

4th November 2010

UNITED NATIONS PEACEBUILDING FUND

Priority Plan Template (approximately 5 pages)

Country: Sierra Leone

Summary: The summary table is shown below.

Total amount of envelope requested:	\$7,000,000
Start Date and Duration of Priority Plan Implementation ¹ :	November 2010 – November 2012
PBF Priority and Outcome Areas covered by the Priority Plan:	Priority Area 2: Promote Coexistence and Peaceful Conflict Resolution Outcomes: Political participation, tolerance and good governance (PBF 6) Exercising of fundamental human rights (PBF 7) Women are empowered (PBF 8)

¹ The priority plan should provide a 24 month framework (in addition to specified start-up time). Projects under the priority plan should not exceed 18 months in duration. Funding under the priority plan should be fully allocated to projects within 12 months of the approval of the priority plan.

A. Peacebuilding Context and Role of the UN System

The move from Peacekeeping to Peacebuilding in Sierra Leone was achieved in a manner that sets the example for other States emerging from conflict to follow. In partnership with the Government the UN's Peacekeepers, along with the British Army and ECOWAS, established peace and moved effectively through several recovery activities, including disarmament, parliamentary and presidential elections, the Truth and Reconciliation Commission and the Special Court. In line with Security Council resolution 1829 (2008) UNIPSIL was created and within its first six months presented the Peacebuilding Commission with the Joint Vision, an Integrated Strategic Framework that dove-tailed with the priorities set by the Government's Agenda for Change (PRSPII). The Outcome Paper from the Special Session on Sierra Leone in June 2009 commended the Government's Agenda for Change, calling on all the member States to align their country specific strategy documents to the priorities set out in the Agenda for Change. The Outcome paper also noted that the Joint Vision was an innovative contribution to Peacebuilding that supported the Government in a manner that upheld the Paris Declaration on Aid Effectiveness. In September 2010 a joint Government and partners report on

the progress of the Agenda for Change was presented to the Peacebuilding Commission showing a high level of alignment and support to the Government's core strategy.

B. Strategic Framework

- PBF Priority Areas

During the years that followed the end of the war in 2002 the first priority area of the PBF has been well supported and viewed as successful, that being the '*implementation of peace agreements and related political dialogues*', including support for the *Joint Communiqué* that was signed in April 2009. For the new PBF envelope we (the Government and the UN and other development partners) will focus the second priority area, the '*promotion of coexistence and peaceful conflict resolution*'. The end of this new envelope will coincide with the elections that are due to be held in 2012.

Whilst PBF priority areas three and four also require attention, those being the '*the revitalization of the economy and immediate peace dividends*' and '*rebuilding of essential administrative services and infrastructure*', it is felt that many of the activities related to these could be funded through other channels and / or through the World Bank MDTF. The Sierra Leone Aid Policy notes a clear division of labour between the Sierra Leone MDTF, which supports the UN Joint Vision, and the Infrastructure MDTF, which supports the Joint Assistance Strategy of the World Bank. The UN's PBF should be focused on those areas that are acknowledged to be where the UN has a comparative advantage and where, through the Joint Vision, the UN already has programmes and activities in place that directly support the Agenda for Change. This ensures a coordinated and rapid absorption of the new PBF money so leading to an effective envelope implementation rate. The first PBF envelope suffered implementation problems for many reasons, one of which was because the money arrived before the programmes were ready; for the second envelope all the programmes are prepared in advance and are already operational and therefore able to absorb the new money very quickly.

- PBF Objectives and Outcomes

The second PBF envelope for \$7,000,000 will focus on PBF outcomes 6-8 only as defined in the PBF Results Framework. These outcomes all fall within PBF Priority area two as specified above thereby keeping the whole package very tightly focused. In doing so we will provide a much needed mutually reinforcing boost to the following areas:

PBF 6: The improvement of governance, political tolerance, transparency of public financial management and the fight against corruption, e.g. measures aimed at preventing and resolving tensions and conflict and ensuring national unity, building national and local capacities for mediation and conflict prevention and resolution through collaborative efforts

with civil society and NGOs, the strengthening of the capacity of national institutions, such as political parties, parliament and media, ensuring women's participation in politics through development and implementation of political parties gender policies and action plans.

