5m. In addition, there are also two supply contracts for equipment, vehicles and motorcycles for operational use managed by UNOPS under a Contribution Agreement. The above objectives are to be realized through two main activities: i) Support to Institutional Strengthening and Legislative Assessment, and ii) Support to capacity building and training. Expected results include:

<table>
<thead>
<tr>
<th>Result Areas</th>
<th>Results/Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Result 1</td>
<td>Legal reforms and organisational capacity assessments are available including on gender equality, and streamlined mandates of all institutions in the civil service</td>
</tr>
<tr>
<td>Result 2</td>
<td>Improved levels of skills, competencies, performance, and public service delivery by the civil/public service management.</td>
</tr>
</tbody>
</table>

**Component 2: Support for Civil Registration**

Support to civil registration focuses on providing technical assistance to the NCRA, to strengthen its management, operational systems and institutional capacity to establish an effective Civil Registration/Vital Statistic system, and services related to national identity management. Support to the National Civil Registration Authority is expected to help maintain continuous, decentralized, and universal registration of births, marriage and deaths, and also provide real-time data access to the civil registration database that will allow a broad range of relevant state institutions to carry out their mandates, improve information-based decision making and service delivery. One of the key results expected from the functional civil registry is the extraction of future voter registers for elections. The Civil Registration component is implemented through three separate implementation modalities: i) a service contract, ii) a programme estimate and iii) a contribution agreement with UNOPS. Planned activities include the following:

Technical assistance contract with Business and Strategies in Europe (B&S Europe) CTR FED/2018/398-504

The purpose of this contract is to provide the NCRA, with technical assistance to strengthen its management, operational systems and institutional capacity to establish an effective Civil Registration and Vital Statistic system and provide services for national identity management. The technical assistance aims to:

- Support to policy and technical development of the integrated national civil registration system.
- Strengthening institutional capacity of the NCRA to meet its mandated objectives
- Strengthen operational capacity and use of the central NCRA database for priority stakeholders and clients.

Technical and administrative assistance is expected to deliver the following results:
Table 5: Result Areas – Component 2: Technical Support for Civil Registration

<table>
<thead>
<tr>
<th>Result Area</th>
<th>Results/Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Result 1</td>
<td>Transfer of technical knowledge and competencies to the NCRA for the development and implementation of national civil registration policies, regulations, and legal reform advocacy.</td>
</tr>
<tr>
<td>Result 2</td>
<td>Maintenance/expansion of the functionality of technology solutions strengthened and facilitated, including through the development of procedures, training and manuals, and staff capacities.</td>
</tr>
<tr>
<td>Result 3</td>
<td>Improved organisational systems and staff capacity to strengthen the performance of the NCRA’s operational and administrative activities.</td>
</tr>
<tr>
<td>Result 4</td>
<td>Improved mechanisms of NCRA stakeholder consultation, coordination, and cooperation.</td>
</tr>
<tr>
<td>Result 5</td>
<td>Timely preparation and execution of a Programme Estimate for the NCRA supported Programme Estimate on Civil Registration CTR FED/2019/406-707</td>
</tr>
</tbody>
</table>

Programme Estimate on Civil Registration CTR FED/2019/406-707

This Programme Estimate is intended to support the NCRA to develop a civil registration policy and legal framework, improve organisational systems and performance, information technology infrastructure and solutions, coordination, and cooperation with relevant. Programme Estimate activities cover:

- Technical knowledge and competencies transferred to NCRA counterparts in order to improve and ensure proper implementation of existing national civil registration policy and legal frameworks and the development of regulations and related legal reform advocacy.
- Improved organisational systems and staff capacity to strengthen the performance of the NCRA’s technical, operational, and administrative activities.
- Maintenance and expansion of the functionality of the technology solution strengthened and facilitated, including through development of procedures, trainings and manuals, and staff capacities.
- Improved mechanisms of NCRA with civil registration duty bearer institutions and stakeholder organisations through consultation, coordination, and cooperation.
- Programme Estimate activities and expected results coordinated and managed.
- Allocated NCRA office premises in Freetown rehabilitated and refurbished.

IT and Physical Infrastructure Support to Civil Registration in Sierra Leone with (UNOPS) FED/2020/418-872

EU support under this sub-component is aimed at strengthening the Civil Registration system, in synergy with EU assistance to other sectors such as education, elections and public sector reform. In order to strengthen the action and obtain sustainable results, Financing Agreement SL/FED/038-586 was signed with the Government of Sierra Leone as a contribution towards three complementary institutional areas (i) institutional capacity building (ii) development of the necessary legal and regulatory framework targeting NCRA directly managed operations under a programme estimate and through provision of highly skilled international technical assistance, and (iii) the procurement of works and supplies necessary to establish civil registration centres across the country. and contributing to the following key expected results:
Table 6: Result Areas – UNOPS Supply Contract: Support for Civil Registration

<table>
<thead>
<tr>
<th>Result Areas</th>
<th>Outcomes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Result 1</td>
<td>Birth and death registration rates are increased through citizen access to civil register service centres and document extracts.</td>
</tr>
<tr>
<td>Result 2</td>
<td>Priority institutions have continuous, real-time, synchronised access to, and notification from the national database and have capacity to extract vital statistics.</td>
</tr>
<tr>
<td>Result 3</td>
<td>High quality connectivity between priority agency databases and the central civil registry database established. Database is procured and customised. Software is installed and functional. Technological equipment for remote data delivery to the central database is available.</td>
</tr>
</tbody>
</table>

2 Findings

2.1 Answers to Evaluation Questions

<table>
<thead>
<tr>
<th>EQ1</th>
<th>How relevant are the actions/Components of the Support to Governance programme to national/sector contexts/needs and priorities in Sierra Leone?</th>
</tr>
</thead>
<tbody>
<tr>
<td>JC 1.1</td>
<td>The Support to Governance Sector in Sierra Leone Programme takes into account both short-term and longer-term needs of Sierra Leone to establish democratic governance and sustainable development</td>
</tr>
<tr>
<td>JC 1.2</td>
<td>EU Support to the Governance Sector in Sierra Leone is responsive to national development policies/strategies and democratic governance in Sierra Leone.</td>
</tr>
<tr>
<td>JC 1.3</td>
<td>Programme design is based on a robust understanding of the governance context in Sierra Leone including challenges and opportunities.</td>
</tr>
</tbody>
</table>

The global objective of the Support to governance programme is to address core governance reforms in Sierra Leone and contribute to capacity development of beneficiary institutions to deliver on their mandate. This objective is consistent with Sierra Leone’s national development priorities and strategies outlined in the Agenda for Prosperity (2012-2018) and the current Medium-Term National Development Plan (2018-2023).

The programme also responds to the objectives of the UN 2030 Agenda for Sustainable Development and specifically contributes to the achievement of the SDG targets 5, 10 and 16 respectively - to promote a just, peaceful and inclusive society in Sierra Leone; SDG Goal 16.6 to develop effective, accountable and transparent institutions at all levels, Goal 16.7 to ensure responsive, inclusive, participatory and representative decision-making at all levels, and SDG 5 to achieve gender equality and empower men, women and girls and reduce inequalities within the country. It builds on previous EU support for governance under the 10th EDF, including support to Civil Service Reform, and strengthening the institutional capacity of the Public Service Commission. At institutional levels, the programme responds to the short and long term needs of beneficiary institutions expressed in their organisational strategic plans and other national policies and frameworks (JC 1.1, 1.1.1). This was confirmed in interviews and consultations during the field phase.

Support to the electoral cycle: This intervention targeted institutional to manage national and local elections including national and local elections held in 2018. Support to the electoral process/cycle and to the National Electoral Commission is considered necessary for consolidating democracy and achieving electoral reform. The intervention is expected to address recommendations arising from international electoral observation mission, in particular the EU Election Observation Mission (EOM)/Election Expert Mission (EEM). Given the dearth of technical capacity in the National Electoral Commission, support for reforms is complemented with technical assistance to strengthen the government’s electoral reform agenda and to facilitate political dialogue. An external expert from...
the TAT is embedded within the National Electoral commission to provide support in managing the reform agenda.

**Support to Parliament** focuses on interventions that strengthen Parliament’s legislative capacity and priority areas in its multi-annual strategic plan. Parliament lacks the requisite legislative skills and expertise to deliver legislation. This presents serious challenges to the democratic legitimacy of the institution, its ability to hold the executive to account as well as adequately represent the population. The intervention also addresses longstanding infrastructural problems on the parliamentary estate. Parliament faces a cyclical funding gap, with declining resources as Government has cut the legislature’s budget by over 30 per cent. The institution is in urgent need of infrastructure, technical and human resource capacity.

EU support responds to these challenges providing support for the development of a new interactive website, ICT support, enhancing the work of committees and other parliamentary departments, and infrastructure upgrades of the parliamentary estate. The intervention is intended to enhance Parliament’s performance in delivering its legislative mandate while improving engagement with the general public and with civil society, thereby enhancing democratic accountability.

**Civil Service Reform:** Rebuilding an effective and efficient civil service for public service delivery is a key priority of government in Sierra Leone under the National Agenda for Prosperity (the Agenda). In 2009, the government launched a multi-donor Public Sector Reform Programme within the framework, of the Agenda. Under the 10th EDF, the EU supported reform efforts covering Governance and the Public Sector. The EU was the only major donor supporting Civil Service Reform, working directly with two key institutions Human Resource Management Office and Public Service Commission, as well as the Local Governance Service Commission and other MDAs that are strategically important for other EU sector support in Sierra Leone (e.g., agriculture, education).

