



[INSERT NAME OF MDTF/JOINT PROGRAMME]  
FINAL PROGRAMME<sup>1</sup> NARRATIVE REPORT

**Programme Title & Number**

- Programme Title: PBF/SLE/A-2 Support to capacity building and programmes of the National Anti-Corruption Secretariat
- Programme Number: 00062582
- MDTF Office Atlas Number: (ID00066683)

**Country, Locality(s), Thematic Area(s)<sup>2</sup>**

*Sierra Leone, Nationwide*  
Democracy and good governance

**Participating Organization(s)**

*All Ministries, Agencies and Departments*

**Implementing Partners**

- National Anti Corruption Commission
- Coalition of Civil Society Groups

**Programme/Project Cost (US\$)**

MDTF Fund Contribution: **USD 349,034**

- *by Agency (if applicable)*

Agency Contribution

- *by Agency (if applicable)*

Government Contribution  
*(if applicable)*

**USD 75,000**

Other Contribution (donor)  
*(if applicable)*

**TOTAL:**

**Programme Duration (months)**

Overall Duration 2 years

Start Date<sup>3</sup> **15 July 2008**

Original end date

Revised End Date, **31 December 2010**

*(if applicable)*

Operational Closure Date<sup>4</sup> **30 September 2011**

Expected Financial Closure  
Date **31 March 2012**

**Final Programme/ Project Evaluation**

Evaluation Completed

Yes  No Date: \_\_\_\_\_

Evaluation Report - Attached

Yes  No

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<sup>1</sup> The term “programme” is used for programmes, joint programmes and projects.

<sup>2</sup> Priority Area for the Peacebuilding Fund; Sector for the UNDG ITF.

<sup>3</sup> The start date is the date of the first transfer of the funds from the MDTF Office as Administrative Agent. Transfer date is available on the [MDTF Office GATEWAY](http://mdtf.undp.org) (<http://mdtf.undp.org>).

<sup>4</sup> All activities for which a Participating Organization is responsible under an approved MDTF programme have been completed. Agencies to advise the MDTF Office.

## **FINAL PROGRAMME REPORT**

### **I. PURPOSE**

Corruption has been identified as a critical threat to peace consolidation in Sierra Leone. This is also articulated in the Truth and Reconciliation Commission's Report of 2004. It has weakened state structures and undermined the capacity of Government to deliver services to its people. After the enactment of the Anti-Corruption Act in February 2000, the Anti-Corruption Commission (ACC) began its operations in January 2001.

With the review process of the National Anti-Corruption Strategy (NACS) completed in 2007 and adopted by government in 2008, the challenge thereafter was the implementation of the strategy. In this context, a NACS Secretariat was established, with the aim of coordinating the implementation of the strategy and to liaise and facilitate engagement between the ACC, the Government and other key stakeholders such as civil society organizations, the media, and international development partners.

In support of the implementation of NACS, the Steering Committee of the Peace Building Fund (PBF) approved a project to support capacity building and programmes of the NACS Secretariat in July 2008 with the overall goal to contribute to improved governance through the reduction of corruption for improved service delivery in the country.

The key outputs of this project include:

- A well-structured Secretariat equipped with adequate staff and logistical support to perform its functions.
- Well-formulated action plans developed from the policy matrix of the NACS for tracking progress made on the implementation process.
- Sensitization of the Sierra Leonean public on their social responsibilities in the fight against corruption through national sensitization on all pillars of integrity.
- Formation of a Civil Society Monitoring Group (CSMG) in each of the regions that is properly resourced to monitor the implementation process.
- Production of monitoring reports to track progress made in the implementation of the NACS (production of these reports coordinated by the NACS Secretariat by collating the monitoring reports of entities with monitoring responsibilities as indicated in the policy matrix of the NACS).

The project received a total of 349,034 USD from the PBF and the Secretariat presently comprises of five staff – the NACS Director, Coordinating Manager, Coordinating Officer, Coordinating Assistant and a Driver.