PBF 7: The exercising of fundamental human rights by the general public and improved procedures for redress enduring practices of political and economic exclusion. e.g. through support to institutional human rights mechanisms, safeguard and oversight arrangements for the promotion of fundamental human rights

PBF 8: The empowerment of women to overcome specific post-conflict hardship, e.g. physical and economic security, political participation, and to end gender-based violence.

The above all fall within a Sierra Leonean context as they are:

- (a) areas of the Government's recovery strategy that need reinforcement at this time,
- (b) are all time sensitive and essential with respect to the elections in 2012, which,
- (c) are all experiencing serious funding shortages, and,
- (d) line up with selected programmes in the UN's Joint Vision

- PBF Principles

The PBF National Steering Committee for the first envelope (2007-2010) ran in parallel with other coordination mechanisms. At the time this was necessary because all the mechanisms were weak and, as is often the case in post conflict countries, ad-hoc arrangements had morphed into semi-permanent features. However at the Sierra Leone Conference in London in November 2009 the Government formally launched its Aid Policy that put in place a clear management structure with respect to the receipt and usage of overseas aid. The Development Partners' Committee (DEPAC) sits at the core of the policy and as such the PBF will be channeled through the DEPAC.

The DEPAC is co-chaired by the Minister of Finance alongside the ERSG and the Country Director of the World Bank. The DEPAC is the 'Executive Board' of a consultative process that includes all the major donors, the Banks, the EU, the UN agencies and the Ministers of the line Ministries. The architecture includes Sector Working Groups that feed into the DEPAC that are composed of a wide spectrum of national NGOs, INGOs and civil society. The sector working groups provide technical inputs and review sector plans, budgets and indicators. The Sector Working Groups are mirrored by District Working Groups that are inclusive and allow district plans and progress to be reviewed by those outside of Freetown as part of the decentralization process.

In essence the DEPAC will replace the PBF National Steering Committee and the DEPAC Sector Working Groups will replace the PBF Technical Working Groups.

C. Monitoring and Evaluation Plan

- Monitoring

On a quarterly basis the selected Joint Vision programmes that receive PBF money will be monitored through the internal checks and balances of the UN system and summary documents posted on the internet through MDTFO Gateway. The PBF Secretariat inside the UN's Strategic Planning Unit will also watch over the projects and assist PBSO to resolve any problems that emerge with any of the projects / programmes. Agency rules and regulations concerning the use of donor funds will also apply

On the Government's side the PBC Unit in the Ministry of Foreign Affairs and International Cooperation as well as the Monitoring and Evaluation Unit inside the Ministry of Finance too will have an oversight role of the projects. As all of these projects are implemented with the agreement of Government ministries they will be regular items on the DEPAC agenda at both the executive and working group levels.

- Evaluating

The PBF sponsored projects will contribute to the overall funding of programmes located inside the UN's Joint Vision and therefore along with other contributions through the MDTF will fall under the Annual Resident Coordinator's Review. In addition they will through the Joint Vision contribute to the Agenda for Change and therefore will be evaluated through the relevant Sector Working Groups as part of the sector planning process.

As with the first PBF envelope there will be a mid-term review and a final evaluation of those activities funded by the PBF. This will be a joint Government, UN, civil society evaluation carried out by independent consultants.