Activities under the 11th EDF programme ensure continuity of EDF support while expanding the reach and depth of EU support for reforms. The Human Resource Management Office is the primary entry point for the Civil Service Reform component, supplemented by parallel support to the Public Service Commission and key institutions relevant to 11th EDF focal sectors. The intervention is expected to strengthen civil service governance, cooperation and coordination among relevant institutions and deliver efficiency, gender equality, and training (individual civil/public servant capacity development).

**Civil registration** is a priority area in the Government’s policy agenda. This intervention has a direct impact and implications for the work of several government agencies including the Civil service, Immigration, law enforcement, health and education. The Government of Sierra Leone committed over EUR19 million to civil registration for fiscal years 2016 and 2017, in addition to EUR12m which was allocated to biometric field registration kits. Current EU support complements and builds on the work of United Nations (UN) Agencies that are supporting civil registration under the leadership of the National Civil Registration Authority. EU supports addresses decentralized and universal registration of vital events (such as birth, marriage, death). The aim is to provide real-time data access to a civil registration database and allow a broad range of relevant state institutions to carry out their mandates, improve information-based decision making and service delivery. One key result of a functional civil registry will be the extraction of future voter registers for elections. The intervention as designed is intended to promote collaboration and coordination between the NCRA and other MDAs. For example, the creation of a national civil registration system is expected to assist the HRMO streamlining/verifying civil service personnel records.

Despite its relevance and alignment to institutional and national priorities and policy frameworks on governance, the design of the Support to the Governance Sector programme did not include strategies for addressing the complex organisational cultures and political sensibilities that constrain successful implementation of reform processes in public institutions in Sierra Leone. Addressing such constraints requires effective and regular political dialogue, flexibility, and adaptation of programme activities to the operational context and relevant TA inputs to identify and address systemic blockages to successful implementation. In this regard, political constraints need to be identified as part of stakeholder analysis/feasibility mapping in the design phase and during implementation. Failure to address weaknesses can derail implementation and negatively affect programme outcomes.
In addition to weak capacity, lack of resources/infrastructure and the lack of technology, key public institutions are more often than not, headed by political appointees with strong patronage ties to the prevailing political system and political elite. Personalities at the hierarchy of institutions wield immense power and privilege that is used to influence the modus operandi of interventions under their control. The more politically sensitive the intervention, the greater the likelihood of conflict and internal control over resources and strategy. This is a crucial political economy dynamic of public institutions that appears not to have been taken into account and planned for the design and implementation of the programme. This gap is manifested in the lack of expertise in political engagement in the TAT. All interventions under the programme are approached in a technical manner while the underlying political dynamics that underpin implementation are either addressed in an ad hoc manner or not addressed at all. This has led to serious disruptions and stalemate in some interventions under the Civil Registration component and Civil Service Reform component for example.

<table>
<thead>
<tr>
<th>EQ 2</th>
<th>To what extent have the (original) objectives proven to be appropriate for the interventions?</th>
</tr>
</thead>
<tbody>
<tr>
<td>JC2.1</td>
<td>The design of the programme has incorporated lessons learnt from the 10th EDF support to governance programme.</td>
</tr>
<tr>
<td>JC2.2</td>
<td>Programme design includes a robust problem analysis and understanding of the operational context for governance interventions in Sierra Leone</td>
</tr>
<tr>
<td>JC2.3</td>
<td>Current interventions build on past EU support under the 10th EDF support to Governance programme.</td>
</tr>
</tbody>
</table>

The overall objective of the Support to the Governance Sector in Sierra Leone programme is to strengthen democracy and governance. This objective remains valid and appropriate to the needs and priorities of the Government of Sierra Leone and beneficiary institutions. At institutional level, this is demonstrated by the needs and objectives outlined in strategic plans. (Fig 1. Intervention logic). Activities implemented to date respond to strategic objectives of beneficiary institutions including core reforms, and operational capacity strengthening.

2.1.1 **Electoral Reform Component: Main Objective - Timely conduct of credible elections in 2018 in line with the constitution, and subsequent consolidation of electoral and democratic reforms allowing for improved political dialogue.**

Sierra Leone has benefitted from significant technical electoral assistance during which investments were made in both institutional capacity and elections technology. The design of the 11th EDF support to the ECSL draws on the findings and recommendations of past EU support under the 10th EDF (JC2.1) 2.3)

Lessons learnt from previous electoral cycle interventions and from comparative regional case studies have fed into the design and implementation activities. The intervention logic is that while capacity building over recent electoral cycles had shown good results, the current intervention would strengthen the post-electoral phase thereby consolidating the entire electoral process in Sierra Leone.

The beneficiary institution, the NEC is a relatively young election management body (EMB) which faces considerable operational, institutional, and legal challenges. Several capacity and organisational assessments since 2014 have concluded that while the ECSL has some technical expertise to administer elections, it faces considerable administrative and operational challenges.

The Action Document identifies operational deficiencies (JC 2.2) which mirror the findings of various elections observation missions - institutional and legislative weaknesses in the conduct of elections. Capacity building priorities for the ECSL, covering institutional, management and operational capacity at headquarters and district offices, strengthening results management process (RM) and complaint adjudication timelines. Other weaknesses include inadequate voter education, logistical challenges, insufficient communication with stakeholders, low participation of women in elections (as

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2 In 2012, the NEC introduced biometric voter registration.
reflected by the lack of political will to bring more women in the political sphere). The need to undertake reforms that address discrepancies in the legal framework governing the registration of voters and clarify the institution set up is also a priority.

Assessments from the 2012 elections highlighted the need to build a permanent decentralised elections infrastructure to continuously update civil registers and to extract updated voter lists. This highlights the need for close coordination and collaboration between the ECSL and the NCRA. Unsuitable technology for voter registration (as in 2012) have also been highlighted as a risk and does not allow for an adequate assessment of the requirements across the institutional spectrum. A carefully assessed, systematic and permanent voter registration process is required. Good practice from elsewhere also indicates that the electoral technology management process should be carried out over an extended period (electoral cycles) in order to test the efficacy and suitability of technology.

EU support focuses on strengthening the entire electoral cycle, institutional/electoral reform, and implementation of the recommendations of the 2018 election observer groups. Technical assistance supports the NEC in revising regulations, guidelines, operational plans and other key policy/legal documents, and in upgrading and testing results management systems prior to its rollout. Under the intervention, the ECSL has planned a comprehensive capacity building training programme covering administrative management and electoral operation and the promotion of effective gender coordination platforms to foster participation of women and persons with disabilities in electoral processes.

Partnerships with the ECSL and other stakeholders are well established based on previous support provided through the UNDP Support to the ECSL 2017-2019 project (SNEC) which assisted the ECSL in delivery of national and local elections in 2018. The present programme builds on previous interventions with particular focus on the staff capacity building and legal reform processes taking into consideration the overall objectives of the EU technical assistance project, ECSL post-election lessons learned findings, the ECSL strategic plan, observer group recommendations and number of evaluations carried out by the UNDP.

2.1.2 Support to Parliament: Main objective - Enhanced legislative process, institutional relevance, and effectiveness of Parliament.

The design of the Support to Parliament programme draws on the results of previous capacity building interventions supported by other donors (JC2.2) which had a limited impact on the overall performance of Parliament because interventions mostly targeted specific parliamentary roles/functions such as committees, rather than the overall needs of Parliament. This lack of a comprehensive approach has resulted in a fragmentation. Consequently, the design of the current programme targets Parliament’s permanent structures and processes, with the aim of enhancing overall legislative and dialogue capacities.

The Action document identifies a number of constraints that affect performance: The main building of Parliament constructed in 1961 was in disrepair and needed attention. Lack of operational meeting space prevents regular committee sessions and hearings were also a major constraint as was weak Internet connectivity which hampers research and communication. Furthermore, inadequate technology disrupts parliamentary debate, archiving, distribution, streaming and broadcast. Most importantly, individual MPs lack office space to effectively undertake their parliamentary duties. Infrastructure component would be upscaled.

The intervention logic is that increased openness and transparency through improved communication channels such as the website and contacts for MPs, as well as enhanced consultation mechanisms for committees and infrastructure/logistical support will transform Parliamentary business and result in improved performance.

The above objectives and activities are appropriate
2.1.3 Civil Service institutional capacity is improved, human and financial resources of the civil service and are improved and public service delivery enhanced.

The Civil Service Reform component builds on previous EU support for the government’s civil service reform agenda under the 10th EDF which aimed to create a transparent, accountable, performance-oriented and disciplined civil service that would deliver efficient and effective services. Activities focused on rightsizing, establishing a well-qualified professional civil service and identifying innovative forms of training and education, specifically for mid-level public/civil servants.

This reform momentum continued to a second phase under the 11th EDF (JC 2.1, 2.3). The present programme is designed to address complex and overlapping mandates of institutions with a view to reducing complexity and increasing efficiency. The programme has a strong gender component designed to address discrepancies in gender equality in the civil service. Gender analysis and gender equality are to be mainstreamed across human resources management policies and activities to improve and promote gender equality. There is an emphasis on improving M&E systems in order to improve sustainability. The intervention logic of the civil service component is that continued support to civil service reforms will create synergies with other EU programmes, as well as direct links with improved PFM and the overall agenda for improved governance (JC 2.2).

2.1.4 Civil Registration system is improved, in synergy with EU support to education, elections and public sector reform fields.