The ACC is the implementing partner responsible for the overall coordination and management of project activities. The NACS Secretariat, on behalf of the ACC, regularly consulted with UNDP to coordinate work plans and provide regular updates on project progress. The Project Board was comprised of the Ministry of Finance and Economic Development, the ACC, UNDP and the UN Peace Building Secretariat Office based at UNIPSIL. The role of the Project Board is to provide overall technical guidance on decision-making processes and project implementation. These regular consultations provided an opportunity for professional guidance in specific areas such as procurement. UNDP held fiduciary responsibility, including fund management. The project was implemented under the NEX modality, and procurement under the project was conducted in accordance with UNDP rules and regulations.

## II. ASSESSMENT OF PROJECT RESULTS

The key outputs achieved during the project period are as follows:

### **a) A WELL STRUCTURED SECRETARIAT AND SUPPORT TO STEERING COMMITTEE**

A well structured Secretariat has been established at the Commission headed by a Director who is directly responsible to the Commissioner and staffed with personnel to undertake the task of providing support and technical backstopping to the NACS implementation process. Procurement of logistics was completed for the smooth running of the Secretariat in 2009. The provision of logistical support has helped to enhance the operational capacity in terms of the monitoring and oversight abilities of the Secretariat.

As part of its mandate to provide support to the Steering Committee, the Secretariat facilitated quarterly meetings to discuss the various aspects relating to the implementation of the NACS and for the effective implementation of the Entities of Focus Action Plans<sup>5</sup>. Furthermore, two other Sub-Committees were set up for a more streamlined approach of the implementation process. The first Committee is the Implementation Committee whose mandate is to ensure compliance by entities on the implementation of their respective action plans. The second committee, the Committee on Monitoring provides technical support to civil society for the effective monitoring of the NACS. These Committees, with support from the Secretariat, conducted hearings on defaulting entities and effectively organised capacity building workshops for the CSMGs nationwide respectively.

### **b) PRODUCTION OF ENTITIES OF FOCUS ACTION PLANS**

As a first step in the implementation of the Strategy, action plans were solicited from the various entities called Entities of Focus Action Plans within the pillars of integrity. The plans are intended to guide the entities on the step by step measures to be taken to deal with the key corruption issues identified in their respective institutions. To achieve this, the Secretariat focused on a few prioritized goals which are to target key pillars considered to be drivers in service delivery.

As an outcome of engaging with these pillars of integrity, 20 entities and 10 sub-entities within the Public Service submitted their action plans. Action plans from other pillars including watch-dog agencies of which the ACC is part such as the Ombudsman, Auditor General, the Chamber of Commerce representing the Private Sector and the Executive (Office of the President and Vice President) were also solicited. Once the Action Plans were submitted, the Secretariat fine-tuned the Action Plans with the strategic focus of the NACS. These were then disseminated to a total of 36 entities under the various pillars of integrity. These action plans became the focal instrument in the implementation of the NACS.

Further, the Secretariat undertook visitations to the various entities to ascertain whether the entities had commenced the implementation of their respective action plans. The visitations also provided an opportunity for the Secretariat to get firsthand information about challenges to the implementation process and to find ways to mitigate them.

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<sup>5</sup> Institutions targeted for the NACS implementation – these include

### **c) PUBLIC SENSITIZATION ON THE NACS**

In order to facilitate understanding of the fight against corruption, a simplified and abridged version of the strategy document was produced and disseminated to Ministries, national institutions and civil society groups that are engaged in transparency and accountability issues. This abridged version provided the public with a general understanding and insight into the workings of the NACS. It has also allowed for increased understanding of the National Anti-Corruption Strategy to combat corruption. Importantly, this abridged version has significantly improved the knowledge of the issue among government officials and means to combat corruption within their agencies. Broadly, the success of this information sharing of the strategy document is an achievement to be lauded as part of the ACC's efforts to strengthen its public information machinery.

Further, public sensitization on the NACS through radio and TV discussions as well as the production and broadcast of jingles were conducted in 10 radio stations based in the Western Area, some of which have national outreach. Furthermore, several panel discussions on Radio and TV on the role of the NACS in national development as well as on outreach programmes in partnership with the Public Education and Outreach Department. The primary objective was to create awareness and build public support and commitment in the fight against corruption and in the implementation of the strategy. This initiative expanded throughout 2009 and 2010 to include radio stations in the regions. Discussions through these medium generated significant public interest on the NACS and the importance of its implementation. These activities contributed to increased awareness and built public support of and commitment to the fight against corruption.

