



**PEACEBUILDING FUND (PBF)
END OF PROJECT REPORT
COUNTRY: Sierra Leone
REPORTING PERIOD: 01.01.2014 - 30.09.2015**

Programme Title & Project Number
Programme Title: Building Effective and Accountable Institutions for Increased Citizen Security Programme Number (if applicable) ATLAS ID 00088147 MPTF Office Project Reference Number: ¹

Recipient UN Organizations
List the organizations that have received direct funding from the MPTF Office under this programme: UNDP

Implementing Partners
List the national counterparts (government, private, NGOs & others) and other International Organizations: -Sierra Leone Police (SLP) -Ministry of Internal Affairs (MIA) -Office of the National Security (ONS) -Royal Sierra Leone Armed Forces (RSLAF) -Sierra Leone Correctional Services (SLCS) -Independent Police Complaints Board (IPCB) -Mano River Union (MRU) -International Security Advisory Team (ISAT) - African Policing Civilian Oversight Forum (APCOF)

Programme/Project Budget (US\$)
PBF contribution (by RUNO) \$1,144,835
Government Contribution (if applicable)
Other Contributions (donors) (if applicable)

Programme Duration
Overall Duration (months) 21 months Start Date ² (dd.mm.yyyy) 01.01.2014 Original End Date ³ (dd.mm.yyyy) 30.06.2015 Final End date ⁴ (dd.mm.yyyy) 30.09.2015

¹ The MPTF Office Project Reference Number is the same number as the one on the Notification message. It is also referred to "Project ID" on the [MPTF Office GATEWAY](#)

² The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#)

³ As per approval of the original project document by the relevant decision-making body/Steering Committee.

⁴ If there has been an extension, then the revised, approved end date should be reflected here. If there has been no extension approved, then the current end date is the same as the original end date. The end date is the same as the operational closure date which is when all activities for which a Participating Organization is responsible under an approved MPTF / JP have been completed.

-BPPS \$597,479.55	
-BPPS \$ 30,548.14	
TRAC \$42,872	
TOTAL:	\$1,815,734.69

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Programme Assessment/Review/Mid-Term Eval.	
Mid-Term Evaluation / Review - if applicable <i>please attach</i>	
<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No Date:
End of project Evaluation- <i>if applicable please attach</i>	
<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No Date:

Report Submitted By	
Name:	
Title:	
Participating Organization (Lead):	
Email address:	

PART 1 – RESULTS PROGRESS

1.1 Assessment of the project implementation status and results

For PRF projects, please identify Priority Plan outcome and indicators to which this project has contributed:

<i>Priority Plan Outcome to which the project has contributed. 1. Support the implementation of peace agreements and political dialogue (1.1 - SSR)</i>
<i>Priority Plan Outcome indicator(s) to which project has contributed.</i>

For both IRF and PRF projects, please rate this project’s overall achievement of results to date: on track

For both IRF and PRF projects, outline progress against each project outcome, using the format below. The space in the template allows for up to four project outcomes.

Outcome Statement 1: Improved security sector governance, oversight and coordination

Rate the current status of the outcome: on track

<p>Indicator 1: % population more satisfied with service quality; have increased trust /confidence; feel safer in communities (disaggregated men/women/girls; communities within / outside border areas)</p>	<p>Baseline: 35% of population perceive SLP as corrupt (ACC perception survey; 2010) Target: 10% reduction in perception of corruption Progress:A perception survey was due to be carried out jointly with DFID-funded security and justice project in 2015. This has been postponed to Q2 2016, current data therefore not available.</p>
<p>Indicator 2: % increase of qualified women recruited to the SLP (disaggregated per rank)</p>	<p>Baseline: 20% women serving in SLP overall, one female at Executive Management Board level Target: 10% (tbd) increase. Progress:It will not be possible to achieve this indicator. All recruitment was suspended from 2014 Q4 2015 due to EVD.</p>
<p>Indicator 3:</p>	<p>Baseline: Target: Progress:</p>

Output progress at the end of project

List the key outputs achieved under this Outcome (1000 character limit).Outputs are the immediate deliverables for a project.