In 2014, the Government of Sierra Leone developed an ambitious policy to reform civil registration and to establish a national identity register system. The 2014 National Civil Registration Reform Policy foresees the establishment of an integrated, continuous, and permanent national civil registration, vital statistics and identity registry system and provides clear policy directives regarding the governance and infrastructure transformation requirements.

The objective is to transform civil registration in line with international best practice and recommendations of the United Nations. The NCR Reform Policy was strengthened by the 2016 National Civil Registration Act.

The objectives of the Civil Registration component of the programme are appropriate for addressing the Government’s reform agenda for civil registration outlined in the 2016 NCR Act. Under the Financing Agreement SL/FED/038-586 for support to the governance sector, the EU committed to support the establishment of an integrated, continuous and permanent national civil registration, vital statistics and identity registry system in line with the 2014 National Civil Registration reform policy and 2016 NCR Act. The EU contribution aimed at strengthening the Civil Registration system, in synergy with EU support to education, elections and public sector reform fields, and contributing to the following key expected results:

1) Sierra Leone’s current birth and death registration rates are increased through citizen access to civil register service centres and document extracts.

2) Priority institutions have continuous, real-time, synchronised access privilege to and notification from the national database and have capacity to extract vital statistics.

3) High quality connectivity between priority agency databases and the central civil registry database established. Database is procured and customised. Software is installed and functional. Technological equipment for remote data delivery to the central database is available.

In order to achieve the intended outcomes, the Financing Agreement foresaw contribution towards i) institutional capacity building and ii) development of the necessary legal and regulatory framework - by supporting NCRA to directly manage operations under a programme estimate and through provision of skilled international technical assistance and iii) the procurement of works and supplies necessary to establish civil registration centres across the country.
Implementation has shown that the intervention is ambitious, and that the NCRA does not have the required capacity for implementation. Technical Assistance has not been successful in addressing institutional bottlenecks to implementation thereby resulting in delays in critical aspects of implementation such as the Data centre and database. Implementation modalities are appropriate with management of funds distributed between UNOPS, B&S Europe and the NCRA. The resources allocated are appropriate considering the limited absorption capacity of the NCRA. Despite the deployment of technical assistance, the Civil Registration component has faced considerable delays in the development of infrastructure that is key to the successful implementation of the programme.

**EQ 3** What was the extent of stakeholder and beneficiary engagement/involvement in design and implementation?

- **JC3.1** Some of the beneficiary institutions have benefitted from previous EU funded capacity building support.
- **JC3.2** Pre-programming problem analysis involved consultations between the EU, government, stakeholders/beneficiary institutions, relevant donors and target groups.
- **JC3.3** Institutional memory within beneficiary institutions is limited due to high staff turnover, especially among target groups and at leadership levels.

Action documents indicate extensive consultations between the EU and the government of Sierra Leone, beneficiaries, and other stakeholders in the design of the programme (JC 3.1, JC 3.2). Both the Civil Service component and Electoral Support component have benefitted from previous EU support under the 10th EDF (JC3.1). Strategic plans of beneficiary institutions provide a framework to prioritise and align activities with programme objectives.

The inception phase identified the need to widen ownership and participation of thematic and/or sectoral stakeholders for the respective components. The objective is to enhance coordination and impact. To that end, Technical Coordination Groups (TCG) for each component were established, ToR were prepared, and membership constituted. The programme also worked collaboratively with a broad range of stakeholders in the governance sector, especially the Governance and Accountability Working Group (GAWG), the National Authorizing Office (NAO), UNDP, UNOPS, Westminster Foundation for Democracy (WFD), PSRU and 50:50 Group. Such broad engagement is essential for consolidating gains and promoting ownership.

Programme design was carried out before the Presidential elections of 2018. Since then, there have been changes in the political landscape in Sierra Leone. A new government came to power following the elections. The outbreak of the Covid-19 pandemic led to extensive shutdowns and a contraction in the economy with falls in GDP and production. The leadership of all the beneficiary institutions was replaced leading to a loss of institutional memory and scarce expertise. All beneficiary institutions have played a central role in implementation. The HRMO, PSC and Parliament were involved in the drafting of the MAPE and currently chair the Technical Coordination Groups for their respective components.

The NCRA is responsible for managing the PE for Civil registration, FED/2019/406-707 while the NAO is a key stakeholder responsible for oversight of the programme on behalf of the government of Sierra Leone. The TA team works closely with all beneficiaries although there have been challenges in managing some relationships between the TAT and the NCRA and between the TAT and the PSC which has led to delays in the implementation of some programme activities.

**EQ 4** To what extent has the Support to Governance programme achieved measurable results?

- **JC4.1** EU Support to the Governance Sector has contributed to capacity building of beneficiary institutions.
- **JC4.2** Support for reforms in beneficiary institutions and institutional capacity building adequately addresses the development objectives for good governance and service delivery in Sierra Leone.
- **JC4.3** Reporting systems capture both quantitative and qualitative outputs and outcomes from interventions.
In the Results Oriented Monitoring report (ROM) and various progress reports, achievements (as well as challenges) are documented under the three components.

**Support to Parliament:** Under the support to parliament, the programme seeks to enhance the role parliament in the performance of its core functions. The focus is on priorities identified in Parliament’s Strategic Plan. The current Strategic Plan aims to provide strategic direction for Parliament from 2020-2024. The Plan focuses on resource mobilization, strengthening stakeholder relations, financial systems, technical staff capacity building an upgrading/acquisition of equipment.

Activities focus on sector Committees provided for in the Financing Agreement and other founding documents guiding the cooperation between the EU and the government of Sierra Leone. Support to Directorates of parliament focuses on the Department for Parliamentary Assistance Coordination (DePAC) in its coordination mandate, legislative department (including staff supporting Committees) and the department working on legislative research, public relations, communication, information and outreach and library services.

At action level, the support to parliament followed two strands: supporting the capacity building of the secretariat headed by the Clerk of Parliament (i.e. directorates and staff of parliament) and support to Members of Parliament, work of Committees and parliamentary processes. The support focused on training and building the capacities of new Members of Parliament (about 70% of MPs) and over 100 new members. Success has evolved largely due to a shift away from a prescriptive approach under project-based support with more emphasis on ‘demand-driven’ support. There is thus a manifest need for continuing EU support to the governance sector and institutional capacity building.

Several activities have been completed including training and orientation sessions for parliamentary staff (researchers and librarians). Induction of new office bearers on their role and responsibilities was timely, given the large intake of new MPs and staff following the 2018 elections. The upgrading of facilities by UNOPS has led to improved working conditions for Parliamentary staff. A Parliamentary leadership retreat held in Bo under the theme ‘Building Bridges to Enhance Cooperative Governance’ resulted in the ‘Bo Declaration’. The retreat brought together political and administrative leadership of Parliament to dialogue and engage one another with the view to promote unity and build consensus around relevant parliamentary priorities.

Capacity building activities have assisted Parliament in effectively delivering on its mandate. These include: the establishment of a Parliamentary Service Commission (PSC) and a number of key departments within Parliament (Committees, Official Reports, Library, Research and Documentation, Finance, Public Relations, Human Resources, ICT, Legislative and Parliamentary Assistance Coordination (DePAC). Parallel support from UNDP also led to the development of a Strategic Plan.

The Support to Parliament has enhanced performance in communications, committees, programme management/strategy. The updated parliament website provides an opportunity to improve accessibility, transparency, and openness (e.g. publishing the results of elections, knowledge sharing, social media to broadcasts).

**Civil Registration:** Implementation of the EU TA support was initiated in September 2018 and the Programme Estimate in July 2019. On 16th December 2019, the NAO requested the EUD to amend Annex A of the Financing Agreement SL/FED 038-586 to include UNOPS as Implementing Partner for the ‘Procurement of works, services and supplies in support of Component 2 - Civil Registration’. UNOPS is currently supporting the NCRA with the implementation of infrastructure works to provide a physical infrastructure network of offices for the NCRA. A Rider to the Financing Agreement was signed and approved on 4th May 2020.

The NCRA do not have registration infrastructure at sub-district levels, which limits accessibility for communities and households. The NCRA has requested EU support to establish field offices at chiefdom level in line with the 2016 National Civil Registration Act. Whilst it seems most relevant to assist NCRA in the creation and maintenance of local civil registration offices in sub-cities and towns across the country beyond the district capital cities, establishing field centres at chiefdom level is beyond the scope of the current intervention.
Electoral Cycle Support: Overall, the programme has delivered on several of the planned activities under this component. The UNDP managed SNEC project was successfully completed. Unspent funds of around EUR 300,000 were allocated to activities which are currently under implementation. TCGs meetings have been held to validate priorities, needs, activities and strategies. Other activities have included, public launch of activities and orientation of ECSL staff; printing and dissemination of the gender and disability policies. The TA expert was involved in monitoring by elections and supported the ECSL in elections preparations. Other activities completed or in the pipeline include:

- Development and launch of Strategic Plan and mid-term evaluation of the Plan to be completed at the end of 2022.
- The ECSL Communication Policies developed and formally adopted by the Commission.
- Finalisation of the ECSL Communication Strategy.
- Assistance in reviewing the Standing Order B (HR Policies) was underway with the selection of a HR consultant and set-up of different working groups formed to address these policies of ECSL.
- BRIDGE training planned in collaboration with International IDEA, prior to the commencement of the voter registration exercise.
- Deployment of Voter Registration Database and Network Expert whose final report and recommendations are currently under review by the Commission.
- Review of key strategies and policies such as the ECSL voter registration strategy, and tally procedures.
- Ongoing support to the ECSL Department of Inclusion to improve participation in elections for persons living with disability and women.