In addition, steps were also taken to help staff of the ACC internalise the strategy and build interdepartmental synergy in the fight against graft. In this regard, constructive engagements were held with Systems and Processes Review Department within the ACC to harmonise recommendations to entities in order to avoid overlap and conflicting opinions. The Secretariat, in collaboration with the Public Education and External Outreach Department of the ACC, organised radio discussions and documentary programmes on the implementation of the Entities of Focus Action Plans in the various entities. Action Plans were also published in the print media in the form of articles to facilitate wider coverage and to ensure that the general public are kept informed on progress made in terms of the implementation process.

The Secretariat partnered with other organizations including the National Accountability Group (NAG) and the Catholic Church to sensitize four selected Ministries (Ministry of Agriculture, Forestry and Food Security, Ministry of Education, Ministry of Health and Sanitation, and the Ministry of Social Welfare, Gender and Children's Affairs) in the public service as well as priests and religious authorities on the importance of the NACS and to build the momentum on the implementation process. The cumulative effects of these sensitization programmes have shown that the vast majority of the people of Sierra Leone (80.8%) were aware of the Anti-Corruption Strategy adopted by the Government of Sierra Leone as reported in the recently concluded National Public Perception Survey on Corruption in 2010. It resulted to an increase in the number of reported cases (880) in 2010 when compared with about (580) cases in 2009. Although the number of non-corruption related reports were higher than the corruption related reports, it shows that in spite of their misguided perception of corruption offences, the people are gaining confidence in the work of the Commission and are zealous to report corruption. Consequently the same year, the total number of cases investigated also increased. As was envisaged in NACS, the fight against corruption has occasioned a paradigm shift from a more reliant population on the ACC as the sole agent responsible for the fight against graft to more inclusive fight involving everyone against the scourge. Civil Society, the Media, the Public Service, Ombudsman, Audit Service and oversight institutions have all come onboard.

#### **d) CAPACITY BUILDING FOR CIVIL SOCIETY MONITORING GROUPS (CSMG)**

In order to garner support in promoting and monitoring the NACS nationwide, workshops were also conducted for the media and civil society organisations on the NACS. Civil Society was considered crucial in the monitoring of the NACS because they provide an independent voice to determine the effectiveness of the implementation process. These workshops resulted in the formation of a CSMG in each of the regions, comprising of representatives of the District Budget Oversight Committee, to participate in the monitoring of the NACS. Also crucial was the endorsement and finalisation of the Media and Civil Society communiqués developed at the Western Area workshop in 2008 in line with Article 12 of the African Union Convention on the prevention and combating of corruption and other related offences

To enhance their skills in monitoring the NACS implementation process, the Secretariat facilitated nationwide capacity building training workshops for the civil society monitors to equip them with the necessary skills and techniques needed to carry out an effective monitoring exercise. The training covered an overview of the NACS and Action Plans, public sector fiduciary management, monitoring and reporting procedures including a practical session and pilot testing of monitoring tools as well as codes of conduct for monitors. This resulted in the development of monitoring tools which were piloted in two entities in each regional headquarter town with feedback presented. Monitors were then trained on the overview of the NACS and the various entities of focus Action Plans, public Sector fiduciary management, monitoring and reporting, and codes of conduct for monitors. The training was evaluated by participants as successful and requests were made for the further retooling of their skills from time to time and the provision of logistical support in the form of stationery, transportation and refreshment for meetings

The country as a whole has benefitted greatly in terms of building momentum for a collaborative approach in the fight against corruption. Much has been achieved in this period during which Sierra Leone moved from 1.9 in 2009 to 2.4 in 2010 in the Transparency International Index. The Global Corruption Barometer conducted by Transparency International found that 73% of Sierra Leoneans believed that the Government's efforts to fight corruption were effective. This percentage has increased when compared with 64% in 2009. The Global Integrity Indicator Scorecard of February 23<sup>rd</sup> 2010 indicates that Sierra Leone is among several lower-and middle-income countries that has experienced important anti-corruption improvements. With the second phase of the implementation process imminent, wider participation is envisaged thereby contributing to a further reduction of corruption in the country.