D. Project Ideas

In response to PBF priority areas two and three that correspond to urgent peacebuilding needs in Sierra Leone during the period 2010-2012, the following programmes are already articulated, approved and ready to go:

PBF 6

- Non-State elements of Democratic Elections and Political Dialogue (Enhancing political tolerance through non-State actors and participation and the promotion of good governance)
Joint Vision Programme 1 / Agenda for Change Chapter 8
- Support to Democratic Institutions

Joint Vision Programme 15 / Agenda for Change Chapter 8

PBF 7

- Access to Justice and Human Rights
Joint Vision Programme 2 / Agenda for Change Chapter 8
- Reparations for War Victims
Joint Vision Programme 10 / Agenda for Change Chapter 7

PBF 8

- Gender Equality and Women's Rights
Joint Vision Programme 17 / Agenda for Change Chapter 7

E. Risks

Risk of in-country political instability

Risk issues: As we have seen during the March 2009 events, the political situation in Sierra Leone remains fragile. However, we have also seen a determined Government that was able to deal with the emerging situation and agreed on a Joint Communiqué that re-confirmed the path for the country's democratic development.

Risk mitigation: Under its peacebuilding mandate, the UN family has the unique opportunity to engage the Government and political leaders at the political level as well as assisting in advancing the country's development agenda. Through UNPSIL, the UN will continue to identify potential conflict lines, to support political reconciliation and promote multi-party dialogue in order to mitigate political risks.

Lack of coordination with the Government

Risk issues: The PBF is a funding channel alongside others that together must promote a peacebuilding agenda; this is only possible if the Government is able to play its central role in the coordination of international aid and bring it all to bear on the remaining issues in an effective manner.

Risk mitigation: The use of the DEPAC to guide our progress will ensure an inclusive approach with the Government at its centre, whilst at the same time strengthen the DEPAC itself by ensuring just one management tool is used and becomes fully empowered with the authority to make and to uphold those decisions.

Lack of coordination with development partners

Risk issues: The UN family is only part of a larger international effort to support the Government and our success in achieving the indicators of the Agenda for Change / MDGs will therefore depend equally on our partnership with all the international development partners.

Risk mitigation: We will seek better programmatic coordination with all our development partners by reviving the Development Partners Group and supporting

the multi-partner project that enhances DACO's capacity to drive the whole process forward.

F. Budget

Indicative Budget Allocation:

PBF Priority Area	PBF Outcomes	Results Indicators	Indicative Budget \$
	<p><u>Contribution to PBF Outcome 6.</u></p> <p>Programme outline: Strengthening of National non-State actors in promoting dialogue and political participation and tolerance in the run-up to the elections (Elements of Joint Vision Programme 1)</p>	<ul style="list-style-type: none"> - Increased political space and participation along regional and gender lines - Strengthened national unity and cohesion - Improved accountability and transparency of national institutions 	5,000,000
<p><u>PBF Priority Area 2:</u></p> <p><i>'Activities undertaken to build and/or strengthen national capacities to promote coexistence and peaceful resolution of conflict and to carry out peacebuilding activities'.</i></p>	<p>Programme outline: Support to Democratic Institutions (Elements of JV 15)</p>	Independent, non partisan media, respecting diversity. Press Freedom index (RWB)	800,000
	<p><u>Contribution to PBF Outcome 7</u></p> <p>Programme outline: Strengthening National capacity of the Human Rights Commission to reach out to the provinces (elements of Joint Vision</p>	Increased dissemination of information on human rights and subsequent uptake of rural issues	\$200,000

	programme 2) Programme Outline: Reparations for War Victims (Joint Vision Programme 10) Contribution to PBF Outcome 8 Programme Outline: Strengthening national actors in reducing violence against women (Elements of Joint Vision Programme 17)	Furtherance of the recommendations of the Truth and Reconciliation Commission Reduction of incidents of gender based violence	450,000 450,000
	PBF Secretariat inside the UN's Joint Strategic Planning Unit	Maintenance of a small unit to assist in the administration and reporting of PBF's PRF and IRF projects in Sierra Leone	\$100,000
Total (USD)			\$7,000,000