Support to the ECSL enabled the institution to update administrative and policy frameworks for elections, adopt logical and performance management frameworks, and the organisational structure of the ECSL was reviewed. The ECSL also developed election operations manuals, field communications and reporting plans.

2.1.5 Civil Service Reform

Civil Service Reform depends on a skilled working environment for civil servants work force, political will for reform, resources, and commitment to the objectives of reform.

Training has been provided for the HRMO and PSC staff based on needs identified during the inception phase and the priorities for the activities for the respective institutions. Although the slow pace of delivery was acknowledged, progress was recorded in some areas such as the website and alternatives identified. Baseline information has not been identified under all components. Several activities in the MAPE remain outstanding due to delays caused by the Covid pandemic that have affected the sequencing of activities. (See Annex C)

Evidence from the MTE shows that there are still weaknesses and reform remains a long-term objective and possibility which the current programme is contributing towards.

<table>
<thead>
<tr>
<th>EQ 5</th>
<th>Is the programme log-frame compatible with the actions and expected results of the programme?</th>
</tr>
</thead>
<tbody>
<tr>
<td>JC5.1</td>
<td>Monitoring systems capture all components and activities of the Support to Governance in Sierra Leone Programme</td>
</tr>
<tr>
<td>JC5.2</td>
<td>Direct linkages between logframe indicators and results obtained from implementation</td>
</tr>
<tr>
<td>JC5.3</td>
<td>Logframe targets and indicators have been reviewed to reflect changes in operational contexts</td>
</tr>
</tbody>
</table>

The programme has an overall monitoring logframe for the three components and each component has its own logical framework. The logframe is highly ambitious and delivery against some targets might need to be scaled down under all components. It is largely output oriented and there is no
baseline (JC5.1). The configuration of a global and separate logframes creates complexities in terms of coordination and effective monitoring given that each component is separately monitored under one intervention. There is no evidence that the logframe has been reviewed to capture adaptations in programme delivery (JC5.2, 5.3).

The ROM assessment carried out in May/June 2021 concluded that with each component having its own logical framework and results and indicators, internal monitoring was likely to become weak and fragmented. The findings of the MTE show that the monitoring framework has not changed. Logframe outputs have been affected by disruptions and delays in programme implementation due to a number of factors including the Covid pandemic and staff turnover. It is unlikely that some activities will be completed before the end of the programme cycle.

The implementation approach has not been adapted to response to implementation delays and disruptions caused by the Covid-19 pandemic (JC5.3).

<table>
<thead>
<tr>
<th>EQ 6</th>
<th>What factors have contributed to or hamper the achievement of results?</th>
</tr>
</thead>
<tbody>
<tr>
<td>JC6.1</td>
<td>EU strategy for support to Governance in Sierra Leone is coherent and coordinated with the Government of Sierra Leone and with other donors and stakeholders</td>
</tr>
<tr>
<td>JC6.2</td>
<td>Alignment between programme objectives and the needs and priorities of beneficiary institutions.</td>
</tr>
<tr>
<td>JC6.3</td>
<td>The overall context at national and sector levels are conducive to programme implementation.</td>
</tr>
</tbody>
</table>

The global programme translates EU and GoSL priorities into interventions. Funding allocations have been responsive to the technical and operational capacity building needs of beneficiary institutions. This is because the programme design was based on extensive stakeholder consultations and evidence from previous EU and other donor interventions. As the largest donor to GoSL priorities in the governance sector, the programme contributes to deepening cooperation and political dialogue with government (JC6.2, JC 6.3). Analysis of activities across all components suggest important contributions to institutional capacity building, and good governance, gender, and service delivery. These results are particularly relevant to the Parliamentary support, and Electoral reform components.

EU support has contributed to improved capacity in some areas of operation in the beneficiary institutions. Benefits are visible in areas such as technology/ICT, infrastructure, and training. There is less progress in completing reform processes.

One of the main challenges facing the programme is that despite several years of relative peace and stability, Sierra Leone has several characteristics of a fragile state with multiple and complex challenges including weak institutional capacities, organisational cultures that can mitigate against reform, and low morale among staff due to poor working conditions. Consequently, capacity development should be seen as a long-term investment requiring substantial investments (human, financial and political commitment) over extended periods.

The apparent problems of procurement and contract management NCRA are a worrying issue which is in danger of derailing or delaying the project beyond the implementation period. A credible plan for resolution of the situation is needed.

Communication and collaboration between the various components have not improved. This is constrained by capacity deficits both within the TAT and beneficiary institutions to seize opportunities for greater collaboration and engagement. At the same time, there are some examples of good practice at institutional/component level. The current Strategic Plan for Parliament and the ECSL were developed in a participatory and inclusive manner, thereby ensuring ownership. However, implementation has not been as successful. Progress is slow due to lack of resources and weaknesses in prioritizing activities.

It remains to be seen how the Electoral Commission and the NCRA will respond to the need of extracting the voter registration list from the civil registry. Coordination remains weak with little demonstration of leadership to address greater interaction and creating synergies where relevant.

Major reforms and policies across all components have either not yet materialized or are at the preliminary stages. Key activities such as the drafting of a public service bill with stakeholders is still
pending, and Cabinet approval for the modified civil service code, rules, regulations (including all relevant forms), its printing and dissemination across MDAs has not been completed.

### EQ 7 What are the factors contributing to challenges in implementation?

<table>
<thead>
<tr>
<th>JC7.1</th>
<th>Delays and disruptions in programme implementation have affected the delivery of some activities.</th>
</tr>
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<tbody>
<tr>
<td>JC7.2</td>
<td>Institutional weaknesses in beneficiary institutions have sometimes had an impact on the timeliness of delivery.</td>
</tr>
<tr>
<td>JC7.3</td>
<td>Some projects have not been able to use all committed funds and/or implementation has been delayed resulting in the premature halting of activities</td>
</tr>
</tbody>
</table>

Some activities have suffered delays due to several factors, including delayed deployment of technical assistance or lack of appropriate expertise; lengthy negotiations between the EUD/TAT and Government/beneficiary institutions over the implementation of activities contracts and procedures (NCRA, PSC); reduced readiness of implementing partners (across all components due to internal capacity constraints); and protracted budget negotiations with implementing partners (NCRA). Such delays have knock-on effects on effectiveness, and impact. With few actions and reporting concluded under some components, it is too early to assess impacts and sustainability (See Annex C).

Budgetary provision for maintenance of capital equipment is deficient. Without further politically sensitive increases in budgets, the revenue deficit and, as a result, the maintenance shortfall will continue to result in a large deficit between the estimated costs of necessary investments and available funding.

Mixed effectiveness.

### EQ 8 What is the value addition of technical assistance in addressing programme objectives?

<table>
<thead>
<tr>
<th>JC8.1</th>
<th>Technical Assistance provides value in terms of outputs and outcomes</th>
</tr>
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<tbody>
<tr>
<td>JC8.2</td>
<td>All components have benefitted from technical assistance expertise in the design and implementation of activities</td>
</tr>
<tr>
<td>JC8.3</td>
<td>Mechanisms exist for institutionalizing learning from technical assistance across beneficiary institutions</td>
</tr>
<tr>
<td>JC8.4</td>
<td>Implementation modalities respond to national needs and the capacity development needs of beneficiary institutions</td>
</tr>
</tbody>
</table>

All four components of the programme have benefitted from extensive technical assistance to support institutional and policy reforms, as well as capacity development. The focus is both on individual and institutional capacity development. A chief Technical Adviser was attached to the Parliament to support technical capacity of parliamentary Committees and the Office of the Clerk of Parliament. A new organogram was developed to streamline organisational roles and responsibilities. Training was provided for DePAC staff and the Directorate has been expanded. This created complementarity and good working relationships with partners such as UNDP, International Office for Migration (IOM), WFD and the Commonwealth Parliamentary Association (CPA). TA has also contributed to training and capacity development on legal reforms for parliamentary oversight Committees including the Local Government and Rural Development Committee. Capacity development activities have contributed to the Committee’s active involvement in the Decentralization Policy review and enactment of relevant legislation. A Short-Term Expert (STE) supported Parliament in the drafting of the current Strategic Plan. However, perceptions of the quality and role of technical assistance have been less than positive under some components (Civil Registration, Civil Service Reform) due to disagreements over implementation approaches.

Although the quality of TA inputs has generally been of a high quality, the approach of some experts has created negative perceptions. There has been a high turnover of key experts, which has resulted in gaps in implementation and has affected trust among national stakeholders.
EQ 9 | Are programme resources adequate compared to the needs that the action was designed to address?

JC9.1 | EU funding has contributed to improvements in institutional capacity and policy reforms in the governance sector.

JC9.2 | Programme resources have been flexibly deployed in response to the needs and priorities of beneficiary institutions.

JC9.3 | EU funding is complementary to other donor funding to beneficiary institutions.

The Support to Governance sector in Sierra Leone Programme is supported by a generous budget (EUR 27m) for addressing the institutional needs and priorities of beneficiary institutions (JC9.1). Each component is adequately funded. The draw-down of funds for activities, especially with regards to supply contracts and Programme Estimates (PEs) has been slow, and sometimes challenging for all stakeholders due to contracting delays and administrative formalities.

The impact of the Covid-19 pandemic has resulted in higher costs for infrastructure and technology inputs, as well as supply chain problems. This has had an impact on the programme budget and the reassessment of key infrastructure activities under the Civil Registration and Civil Service Reform components. Adjustments to programme activities has created some tensions between beneficiary institutions and the TAT. Improved communications and collaborative planning between the TAT and beneficiaries are needed to resolve tensions.