#### **e) PRODUCTION OF MONITORING REPORTS ON THE IMPLEMENTATION OF THE NACS.**

Between August 2009 and December 2010, two monitoring visits were conducted by Civil Society Monitors to ascertain all entities compliance with the implementation of their respective Action Plans. Three versions of the CSMG reports emerged: a detailed narrative version for each region, an abridged version of the CSMG reports, and a single entity version explaining the progress made by the respective entities. These were done through interviews and focus group discussions to provide independent opinions on the implementation process. The monitoring reports were validated regionally to solicit acceptance and garner renewed commitment for the implementation process. The report found that about 80% of the entities monitored show some actions taken to implement the recommendations contained in the strategy, while 20% are still grappling with capacity challenges in attempting to do so. As a result of the monitoring, the ACC has recommended reforms for four Departments/Agencies as well as increased monitoring and improvement of service for public sector workers in order that zero tolerance for corruption be achieved.

## **f) FINAL PROJECT REVIEW MEETING**

UNDP in collaboration with the Anti Corruption Commission and key stakeholder conducted a final project review on Wednesday 10<sup>th</sup> August 2011 at the State Lodge, Hill Station, Freetown to assess the performance and success of the project. It also looked at the sustainability of the results, and its overall contribution to the implementation of the Agenda for Change (SL PRSP II) and the United Nations Joint Vision programme outcomes. In addition, lessons learned and recommendations that might improve design and implementation of the project were discussed and documented below. It was unanimously agreed that the project should be operational closed at the end of August 2011.

### **III.EVALUATION AND LESSONS LEARNED**

The project was delayed in the initial phase as the first two months were used to inform Implementing Partners (IPs) on work and procurement plans, UNDP procedures and administrative processes for the release of funds. These initial activities were considered necessary, as IPs were new and unfamiliar with UNDP procedures and rules.

Following the adoption of the NACS in March 2008, there was no budgetary provision to facilitate the setting up of the machinery needed to kick-start the implementation process. To actualize this, support from the PBF for the implementation of the NACS could not have been timelier. The funding provided the much needed resources for the roll out of the strategy as planned through a structured Secretariat that brought about the timely reporting on project implementation to donors and other partners as well as support to the Steering Committee and CSMGs.

Also, at the time of the implementation of the strategy in 2009, the political will of the Government was one of the envisaged problems for the smooth implementation of the project. Most institutions budgeted for funds to ensure that they were able to implement the recommendations of the actions plans and some entities did not. Hence some entities were unable to implement some of the recommendations in their strategic action plans that had cost implications. However, the Secretariat informed all entities to ensure that they budget for funds to undertake those activities that need financing in their 2010 budget planning so that they will be implemented in the subsequent year of implementation.

Another threat to the implementation process is the difficulty faced by civil servants in the various MDAs in communicating policy issues to the regional level, leading to the non-availability of the Action Plans for their respective Ministries, Departments and Agencies (MDAs) in the regions. However, the Secretariat has taken the necessary steps to work with these MDAs in circulating the said Action Plans throughout the regional offices for their attention.

Due to the monitoring exercises conducted and report emanating from these processes, the NACS is being reviewed to address emerging issues and bottlenecks to implementation. With the Mid-Term Review of the NACS under way in 2011, it is envisaged that the Secretariat would be tasked with several responsibilities to coordinate the implementation process. This will call for an increase in capacity of personnel directly responsible for the coordination process at the national level in the areas of strategic policy direction, Public Sector Management and systems control for the successful implementation of the second phase of the strategy.

Though there seems to be an improvement in the level of cooperation by the management of entities of focus in the implementation of the Action Plans, Change Management Committees which were to be established as part of the functional review recommendations of the Public Sector Reform have not yet been reviewed and there is no certainty as to when they will be set up. The establishment of these committees will be very significant to the implementation of NACS. It is hoped that with the Mid-Term Review Process underway and the recommendations to introduce Change Management Committees for the second phase of the implementation of the NACS (2011-2013) there will be

marked improvements in the process. Also, the Secretariat will continue to engage with the Strategy Policy Unit (SPU) at the State House to facilitate the inclusion of corruption issues in the performance contracts for Ministers.