Independent Police Complaints Board established with critical operational and policy frameworks in place. Now operational and reviewing first case- death in custody. Coordination systems established with other Human Rights/Oversight bodies. Rehabilitation of IPCB building almost completed. Police Internal Disciplinary Dept. further trained and strengthened. Due to EVD, no recruitment during project period but SLP recruitment and promotion policies with target of 30% women approved and publicized. Research on barriers to women entering the SLP, and outreach done in preparation for 2016 recruitment. Nationwide Police Assets review complete, policy approved and software for assets management developed. During EVD, Police and

Army provided with essential protective equipment, SOPs and training developed for human rights sensitive checkpoints. A 24 hour response centre was operationalized. EVD sensitization for the border communities was undertaken through Manu River Union.

Outcome progress at the end of project

Describe progress made toward the achievement of this outcome. This analysis should reflect the above indicator progress and the output achievement. Is there evidence of the outcome contributing to peacebuilding and to the specific conflict triggers (3000 character limit)?

Security sector governance and oversight was improved, and during EVD, more responsive to communities through human rights sensitisation, and outreach in border areas. UNDP supported the ONS in developing a training manual to ensure protection and respect for human rights in quarantines and roadblocks during the EVD crisis together with the Human Rights Commission. As a result 2000 security personnel were trained on checkpoint procedures and human rights in applying emergency measures. UNDP supported police and military officers with necessary equipment. Community volunteers sensitised border communities on EVD and provided a link to security providers. Prisons given watsan facilities, EVD prevention kits and training plus 5 isolation units were built for new inmates. As a result no cases entered prisons. Given the severe restrictions, and 1000s of security personnel deployed, the crisis could have triggered severe conflicts. However, according to press reports, while there reports of a small number of disturbances in 2014, few were reported in 2015, and no significant conflicts occurred. Despite EVD, good progress was made on police accountability through establishment and operationalising of the IPCB, and training for other agencies responsible for police complaints has significantly contributed to improved oversight in the sector. IPCB has begun reviewing its first case (death in police custody) and holds regular meetings with the CDIID ensuring effective case management. Better assets management is progressing which will strengthen police anti-corruption and internal oversight measures. Although limited progress was made in improved gender equality, the SLP is better placed to understand barriers to women entering police, and tailor approaches to ensure more recruitment/promotion of women in 2016.

Reasons for low achievement and rectifying measures

If sufficient progress was not made, what were the key reasons, bottlenecks and challenges? Were these foreseen in the risk matrix? How were they addressed (1500 character limit)?

After the first EVD case on 17 May 2014 the crisis evolved very fast. Emergency restrictions imposed included: restrictions on movement, business opening hours, and gatherings. Many police and military officers were deployed as EVD response. International flight restrictions limited access to international expertise. Hence, the project was hampered pursuing original planned activities, and also data gathering for M&E. In Q3 2014 project activities were re-programmed to support EVD response. By summer 2015, police personnel slowly became available for non-EVD business, and a NCE was granted to complete activities by 30 September 2015. Difficulties were encountered in measuring impact, due to the lack of reliable or regular sources of data. To address this, a perception survey was to be done jointly with DFID-funded project in summer 2015. At the last minute they postponed this and UNDP was unable to develop a standalone survey (due to time needed for procurement, lack of sufficient funds set aside etc). A survey is due to take place in early 2016.

Outcome Statement 2: Improved border security for enhanced citizen safety

Rate the current status of the outcome: off track

<p>Indicator 1: Sierra Leone Border Strategy in place</p>	<p>Baseline: - 1 joint border control facility, No specific capacity building of LPBBs on border security issues in border areas, -Limited CSO involvement in community policing and security in border area</p>
<p>Indicator 2:</p>	<p>Target: Progress:Border Security Management Strategy completed</p>
<p>Indicator 3:</p>	<p>Baseline: Target: Progress:</p>
	<p>Baseline: Target: Progress:</p>

Output progress at the end of project

List the key outputs achieved under this Outcome (1000 character limit). Outputs are the immediate deliverables for a project.

Border Security Management Strategy completed but no further activities on this outcome due to EVD reprogramming

Outcome progress at the end of project

Describe progress made toward the achievement of this outcome. This analysis should reflect the above indicator progress and the output achievement. Is there evidence of the outcome contributing to peacebuilding and to the specific conflict triggers (3000 character limit)?

Limited progress. While a border security policy has been drafted, UNDP could not help implement through training, sensitisation or strengthening local community participation.