EQ 10 | To what extent are programme resources adequately used to achieve the intended results and objectives?

JC10.1 | All programme resources, including human, financial, institutional and political will are sufficiently deployed to achieve results.

JC10.2 | The operational context is conducive to and facilitates implementation of activities.

JC10.3 | Programme activities are well budgeted and consistently audited and reported upon.

Human and financial resources are generally adequately deployed to maximise the benefits of the programme. Financial allocations are decentralized between the three components. Management and coordination mechanisms are less well defined and less effective. Technical expertise consists of three long term key experts, and a TAT to support implementation. However, a high turnover of key experts has impacted negatively on implementation. In terms of budget, by mid-2021, 48% had been spent.

EQ 11 | To what extent are the costs of the intervention justified given the changes/effects achieved to date?

JC11.1 | Robust project and financial management systems exist to monitor financial expenditure and activity planning.

JC11.2 | Programme outcomes reflect value for money and costs can be benchmarked against similar interventions.

Sierra Leone remains a post-conflict developing country with huge institutional and governance challenges that require substantial inputs in terms of financial and technical resources. EU funding for the governance sector has contributed to significant reforms and technical capacity building interventions needed for institutional sustainability. The high turnover of Key experts however affects the sustainability of results by reducing effective relationship building and collaboration between the TAT and stakeholders. High turnover of TAT expertise, short sessions and lack of follow-up affect sustainability. Some efforts to mitigate this have been put in place to strengthen the permanent staff of the Department for Research and single Departments officers, but they should be enhanced. The implementation and maintenance of the benefits brought by the programme will depend on the capacity of beneficiary institutions to plan and allocate financial resources efficiently.
EQ 12 | Are there adequate monitoring processes in place, and how timely and efficient are the intervention processes for reporting and monitoring?

JC12.1 | Reporting systems and monitoring of activities is credible, systematic and regular

JC12.2 | A simple but robust monitoring system is in place

In addition to the overall logframe for the global programme, each component has a monitoring logframe. However, there is no baseline for monitoring progress. This presents a significant flaw in tracking progress and results.

M&E systems range from good practice to rather weak examples, with limited baseline data available and weak information management and data collection capacities. Multiple and fragmented approaches across programme components hinder the development of a benchmarking system for comparing implementation intervention and effectiveness, as well as attribution of changes. There are presently no plans to review logframes and monitoring tools to capture the full impact of interventions. Monitoring systems across all components share problems with quality issues to a greater or lesser degree. Institutional capacity continues to be weak after much technical assistance over many years.

EQ 13 | Is there evidence of intermediate impacts/results in each of the three components of the programme as envisaged in the Financing Agreement?

JC13.1 | Results of interventions are more likely to endure beyond the funding period where beneficiary institutions and GoSL have been involved in the design of the actions from the outset, and institutional mechanisms and capacities strengthened.

JC13.2 | Ownership and coordination in the design and implementation of activities, specifically in connection to context and relevance will have a positive impact on results and sustainability.

For most activities, under all components, impact is a long-term outcome (JC13.1). However, there are notable signs of results across all components with regards to training, technology/ICT and policy development, although implementation of reforms remains a challenge. The involvement of beneficiaries in the design and implementation of activities is a positive approach that ensures sustainability of outcomes, although much will depend on the availability of resources to institutionalise results (JC13.2).

Progress reports indicate that the underlying methodological approach of supporting the beneficiary institutions is beginning to take root across all the institutions supported albeit slowly. The collaboration with other donors/partners such as WFD and UNDP provides opportunities for complementarity, and greater sustainability of actions.

The provision of technical assistance in the areas of Civil Service Reform, Parliament and the Electoral Cycle is clearly responding to the urgent needs of the institutions targeted and it is consistent with GoSL sector policy, strategy, and planning documents. This contributes to greater buy-in and commitment from stakeholders including the GoSL.

EQ 14 | What evidence is there of capacity being developed/sustained at
(i) Institutional/Individual levels:
(ii) Policy reforms;
(iii) Infrastructure/logistic/equipment supply
(iii)-Policies -Legal/Regulatory -Technical - Systems/processes

JC14.1 | Legal and legislative reforms drafted and enacted.

JC14.2 | Technical Assistance team has provided significant support to policy reforms in beneficiary institutions

Beneficiary institutions under the Support to Governance programme are highly important in the Governance sector of Sierra Leone. At the same time, the operational environment is highly political and sensitive, with opportunities for enacting legal reforms highly dependent on the leadership of...
Institutions and the prevailing political context. Opportunities for reform exist across all components. Support to Civil Service Reform activities completed to date potentially provide opportunities for good governance, policy reforms and improvements in service delivery. Similarly, activities under Support to Parliament, civil registration could lay the basis for longer term transformation if completed as envisaged.

**EQ 15** Evidence of additional benefits from the actions? Are these dependent on EU support? To what extent are results and achievements linked to the EU interventions?

| JC15.1  | EU funding is targeted and well-co-ordinated and monitored including results |
| JC15.2  | Visibility of EU support for all components manifested in reports and publicity materials |

EU added value is evident from collaborations in Governance Working Groups. These are mechanisms for coordination and information exchange at working and strategic levels between the EU and other donors/partners.

The capacity to adapt to evolving contexts of beneficiary institutions as well as political influence/leverage are important factors that could influence outcomes of the programme. There are other comparative advantages of EU funding, including contracting of relevant expertise and technical assistance (TAT, UNOPS), and the possibility to engage with a wide range of stakeholders and other donors. The Support to Governance Sector programme is also an important driver of the EU's efforts to promote good governance in post conflict Sierra Leone.

**EQ 16** To what extent are programme components (a) complementary to each other, and (b) complementary with other development partner support?

| JC16.1  | High levels of complementarity and coherence of EU support with other donor support. |
| JC16.2  | Increased coordination and collaboration between beneficiary institutions. |
| JC16.3  | Programme interventions complement other relevant donor funded programmes |

In general, opportunities for complementarity of the interventions are limited by the complex organisational structure of the programme. The four components translate into four standalone projects with separate management and implementation arrangements and with limited coordination between them. Previously, each had (or used to have in case of the civil registration project) its own LTE embedded in the main beneficiary institutions. Each component has their own logical framework, targets and indicators. It has been a major challenge to monitor overall contributions of the four components to programme objectives in view of weaknesses in coordination and linkages.

There are some opportunities for synergies and complementary activities both on an ad hoc basis and structurally. The inclusion of the PPRC into the Electoral Support component is a positive move at expanding cooperation and collaboration (JC16.1). The programme design aimed to enhance coordination between the ECSL and the NCRA for the purposes of securing an active and credible civic/voter registration list. This remains to achieved (JC16.2).

The lack of an M&E LTE and an appropriate monitoring system reduces the internal monitoring and reporting capacity of the projects. For example, during the ROM pf 2021, the most updated progress report made available to the Rom Expert, only described activities implemented up until April 2020 (Report no.4 - REPORTING PERIOD: 1st November 2019 to 30th April 2020). It was therefore not possible to assess the implementation ratio of the project at the time of this Rom Review. During the field phase, the evaluators will further examine issues of programme coherence and complementarity, and the impact on outcomes and outputs.

Although the programme has developed good complementarities between at activity level, complementarities and coordination between components is weak and could be better. Weak internal processes and decision making are not adapted to rapid response requirements for some activities which has in turn delayed implementation (Civil Registration component).

Other obstacles to smooth implementation were severe difficulties implementing partners faced with complying to EU procedures (NCRA). Delays in the completion of the Data Centre and tendering

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3 There is currently no LTE embedded in the National Civil Registration Authority.
process for data. There is broad coherence between national and sector policies and equally broad similarity between the objectives across the three components (i.e., improved institutional performance and core reforms). Regulatory systems

EU support complements other donor support to the Parliament. The UNDP in Sierra Leone and other agencies such as the WFD, the Africa Capacity Building Foundation (ACBF) and the National Democratic Institute (NDI), have been supporting the Parliament of Sierra Leone since 2007. Over the years however, UNDP has been the most consistent partner of the Parliament. Its support culminated in the development of a Strategic Plan (2016-2019) with the goal of providing direction and focus to the work of Parliament (JC 16.3). Although some activities are complementary, coordination and collaboration are limited between stakeholders. This is particularly relevant for interventions requiring engagement with Parliament. This problem arises because of the structure of programme as stand-alone components.

<table>
<thead>
<tr>
<th>EQ 17</th>
<th>To what extent are cross-cutting issues: gender, environment, climate change – addressed in identification and formulation documents? To what extent were they reflected in implementation and monitoring?</th>
</tr>
</thead>
<tbody>
<tr>
<td>JC17.1</td>
<td>Gender equality and inclusiveness are integral to good governance for beneficiary institutions</td>
</tr>
<tr>
<td>JC17.2</td>
<td>The three components of the programme have invested significant inputs into gender mainstreaming and inclusivity reforms</td>
</tr>
<tr>
<td>JC17.3</td>
<td>Crosscutting issues are regularly tracked and monitored in the programme logframe</td>
</tr>
</tbody>
</table>

Gender inclusivity is an important focus/requirement for EU funded programmes. The programme has benefitted from the previous support of UNDP which was instrumental in the development and dissemination of related policies. Gender equality and disability awareness are key components of all activities.