However, in spite of the fact that a Secretariat to provide support to the coordination of the NACS implementation has been set up and entities of focus Action Plans progressively implemented yet there are serious challenges regarding staff ability to cover regional areas and capacity building to sustain the gains already achieved. In addition, with the passage of time, some sections of the strategy have become obsolete and require a review to bring them up to speed with the present realities. The Mid-Term Review of the Strategy has helped in this respect to ascertain what has been achieved so far since the implementation commenced in January 2009 and what aspects require continued support.

#### IV. INDICATOR BASED PERFORMANCE ASSESSMENT

	<b>Performance Indicators</b>	<b>Indicator Baselines</b>	<b>Planned Indicator Targets</b>	<b>Achieved Indicator Targets</b>	<b>Reasons for Variance (if any)</b>	<b>Source of Verification</b>	<b>Comments (if any)</b>
<b>Outcome 1:</b> Contribute to an established NACS Unit with capacity to Coordinate the implementation of the National Anti-corruption Strategy							
<b>Output 1.1</b> A structured secretariat to coordinate NACS implementation established	<b>Indicator 1.1.1</b> Staff recruited	3 assigned staff already in place	4	4		Recruitment records	
	<b>Indicator 1.1.2</b> Logistics (Vehicles, bikes and Office equipment) Procured	one vehicle assigned to the Secretariat by the commission	1 Vehicle, 2 motorbikes, office equipment & stationery procured	1 vehicle, 2 motorbikes, office equipment & stationary procured		Delivery note Quarter reports	
<b>Output 1.2</b> need-based trainings for staff	<b>Indicator 1.2.1</b> No of capacity building trainings/study tours conducted	No study tour conducted.	1 study tour, capacity building for staff of the secretariat	1 study tour capacity building		Training and study tour reports	
<b>Outcome 2:</b> Contribute to increased awareness on the importance of community/stakeholder involvement in addressing corruption by adhering to policy recommendations in the NACS geared towards increased service delivery							
<b>Output 2.1</b> General Public sensitized on	<b>Indicator 2.1.1</b> No of public	1 jingle on anti corruption	5 sensitization programmes/Workshops conducted	5 programmes/ Workshops conducted		Payment slips for slots	

their social responsibilities in the fight against corruption and in the implementation of the NACS	awareness programs undertaken on radio/TV	aired continuously	19 discussion programmes on NACS 3 Jingles produced and aired on 15 radio stations	19 discussion programmes on NACS 3 Jingles produced and aired on 15 radio stations			
<b>Outcome 3:</b> Effective and timely monitoring of the implementation of the NACS							
<b>Output 3.1</b> Ministerial action plans developed from the policy matrix of the NACS for tracking progress made on the implementation process.	<b>Indicator 3.1.1</b> Ministerial action plans developed from the policy matrix of the NACS for tracking progress made on the implementation process.	26 Action Plans	36 Action Plans	36 Action Plans		Copies of Letters sent to the entities. Action plans Submitted, Reports	
<b>Output 3.2</b> Civil Society Monitoring Groups set up to monitor implementation	<b>Indicator 3.2.1</b> Monitoring groups formed with TOR	1 Civil Society Monitoring Group in 2006	4 Civil Society Monitoring Groups (30 monitors in the Western Area and Northern Region and 20 monitors in the Southern and Eastern Regions)	4 Civil Society Monitoring Groups (30 monitors in the Western Area and Northern Region and 20 monitors in the Southern and Eastern		TOR	

				Regions			
	No of trainings provided to Monitoring groups	0	4 training (1 in each region) workshops	4 training (1 in each region) workshops		Training reports, ACC annual report	
<b>Output 3.3</b> Production of Monitoring reports to track progress made in the implementation of the NACS	<b>Indicator 3.3.1</b> Monitoring Tool developed and piloted	No monitoring tool existed for monitoring MDAs by CSO	Performance Tracking Table develop to monitor implementation of the NACS	Performance Tracking Table develop to monitor implementation of the NACS		Performance Tracking Tables	
	No of monitoring reports produced			Over 8 different Monitoring reports produced.		Monitoring reports, Publication of the Monitoring report in the print media.	