Reasons for low achievement and rectifying measures

If sufficient progress was not made, what were the key reasons, bottlenecks and challenges? Were these foreseen in the risk matrix? How were they addressed (1500 character limit)?

As described, EVD made most activities impossible, and it was agreed with PBSO in the reprogramming process to stop work on this outcome.

Outcome Statement 3:

Rate the current status of the outcome: on track

<p>Indicator 1:</p>	<p>Baseline: Target: Progress:</p>
<p>Indicator 2:</p>	<p>Baseline:</p>

Indicator 3:	Target: Progress: Baseline: Target: Progress:
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Output progress at the end of project

List the key outputs achieved under this Outcome (1000 character limit). Outputs are the immediate deliverables for a project.

Outcome progress at the end of project

Describe progress made toward the achievement of this outcome. This analysis should reflect the above indicator progress and the output achievement. Is there evidence of the outcome contributing to peacebuilding and to the specific conflict triggers (3000 character limit)?

Reasons for low achievement and rectifying measures

If sufficient progress was not made, what were the key reasons, bottlenecks and challenges? Were these foreseen in the risk matrix? How were they addressed (1500 character limit)?

Outcome Statement 4:

Rate the current status of the outcome: on track

Indicator 1:	Baseline: Target: Progress:
Indicator 2:	Baseline: Target: Progress:
Indicator 3:	Baseline: Target: Progress:

Output progress at the end of project

List the key outputs achieved under this Outcome (1000 character limit). Outputs are the immediate deliverables for a project.

Outcome progress at the end of project

Describe progress made toward the achievement of this outcome. This analysis should reflect the above indicator progress and the output achievement. Is there evidence of the outcome contributing to peacebuilding and to the specific conflict triggers (3000 character limit)?

Reasons for low achievement and rectifying measures

If sufficient progress was not made, what were the key reasons, bottlenecks and challenges? Were these foreseen in the risk matrix? How were they addressed (1500 character limit)?

1.2 Assessment of project evidence base, risk, catalytic effects, gender at the end of the project

<p><u>Evidence base</u>: What was the evidence base for this report and for project progress? What consultation/validation process has taken place on this report (1000 character limit)?</p>	<p>This report draws on reports from media, IPs, meetings, and consultations with stakeholders (e.g. one to one discussions with head of IPCB and investigator; discussion with Campaign for Good Governance; UNDP workshops on Security Sector Reform strategy). Also, reports from the independent regional police oversight body APCOF (which was an IP). No validation process took place due to lack of time after IPs submitted closing reports.</p>
<p><u>Funding gaps</u>: Did the project fill critical funding gaps in peacebuilding in the country? Briefly describe. (1500 character limit)</p>	<p>The drawdown of UNIPSIL in March 2014 left a critical gap in peacebuilding support in Sierra Leone. The major donor is DFID, and in the project period, they have provided little support to SLP other than 2 technical advisers (in ISAT). During EVD, support was critical as the Government struggled to respond effectively. UNDP was able to apply human rights based approaches to security sector responses.</p>
<p><u>Catalytic effects</u>: Did the project achieve any catalytic effects, either through attracting additional funding commitments or creating immediate conditions to unblock/accelerate peace relevant processes? Briefly describe. (1500 character limit)</p>	<p>Demonstrating a commitment to identifying lessons learnt and best practice as a result of the EVD crisis, the Government organized a National Security Sector conference and a high level coordination meeting for relevant agencies in May 2015. Within the National, and UNDP Ebola Recovery Strategies, support for border communities has become a higher priority, as has the idea that improved community relations can strengthen intelligence-led policing. Through other funding, UNDP has commenced a community policing pilot in Kambia, which will bring the local community structures together with security structures, improving information-sharing and enhance the visibility and accessibility of the SLP. The completion of the Border Management Strategy in late 2015 further confirms a committed multi agency approach towards strengthening the security at the borders.</p>
<p><u>Risk taking/ innovation</u>: Did the project support any innovative or risky activities to achieve peacebuilding results? What were they and what was the result? (1500 character limit)</p>	<p>The project was innovative by bringing human rights based approaches into EVD response. The Government response was highly centralised and 'top-down'. UNDP was able to mobilise community structures and also ensure that checkpoints did not become loci for heavy-handed or abusive police practices.</p>
<p><u>Gender marker</u>: How have gender considerations been mainstreamed in the project to the extent</p>	<p>The imposition of checkpoints staffed exclusively by male security personnel has a disproportionately negative impact on women and young girls as they fear harassment and/or abuse.</p>