There has been some progress in addressing gender equality under some components (Electoral Cycle Support, Support to Parliament). Support for inclusive electoral process is evident in the ECSL’s development of a Gender and Disability Policy (rollout events in four regional centres and printing of materials); ECSL Commissioners, staff and political party leadership received training on gender and disability mainstreaming; developed data collection tools for dissemination of sex-disaggregated statistics; assisted in designing of inclusive information strategy related to gender and disability.

The ECSL and PPRC were supported to update the political party code of conduct with focus on promotion of gender equality and disability inclusion. Women’s wing of political parties received training on the development of party manifestos, campaign resource mobilization, electoral campaign, public speaking, and leadership skills in collaboration with PPRC and All Political Parties Women’s Association (APPWA). The programme also prioritized the dissemination of the Gender and Disability Policies. Mini launches and stakeholders’ sharing sessions were organised in Kenema, Bo, Makeni and Port Loko. The ECSL has also established a department for gender mainstreaming and promoted gender coordination platforms to foster participation of women and persons with disabilities in electoral processes. It has also advocated a reduction of nomination fees for female candidates in elections in order to minimize/eliminate barriers to access. It has also advocated for materials to address the needs of people with disabilities.

Women were specifically targeted during the 2018 elections. This resulted in increase in female participation. Accordingly, for the 2018 election, 3,178,663 registrants were female: 52% and 48% or (1,524,435) were male. The support to Parliament Component has supported the ‘Female Caucus’ in Parliament, (advocating on women’s participation, peace and security) within the Parliament. In the civil service component, in line with the Gender Analysis carried out by the EU Delegation, gender equality is mainstreamed in all phases of human resources management.

Some programme components have clearly contributed to improvements in gender. However, women are still not benefitting to the same degree as men from interventions and the incorporation of gender issues varies widely between programme components ranging from examples of good practice to neglect. In general, although gender issues are considered at design/planning stage and
in the MAPE and various institutional policies, it is to a lesser extent during implementation, and monitoring of impact is weak. While there are attempts at mainstreaming gender across all components there is still some way to go to institutionalise/monitor gender across all activities in the beneficiary institutions. Deep seated cultural practices across the institutional spectrum in Sierra Leone mitigate against change. Other cross-cutting issues such as climate change and environment feature to a lesser extent.

<table>
<thead>
<tr>
<th>EQ18</th>
<th>In the course of identification/formulation were the relevant SDGs and their interlinkages identified? Were they applied in programme formulation and implementation processes?</th>
</tr>
</thead>
<tbody>
<tr>
<td>JC18.1</td>
<td>Good governance, strong institutions, Gender equality and disability are integral in the design of the Support to Governance programme.</td>
</tr>
<tr>
<td>JC18.2</td>
<td>Monitoring reports indicate regular monitoring of SDG targets</td>
</tr>
<tr>
<td>JC18.3</td>
<td>SDGs and their interlinkages are mainstreamed into programme implementation</td>
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</table>

Achieving SDG targets are a key objective of development strategies for the Government of Sierra Leone (JC18.1). Establishing strong institutions, gender equality, improvements in service delivery and inclusiveness are also priorities for Governance sector institutions. These thematic issues are embedded into the design and implementation of the Support to Governance programme (JC18.1). In addition, ownership and coordination are present in the design of the interventions, specifically in connection to relevance and sustainability.

The programme responds to the objectives of the UN 2030 Agenda for Sustainable Development and specifically contributes to the achievement of the SDG targets 5, 10 and 16 respectively - to promote a just, peaceful and inclusive society in Sierra Leone; SDG Goal 16.6 to develop effective, accountable and transparent institutions at all levels, Goal 16.7 to ensure responsive, inclusive, participatory and representative decision-making at all levels, and SDG 5 to achieve gender equality and empower men, women and girls and reduce inequalities within the country. However, monitoring of SDG targets is non-existent across all components. Without adequate monitoring it is difficult to judge the programme’s actual contribution to the SDGs.

<table>
<thead>
<tr>
<th>EQ19</th>
<th>To what extent was ‘Leave No one Behind’ and a rights-based approach utilized in the identification/formulation process? To what extent are they reflected in activities during implementation (e.g. vulnerability assessments; targeting) and in the governance and monitoring of activities?</th>
</tr>
</thead>
<tbody>
<tr>
<td>JC19.1</td>
<td>The governance programme addresses issues of inclusivity in all aspects of design and implementation</td>
</tr>
<tr>
<td>JC19.2</td>
<td>Rights based approaches are reflected in the implementation strategy of the programme and all components</td>
</tr>
<tr>
<td>JC19.3</td>
<td>Logframes consistently monitor performance on inclusivity</td>
</tr>
</tbody>
</table>

The design of the programme includes measures to ensure that the benefits of the programme extend to all Sierra Leoneans including vulnerable and marginalized groups. In this regard, the outcomes and benefits of the interventions are expected to benefit all Sierra Leoneans in terms of better service delivery, accountability and greater transparency. The ‘leaving no one behind’ principle is embedded into organisational principles of the beneficiary institutions and in the Action documents for the programme.

EU support has addressed (and continues to address) at least part of the issues necessary for building operational capacity and reform in the beneficiary institutions. However, the interventions do not address underlying organisational cultures that impede implementation of reforms. Limited technical assistance has been provided in the development of sector policies and strategies. More work is necessary to develop strategies. Coordination is improving but there continues to be plenty of room for further improvement. Monitoring systems in the beneficiary institutions are weak and all share problems with quality to a greater or lesser degree.
3 Overall Assessment

Despite several years of relative stability since the end of a brutal civil war that engulfed the country from 1990 to the early 2000s, good governance remains a key national challenge in Sierra Leone. In general, national institutions and their systems and processes remain fragile, often characterised by bureaucratic inefficiencies, corruption, intense patronage relationships and limited horizontal engagement between key MDAs and other public institutions. In practice, organisations generally work in silos, with poor coordination and limited multi-agency and intra-sector collaboration. Public sector institutions are often characterised by dysfunctional organisational structures and systems and thereby weak capacity to deliver on their mandates.

Addressing institutional capacity deficiencies and reforms in the governance sector in Sierra Leone requires an in-depth understanding of the complex political economy of governance and public service in Sierra Leone. Such an understanding is essential for enabling stakeholders to develop relevant and appropriate strategies to address deep-rooted problems including organisational cultures and practices which lay at the heart of challenges across national institutions. Interventions also require a flexible/adaptive approach to programme design and implementation.

The EU has a longstanding record of support to the governance sector in Sierra Leone, covering EDF and thematic sector support programmes. The EU funded Support to the Governance Sector programme builds on previous interventions by the EU and other donors aimed at addressing weaknesses in governance at national, local and institutional levels. The current programme is designed to respond to the priorities and needs of the governance sector in Sierra Leone. The programme supports institutional capacity, infrastructure, policy/legal reforms across beneficiary institutions. The aim is to promote good governance, gender equality, efficiency, and improved service delivery. These aims and objectives are consistent with key national policies and strategies including the Agenda for Prosperity (2012-2018) and the current Medium-Term National Development Plan (2018-2023). The Support to the Governance Sector programme is also consistent with the objectives of the UN 2030 Agenda for Sustainable Development and directly contributes to the achievement of SDG targets 5, 10 and 16 respectively.

Programme design did not include mechanisms for addressing the challenges emanating from entrenched organisational cultures, weak organisational systems and processes in beneficiary institutions, and their implications for capacity development and institutional reforms. To this end, public sector institutions in Sierra Leone are characterised by highly centralised organisational structures and systems, as well as work cultures that reinforce political/personal patronage especially at leadership levels. In this context, access to resources and power largely derives from a complex interplay of kinship and ethnic ties, and often transient political/social alliances. Programming under such conditions requires a delicate balance of technical interventions alongside adaptive strategies for engaging stakeholders. Although the design of the programme is technically sound, it does not have a strategy for addressing challenges posed by the wider operational context of implementation. This was a significant flaw in the design that has given rise to equally challenging outcomes.

So far, the EU funded programme has had a limited impact on transforming deep seated organisational cultures. Although the TAT have played an important role in managing relationships with the leadership of beneficiary institutions, they have also encountered significant challenges in negotiating critical areas of programme implementation with beneficiaries such as the NCRA and the PSC, exacerbated existing tensions and personality conflicts. The problem is particularly visible for the Civil Registration and Civil Service components of the programme. For the former, relations between the NCRA and the TA team reached breaking point before the collaboration between the PSC and the HRMO has been challenging, and there is a near breakdown in relations between beneficiary institutions o and the TA team. Tensions over access to programme resources have intensified and between PSC and the HRMO since the inception of the programme. The PSC considers itself to be in a higher pecking order in the public service hierarchy and has sought to challenge the roles and responsibilities of the HRMO within the programme. On the other hand, a more positive development for the programme is that although a key stakeholder institution, the PPRC was not included in the Electoral Support component at the design stage, the inclusion of this
The start to programme implementation was delayed by recruitment issues. Covid-19 lockdown restrictions also resulted in prolonged disruption of activities which has also affected the sequencing of activities in the MAPE, and implementation across all three components. A major fall out of the Covid-19 Pandemic is supply chain problems and associated hikes in prices. This has implications for the purchase of goods and services under the programme. Changes have been made to budget lines (e.g., study tours, infrastructure, and ICT) which will have an impact on the results expected. This challenge is exacerbated by the lack of budgetary allocations within beneficiary institutions for maintenance/replacement/upgrade of infrastructure and equipment acquired with EU funding. This will have an impact on long term sustainability and impact.