<p>possible? Is the original gender marker for the project still the right one? Briefly justify. (1500 character limit)</p>	<p>The project's SOPs on checkpoints, and training of 2000 security personnel ensured gender sensitivity was addressed. The project also focussed on gender within the SLP by seeking to increase the percentage of women through improved recruitment procedures. Although EVD interrupted recruitment, the research on gender barriers to entry into and promotion within SLP has enriched SLP and UNDP's understanding and formed the basis of improved/targeted outreach to key constituencies. SLP report notable interest from potential women candidates for 2016 recruitment as a result of the outreach. The gender marker of 2 remains appropriate</p>
<p><u>Other issues:</u> Are there any other issues concerning project implementation that should be shared with PBSO? This can include any cross-cutting issues or other issues which have not been included in the report so far. (1500 character limit)</p>	<p>The project leveraged expertise through DPKOs Standing Police Capacity. This had the advantage of providing a relatively quick and cost-effective pool of SSR experts. But the SPC does not guarantee support to UNDP, and the usual maximum of 6 months deployment has led to problems of turnover and continuity in the project. Also, limitations in capacity or cooperation with other DPs was highlighted by ASJP abruptly postponing the planned joint survey (for internal reasons) leaving UNDP unable to complete important means of verification. However, the disruption to activities and normal life in the country for the majority of the project period would have rendered the results less significant. In this project, while most output indicators were achieved, the outcome level indicators were not. The PBF still allowed essential stabilising efforts during an unprecedented crisis. It was vital for defeating Ebola that law and security was maintained, as public unrest could have fueled the crisis further. And UNDP's close engagement and support under the SSR project became privy to some of the shortcomings, challenges that remain within these institutions enriching future work Moreover, the M&E process could be further refined. Outcome level change is impossible to report on in project progress reports. It would be better to focus on process indicators, and output indicators until the final report.</p>

PART 2: LESSONS LEARNED AND SUCCESS STORY

2.1 Lessons learned

Provide at least three key lessons learned from the implementation of the project. These can include lessons on the themes supported by the project or the project processes and management.

Lesson 1 (1000 character limit)	Nationwide training (investigations, use of force, human rights, complaints handling) for 250 CDIID officers was successfully completed in the 5 district HQs. Trainee evaluation forms requested support for English skills. UNDP then undertook a literacy assessment of 600 (5%) SLPofficers (focussed CDIID - 50% were tested) which showed that reading comprehension, vocabulary and grammar skills are poor, with only 27% of members tested getting above the ‘Basic User level on the reading test and 22% scoring at the lowest level of reading ability. In 2016, the SSR project will focus on skills such as listening and note-taking; preparing official reports; written accuracy (including spelling); proof-reading; presenting facts and evidence logically and confidently in court (under stressful conditions). This process indicated the need to do better capacity assessment before determining interventions, and to focus on basic skills before, or in conjunction with a plan of professional training.
Lesson 2 (1000 character limit)	It was not possible to progress the recommendations of the Command and Control review that was completed by ISAT (commissioned by UNDP) in December 2014. This review was also affected by the inability of the consultant to travel out of Freetown due to emergency measures. Command and Control activities were significantly distracted by the EVD crisis as temporary command and control structures (National and District Ebola Response Centres) were established. Existing ONS and SLP structures were not utilised, and instead new structures were established partly due to political issues. This showed the continuing vulnerability of the security structures to political involvement.
Lesson 3 (1000 character limit)	The permission to reprogram the SSR project to support the security sector in their response to an unprecedented and large-scale health crisis has revealed important findings that will be carried forward into the new project as well as inform the development of the strategic framework. This has included both demonstrated capacity within RSLAF (fast mobilization and effective in deployment) as well as dysfunctional systems within the SLP that needs strengthening and support, such as improved assets management, payroll management and discipline and oversight to counter systemic corrupt practices .
Lesson 4 (1000 character limit)	
Lesson 5 (1000 character limit)	

2.2 Success story (OPTIONAL)

Provide one success story from the project implementation which can be shared on the PBSO website and Newsletter as well as the Annual Report on Fund performance. Please include key facts and figures and any citations (3000 character limit).

A key component of the joint UNIPSIL and UNDP Security Sector Reform project – Building Effective and Accountable Institutions for Increased Citizen Security in Sierra Leone was to support the Independent Police Complaints Board (IPCB) in becoming fully operational. The IPCB was established by Constitutional Instrument in 2013 and is vested with powers to ensure effective oversight of the police for cases involving alleged serious misconduct as well as a preventive mandate that allows the body to make recommendations to the Sierra Leone Police (SLP) to improve policy and procedures rooted in best practices and principles of democratic policing. This will support the SLP in fostering increased trust in the institution by the public.

As the planned project activities were well-underway, Sierra Leone registered the first Ebola Virus Disease cases in May 2014 which quickly resulted in a serious crisis – never seen before in any country. This resulted in many of the planned activities to support the operationalization of IPCB not being achievable. However, the Chairperson of the Board, Mr. Valentine Collier together with his team felt impelled to continue the work, and argued to the then UNDP Security Sector Programme Manager that the important task of establishing an effective policing oversight body ‘cannot wait for Ebola’ - we must continue.

This was then made achievable through IPCB partnership with the African Policing Civilian Oversight Forum (APCOF) and support of UNDP, who supported IPCB remotely with technical support from 1 November 2014 – 31 October 2015. In this time, all core internal and external operational documents have been developed and finalized, including Standard Operating Procedures, M&E frameworks, memorandum of understanding with the Police and Human Rights Commission. The IPCB Chairperson has set-up a Civilian Oversight Forum constituting all bodies within Sierra Leone ensuring for effective coordination and communication – all vital for ensuring the effective operationalization of the oversight body. This culminated in joint trainings by APCOF and IPCB in September and finally the official launch by the President of Sierra Leone on 20 October 2015 – two and a half weeks before the country was finally declared Ebola-free. The dedication and strong will of the IPCB Chairperson and team during a very serious and stressful epidemic bears witness of the institutions ability to become a strong oversight body provided that its mandate and functions continues to receive full commitment from government.

PART 3 – FINANCIAL PROGRESS AND MANAGEMENT ARRANGEMENTS

3.1 Comments on the overall state of financial expenditure

Please rate whether project financial expenditures were on track, slightly delayed, or off track: on track

If expenditure was delayed or off track, please provide a brief explanation (500 characters maximum):

Please provide an overview of project expensed budget by outcome and output as per the table below.⁵

Output number	Output name	RUNOs	Approved budget	Expensed budget	Any remarks on expenditure
Outcome 1:					
Output 1.1					
Output 1.2					
Output 1.3					
Outcome 2:					
Output 2.1					
Output 2.2					
Output 2.3					
Outcome 3:					
Output 3.1					
Output 3.2					
Output 3.3					
Outcome 4:					
Output 4.1					
Output 4.2					
Output 4.3					
Total					

3.2 Comments on management and implementation arrangements

Please comment on the management and implementation arrangements for the project, such as: the effectiveness of the implementation partnerships, coordination/coherence with other projects, any South-South cooperation, the modalities of support, any capacity building aspect, the use of partner country systems if any, the support by the PBF Secretariat and oversight by the Joint Steering Committee (for PRF only). Please also mention if there have been any changes to the project (what kind and when) (2000 character maximum):

The EVD crisis from hampered the project pursuing original planned activities, and data gathering for M&E. In Q3 2014 project activities were re-programmed to support EVD response. By Summer 2015, police personnel slowly became available for non-EVD business, and a NCE was granted to complete activities by 30.09. To measure progress on outcome 1, a perception survey was to be done jointly with the DFID-funded project in summer 2015. At the last minute they postponed this and UNDP was unable to develop a standalone survey (due to time needed for procurement, lack of sufficient funds set aside etc). A survey is due to take place in 2016. A number national IPs struggled with satisfying UNDP rules on financial management and reporting, causing delays in submitting/clearing reports. Training to IPs on Procurement, financial management and reporting increased their capacity and strengthened relationships with the project team. The Project was structured to work closely with the Access to Justice project team, which was a success and has led to CO determining to create a new unified 'rule of law' programme.

⁵ Please note that financial information is preliminary pending submission of annual financial report to the Administrative Agent.