Despite the delays and disruptions however, significant progress has been made in getting activities back on track since the last quarter of 2021 and early 2022, as institutions return to normal operations following the pandemic. Results have been achieved under all components. The SECSL project was successfully completed and evaluated, and progress has been made towards policy reforms under the Civil Service component. Despite prolonged delays in delivering infrastructure and ICT components of the Civil Registration component, the new data centre is nearly completed and tenders for service providers offering technical support to the centre have been evaluated. ICT infrastructure has been installed at the Parliament and has become fully operational. The new Parliamentary Website and digitalisation of human resource data are also fully operational. Due to delays in implementation some activities have been rescheduled. It is likely that some programme activities will require extension due to the delays and disruptions referenced above. However, any such extension will require clearly planned and costed activities and agreed timeframes for the delivery of activities to avoid further delays.

TA has been beneficial to the recipient institutions in terms of knowledge transfer and technical support. However, there has been a high turnover of TAs across all components. The entire TA team for the Civil Registration component left the programme at the end of February 2022 although critical aspects of the project requiring technical assistance inputs are still to be completed. In addition, the TL for the global programme resigned his post at the end of March 2022. Institutionalisation of capacity building in the beneficiary institutions remains a challenge, as well as improving technical competencies for M&E which has been weak across all components. There is a paucity of evidence-based M&E tools and practices within all beneficiary institutions. This is key for monitoring performance and requires urgent attention. Weak M&E systems also has an impact on knowledge management and institutionalisation of lessons learnt from implementation across the beneficiary institutions. These findings echo the findings of the ROM report on the lack of synergies between the components which was validated at field level during field activities.

Delays in the implementation of MAPE activities poses a real risk to the successful implementation of the global programme. To date only 3% of MAPE activities have been fully completed. Seven activities are at 75% of completion, 12 have reached 50% completion, and 28 activities are at 25% completion. Tween-three activities have not yet started. Consequently, there is a risk that some activities will not be implemented during the project time frame. The risk is higher for activities which require preliminary/complementary actions by beneficiary institutions. Internal challenges in beneficiary organisations can result in delays and complexities in implementation.

Coordination is weak between the various components, further exacerbated by weak communication between implementing partners. This point was mostly highlighted in relation to communication between UNOPS and Service Contractors/TA teams.

Rescheduling of activities and the sequence of activities under some components have created tensions between beneficiary institutions and the TA team and resulted in some mistrust. Significantly, this has also affected the flow of communications between the TA team and beneficiary institutions, with selective information been passed on to some TA experts. This situation has an impact on outcomes under some components particularly Electoral Reforms, Civil Registration, and Support to the Civil Service.

Pending presidential and parliamentary elections scheduled for late 2023 will impact on the delivery of programme activities. Parliament will be dissolved, and political activities will be prioritised across
most institutions. It is imperative that the TA teams works with beneficiary institutions on a timetable for delivery of outstanding activities in order to ensure that programme delivery is not affected by political activities.

TA is central to the delivery of the governance programme. The effectiveness of TA is highly dependent on (a) the quality of support deployed; (b) the ability of TA to adapt/tailor support to the operational context and needs of beneficiary institutions; (c) institutionalisation of capacity building/outcomes within beneficiary institutions; and (d) the extent to which capacity building outcomes are embedded into the systems and structures of beneficiary institutions.

4 Conclusions and Recommendations

4.1 Lessons learnt

Lessons learnt generalise findings and translate past experience into relevant knowledge that should support decision making, improve performance and promote the achievement of better results. Ideally, they should support the work of both the relevant European and partner institutions.

4.2 Conclusions

Strengthening governance is a core priority for the Government of Sierra Leone (GoSL) and EU development cooperation. The EU is one of the largest donors supporting governance sector institutions to address gaps in institutional capacity, policy reform, infrastructure/communication, and ICT. The Support to the Governance Sector in Sierra Leone programme has achieved positive outcomes in areas such as staff training, infrastructure/logistics, technology/ICT, and knowledge transfer. On the other hand, limited progress has been achieved in transforming key areas of policy and legislative reforms. Positive outcomes are constrained by poor coordination and collaboration between stakeholders, weak institutional capacities to manage change, and deep-seated organisational cultures and practices which mitigate against the benefits of programme interventions. Results achieved to date from implementation across the main components are uneven. Support to the National Election Commission project (SNEC) under the Electoral Support component were successfully completed in 2018. Most activities under the infrastructure support to Parliament is well on course to be successfully completed within the time frame of the intervention. Overall, most technical training and TA support activities for the Parliament, Civil Service and Electoral Cycle component are also on course to be completed despite delays to the start of some activities under the support to Civil Service component. Technology/technical support and capacity building activities under the Civil registration component including the construction of a Data Centre and a civil registration system have been severely delayed and are unlikely to be completed before the end of the implementation period. Achieving successful outcomes is highly dependent on the overall operational context, including organisational leadership, availability and quality of TA, institutional capacity as well as coordination and communication between key stakeholders.

Service Contracts are not aligned to the extended implementation period required due to delays in the start of the programme and disruptions caused by the Covid-19 Pandemic. The Service Contract for the Civil Registration component (B&S Europe) ended in February 2022, although the main activities requiring inputs from the TA team were still pending.

Sustainability of interventions depends on the ability of beneficiary institutions to institutionalise results/outcomes of programme interventions within their structures, systems, and processes. All beneficiary institutions in the programme face budgetary constraints and delays in the allocation of limited central government resources and limited budgets for maintenance and capacity building. Unless adequate resources are allocated for maintenance of infrastructure and replacement of equipment there is a real risk that infrastructure investments made under the programme will not be sustainable in the medium to long term.
TA inputs have been mostly technical, focused on providing expert support and inputs related to training, infrastructure, technology, and ICT. Although the TA team have worked extremely hard in the face of serious challenges to deliver on the MAPE and other activities, technical support from service contractors has not been strategic and effective. An important gap in TA inputs relates to political engagement, coordination, strategy/organisational development. Implementation has been fragmented with no coherent approach to creating synergies and monitoring outputs/outcomes to ensure that the three components are contributing to the global objectives. In short, M&E has been week.

Overall, M&E is weak and fragmented. The programme lacks a robust evidence-based results monitoring framework. Each component has a separate monitoring process, with no overall results management framework for the global programme.
### Annexes

#### Annex A. Stakeholder Map

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<th>Electoral Cycle</th>
<th>Civil Registration</th>
<th>Civil Service Reform</th>
<th>Support to Parliament</th>
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<td>Implementing Partners:</td>
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<td>Target Groups:</td>
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<td>Local Authorities</td>
<td>National Civil Registration Authority (NCRA)</td>
<td>National Authority Office (MoPED)</td>
<td>Parliament of Sierra Leone</td>
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<td>Civil Society Organisations (CSOs)</td>
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<th>Annexes</th>
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<td>Annex A</td>
<td>Stakeholder Map</td>
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</table>

- **Electoral Cycle**
  - Implementing Partners: DAI/Human Dynamics
  - National Partners: Electoral Commission (ECSL), Political Partners Registration Committee
  - Target Groups: Local Authorities, Civil Society Organisations (CSOs)

- **Civil Registration**
  - Implementing Partners: B&S Europe
  - National Partners: United Nations Office for Project Services (UNOPS)
  - Target Groups: NCRA and District Registration Centres

- **Civil Service Reform**
  - Implementing Partners: DAI/Human Dynamics
  - Target Groups: Ministries, Departments, Agencies (MDAs), Local Government

- **Support to Parliament**
  - Implementing Partners: DAI/Human Dynamics
  - National Partners: United Nations Office for Project Services (UNOPS)
  - Target Groups: Development Partners Coordinator (De PAC), Parliamentary Committees (Gender, Legislature, PAC, Female Caucus in Parliament), Office of the Clerks of Parliament
Annex B. Intervention Logic and Theory of Change for Support to Governance

INTERVENTION LOGIC AND THEORY OF CHANGE
SUPPORT TO GOVERNANCE SECTOR IN SIERRA LEONE

EXPECTED IMPACT:
Overall improvement of public sector management and consolidation of peace, democracy, rule of law and security

Overall Objective:
Facilitation of political dialogue and democratic reform

ASSUMPTIONS:
- Target Groups have the capacities to absorb benefits of outputs
- Governance sector outcomes are complimentary or support other actions

Expected Outcomes:
- Sustainable improvement of NEC’s long-term capacity to carry out its mandate
- Enhanced Parliament role and performance in legislative processes
- A robust civil service and public policy
- Allow a broad range of state institutions to carry out their mandate and improve service delivery

Typologies of Outputs

1. Policy Reforms
- Strengthened interface with civil society
- Improved service delivery mechanisms
- Improvement in research capacity and data to support service delivery

Component 1
- Support to NEC for electoral processes
- Capacity building for voter registration
- Interagency coordination for election

Component 2
- Technical assistance for institutional development
- Infrastructure, equipment and logistic support
- Support to office of the Clerk of Parliament & Committees

Component 3
- TA for improving voter registration
- Registration of birth, death, marriage and immigration
- Infrastructure support

Component 4
- Policy Reforms
- Capacity building support
- Coordination, communication mechanisms

2. Institutional Capacity Enhancements
- Training and Capacity Building
- Improvements in Infrastructure, ICT/Technology, Communications and Equipment

3. Transparency and Partnerships
- Improved Coordination among Stakeholders
- Gender Inclusivity

Technical
- TA Support
- Strategies

Political
- Legal & Policy Reforms
- Leadership and Commitment to Change

Procedural
- M & E
- Approval/Contractual Processes
- Coordination

Financial and Human Resources
- EU Financial Resources
- GOSL Financial Resources
- Human Resource Capacity for Programme Implementation
### Annex C. Multi Annual Programme Estimate (MAPE): Progress in activity implementation – 15/03/2022

<table>
<thead>
<tr>
<th>Activity/ Sub Activity</th>
<th>25%</th>
<th>50%</th>
<th>75%</th>
<th>100%</th>
<th>Remarks</th>
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<tr>
<td><strong>3.1.1 Assess civil service reform policy, legal and institutional framework at central and decentralized level; support streamlining institutions and mandates, including through, where appropriate, drafting legal instruments.</strong></td>
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<td><strong>3.1.1.1 Nationwide consultation with MDAs (centre) and district offices regarding necessity of comprehensive review and modification of Civil Service Code, Rules and Regulations; IPAS forms; Leave Application Form; Manpower Planning Form; Recruitment Form; and other relevant forms.</strong></td>
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<td><strong>3.1.1.2.1 Drafting and compilation of modified draft civil service code, regulations, and rules (including all relevant forms).</strong></td>
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<td><strong>3.1.1.2.2 Nationwide validation of modified draft civil service code (including all relevant forms) with district.</strong></td>
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<td>This activity is in sequence and will commence upon completion of the preceding activity.</td>
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<tr>
<td><strong>3.1.1.2.3 Cabinet approval for modified civil service code, rules, regulations (including all relevant forms), its printing and dissemination across MDAs (centre and provinces).</strong></td>
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<td>This activity is in sequence and will commence upon completion of the preceding activity.</td>
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<tr>
<td><strong>3.1.1.3.1 Business processes of all directorates and Charter of HRMO (for future integration with PRMS).</strong></td>
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<tr>
<td><strong>3.1.1.4.1 Technical Assistance for development of HRMO’s strategic plan and communication strategy.</strong></td>
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<tr>
<td><strong>3.1.1.4.2 3 days’ retreat of HRMO, AGD, and MoF officials (25 participants) in Bo to validate draft strategic plan (along with communication strategy of HRMO).</strong></td>
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<td>This activity is in sequence and will commence upon completion of the preceding activity.</td>
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<tr>
<td><strong>3.1.1.5.1 PSC’s Consultation on public service legislative review report and draft public service policy with key stakeholders of public service (all agencies and commissions dealing with public service management matters).</strong></td>
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<tr>
<td><strong>3.1.1.5.2 Validate draft public service policy with key stakeholders and then present it to cabinet for approval.</strong></td>
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3.1.1.5.3 A Drafting of public service bill with key stakeholders.

3.1.1.5.4.1 Strategic Parliamentary Engagement

3.1.1.5.4.2 Presentation of the bill to Parliament for approval.

3.1.1.5.5 Publication and communication of Public Service Act.

3.1.1.6.1 PSC to update and validate Public Service Regulations, 1982.

3.1.1.6.2 Publication of Public Service Regulations and communication.

3.1.1.6.3 To review and update public service HR administrative manuals and guidelines, HR audit manual for public service and publish and disseminate them.

3.1.2 Provide technical, capacity building and policy assistance to HRMO and Public Service Commission and possibly selected key Ministries.

3.1.2.1 HRMO to organise 8 seminars of leadership of all MDAs at CSTC in Freetown (80 participants each).

3.1.2.2 HRMO outreach to MDAs on quarterly basis - nationwide consultation by HRMO team with HR Officers and staff of MDAs.

3.1.2.3 Review and upgrade HRMO’s website, IT infrastructure, and training of IT staff.

3.1.2.4 HRMO study tour to East Africa on Strategic Leadership (visit to Kenya’s Civil/Public Service Institution).

3.1.2.5 To review and update internal policy documents of PSC e.g. PSC’s MFR, PSC Strategic Plan (2021-2025), PSC Service Delivery Charter, PSC terms & conditions of service, PSC Code of Conduct & Ethics, PSC Communication Plan, PSC Annual Reports (2018, 2019, 2020), and records management.
| 3.1.2.6. Review PSC’s records management policy and set up an effective records management infrastructure (storage, retrieval, and management system) at PSC HQ & regional offices. |   | Completed |
| 3.1.2.7. To review and upgrade PSC (HQ) website, IT infrastructure, and training to the IT staff. |   | Concept note from PSC awaited |
| 3.1.2.8 PSC to conduct study tour for Chairman, Members, and senior staff in West or East Africa. |   | This activity has commenced - the Concept Note and Terms of Reference have been approved. |
| 3.1.3 Carry out a baseline study and end-of-project organisation assessment of relevant institutions, and review their effective management practices. |   | This activity is in sequence and will commence upon completion of the preceding activity. |
| 3.1.3.1 Workshop for validation of STNKE’s Report and distribution of validated report |   | The workshop has been planned for validation of the deliverables by the leadership of the beneficiary institutions. |
| 3.1.4 Assist in drafting policies/guidelines on issues such as sexual harassment, gender-based-violence, job mobbing, affirmative action, support adoption and implementation. |   |   |
| 3.1.4.1 Workshop for validation of STNKE’s Report on Gender Mainstreaming and distribution of the validated report. |   |   |
| 3.2.1 Provide embedded assistance to HRMO to build on previous achievements regarding implementation of rightsizing policy, integrity and cleaning of payroll, pay for performance, Support effective performance management system. |   |   |
| 3.2.1.1 To conduct nationwide sensitization, followed by actual headcount through biometric verification for all civil servants for the payroll. |   |   |
| 3.2.1.2 To clean up payroll data by way of removal of civil servants from off-scale, placement of civil servants on the MDAs’ financial coding blocks, correction of staff designation, date of birth, NASSIT no., and relevant grade on the payroll. |   |   |
| 3.2.1.2.1 HRMO to institutionalize performance management policy by way of training civil servants on IPAS and monitoring its implementation. | Completed |   |
3.2.1.2 To conduct a study tour of HRMO officials on performance management in a Civil/Public Service institution of an African country

3.2.1.3 To carry out workload analysis (including study tour) and conduct a workshop for validation of its report.

3.2.1.4 To develop a competency framework and workshop for its validation.

3.2.2 Support implementation and roll out of Personnel Data Records Management System. Support HR policies on: recruitment, promotion; selection; health; safety and security of civil servants; leaves; compensation/equal payment for equal job and benefits; retirement; trainings and career development; disciplinary measures; dismissal.

3.2.2.1 Collect and scan paper records of civil servants in PRMS.

3.2.2.2 To conduct a study tour of HRMO officials on performance management in a Civil/Public Service institution of an African country

The DG-HRMO's correspondence with the Kenya School of Government have commenced
This activity is scheduled for commencement in July 2022.

3.2.3 Support inclusive development of training plans and curricula involving national experts, including from University of Sierra Leone, and implement a training of trainers; support delivery of trainings across civil service with a focus on key skills and competences for higher grades, provide assistance to assess capacities and needs of Civil Service Training College (CSTC).

3.2.3.1 Hire a ST consultant for the MFR of CSTC and to organise a workshop to validate MFR report.

3.2.3.2.1 Develop training of trainers (ToT) programme on induction training.

3.2.3.2.2 Organize a workshop for validation of ToT programme.

This activity is in sequence and will commence upon completion of the preceding activity.

3.2.3.2.3 Retreat for 2-days in Freetown for 20 facilitators for delivery of ToT methodology.

This activity is in sequence and will commence upon completion of the preceding activity.

3.2.3.3.1 Capacity support to CSTC (training furniture, office equipment etc.).

3.2.3.3.2 To review and upgrade CSTC website, IT infrastructure, and training of IT staff in the regions.
3.2.3.3.3 Develop pre-confirmation examination manual.

3.2.5 Support assessing and improving existing M&E system within Civil Sector Reform institutions including a training plan for M&E staff.

3.2.5.1 Workshop for validation of STNKE’s Report and printing and distribution of validated report.

3.2.6 Carry out comprehensive gender needs assessment with recommendations, develop a sustainable M&E mechanism to assess the progress of gender mainstreaming, develop and implement training plans on specific gender-related HRM and development issues.

3.2.6.1 Workshop for validation of STNKE’s Report, printing and distribution of validated report, and delivery of training programmes with on gender mainstreaming.

This activity is in sequence and will commence upon completion of the preceding activity.

The workshop has been planned for validation of the deliverables by the leadership of the beneficiary institutions.
Annex D. List of persons interviewed

<p>| Person 1 | Person 2 | Person 3 | Person 4 | Person 5 | Person 6 | Person 7 | Person 8 | Person 9 | Person 10 | Person 11 | Person 12 | Person 13 | Person 14 | Person 15 | Person 16 | Person 17 | Person 18 | Person 19 | Person 20 | Person 21 | Person 22 | Person 23 | Person 24 | Person 25 | Person 26 | Person 27 | Person 28 | Person 29 | Person 30 | Person 31 | Person 32 | Person 33 | Person 34 | Person 35 | Person 36 | Person 37 | Person 38 | Person 39 | Person 40 | Person 41 | Person 42 | Person 43 | Person 44 | Person 45 | Person 46 | Person 47 | Person 48 | Person 49 | Person 50 | Person 51 | Person 52 | Person 53 | Person 54 | Person 55 | Person 56 | Person 57 | Person 58 | Person 59 | Person 60 | Person 61 | Person 62 | Person 63 | Person 64 | Person 65 | Person 66 | Person 67 | Person 68 | Person 69 | Person 70 |</p>
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