



Operational Plan 2011-2015

DFID Sierra Leone

Updated June 2013

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Introduction

The UK Government is determined to help end extreme poverty around the world. We believe that international development is not just the right thing to do, but the smart thing to do. Britain has never stood on the sidelines, and it is in all our interests for countries around the world to be stable and secure, to have educated and healthy populations and to have growing economies. DFID aims to end aid dependency through jobs – building the economies of developing countries so that they can stand on their own feet.

No country can develop with only half of the population involved, that is why DFID is scaling up its support for women and girls across all of our country programmes, including an increased emphasis on girls education and preventing violence against women and girls.

We are also focussing on what works, investing in research and taking advantage of new technology to ensure that UK development support has the greatest impact.

DFID is committed to being a global leader on transparency, and in 2012 was ranked the top aid organisation in the world for transparency. Transparency is fundamental to improving accountability both to UK citizens and to citizens in the countries where we work. Transparency also helps us achieve greater value for money and improves the effectiveness of aid. As part of our commitment to transparency we publish Operational Plans for each area of our work setting out what we will achieve and how we will achieve it. In June 2013 DFID launched a new online tool, Development Tracker, to provide an easy way to access information and data about DFID programmes.

With less than 1000 days to go, we will continue to focus our efforts on delivering the Millennium Development Goals, creating wealth in poor countries, strengthening their governance and security and tackling climate change. The prize, in doing so, is huge: a better life for millions of people, and a safer, more prosperous world.



1) Context

Sierra Leone remains one of the poorest countries in the world and is unlikely to meet any of the Millennium Development Goals before 2015, has a GNI per capita of only \$340 (compared to the Sub-Saharan average of \$1257, World Bank 2011) and continues to languish near the bottom of the United Nation's Human Development Index. It is a fragile state in a fragile region, still under UN Security Council supervision and has a UN peace building mission as a successor to the peace-keeping operation, which ended in 2007. However, there is cause for optimism, Sierra Leone has over the last five years made a significant commitment to reduce maternal and child mortality, increase the opportunities for external investment and strengthen its revenue base. The UK remains one of Sierra Leone's most significant development partners and DFID will be a key partner for the Government of Sierra Leone as it tries to accelerate the pace of development in the coming years following peaceful third elections, 10 years on from the end of the conflict. DFID will continue to work to its relative strengths in Sierra Leone which are in governance, human development and wealth creation.

Sierra Leone currently remains heavily dependant on donors' aid which currently accounts for 19% of the country's Gross National Income (GNI) and an even higher percentage of the national budget. The Government of Sierra Leone know that they have to both make the most of existing development assistance and also ensure they are developing new, more sustainable sources of income, in particular revenues from minerals (including the potential for hydrocarbons) and agriculture. A key part of the UK's development strategy is to reduce the dependency of the Government's national budget on donor funds by generating a broader domestic revenue base and increasing foreign investment. Sierra Leone has one of the lowest revenue bases in Sub-Saharan Africa, currently standing at 12% GNI, compared to Liberia (in excess of 20%). It is also hard for entrepreneurs to obtain the finance they need to build their businesses and so create wealth and jobs.

The Government's Poverty Reduction Strategy (2009-12), called The Agenda for Change, was a clearly laid out set of national priorities for development; Infrastructure; Energy; Agriculture; and Human Development. The next Poverty Reduction Strategy Paper is a work in progress, under the title of The Agenda for Prosperity. DFID's objectives in Sierra Leone, as one of its main donors, directly support the Human Development and Energy themes while our Governance and Security and Wealth Creation work helps to sustain the environment within which development progress can take place. This represents a clear division of labour with the other three main donors, the World Bank, European Union (EU), African Development Bank, who lead on infrastructure, energy and agriculture. DFID and these three multilateral donors provide 80% of total development assistance to Sierra Leone. The UK is a major stakeholder in all three of these multilateral organisations and as such DFID works closely with them to ensure their priorities are aligned to the Government of Sierra Leone's priorities and they are maximising the effectiveness of their aid. This is consistent with DFID's Multilateral Aid Review, which is used as the basis for decisions on our engagement with donor partners.

DFID's work is a major part of the UK Government's engagement in Sierra Leone and the DFID objectives are fully aligned to the overall UK objective of reducing the potential for future conflict, reducing poverty, increasing prosperity and promoting democracy. As the 2012 elections were credible and peaceful, it is expected the Foreign and Commonwealth Office (FCO) and Ministry of Defence (MoD) will scale down their presence in Sierra Leone as DFID scales up its presence to manage its increasing programme.

Sierra Leone is in the Mano River Union (with Ivory Coast, Guinea and Liberia). This is a fragile region which has suffered regularly from serious violence, political instability, military coups, infiltration by narcotics traffickers and extreme poverty. Today, Sierra Leone provides an example for peaceful, post conflict development for others to follow. Until the whole Mano River Union is at peace and trade opportunities expand, Sierra Leone's full development potential will be limited.

Opportunities for enhanced regional integration exist but are limited by current sub-regional instability; the EU is establishing road links to Guinea and Liberia which will enhance trade opportunities, in the future Sierra Leone hopes to contribute to and benefit from the West Africa Power Pool. Trade opportunities also exist in the markets of the Economic Community Of West African States (ECOWAS), especially Nigeria and these should be developed further..



2) Vision

Overview

This Operational Plan reflects what DFID can do to reduce poverty, prevent a return to conflict and in doing so bring about real improvements to the lives of citizens throughout Sierra Leone. Improving the lives of girls and women is at the centre of this approach as is ensuring DFID's programme has the widest reach to rural areas as well as the urban centres. DFID's programme in Sierra Leone will directly address the issues that continue to hinder Sierra Leone's development and reflect the transition from humanitarian/ post conflict interventions to longer term development approaches and ultimately to a situation where Sierra Leone is no longer reliant on development aid. The 2012 elections were a critical milestone for peace. In addition to credible elections, Sierra Leoneans will want to see an improvement in basic services, governance, justice, transparency, accountability and wealth.

As noted above peaceful development will be achieved when Sierra Leoneans can access healthcare, education and clean water. DFID will continue to support the implementation of the Free Health Care Initiative for under 5s, pregnant and lactating women and provide expanded family planning services to ensure that Sierra Leone is no longer the most dangerous country in the world for a woman to deliver her baby, and to reduce the maternal mortality rate to 600/100,000 live births by 2015. DFID will deliver clean water and sanitation to 2.7 million people who currently lack access to these basic services. DFID will ensure that access to good quality basic education will be improved for over 500,000 children. These changes will be transformative for Sierra Leone and help to ensure that the population is healthier and better able to earn a living.

DFID's interventions in governance and security will aim to ensure that peace, transparency and democracy increasingly flourish in Sierra Leone. DFID will help women and girls suffering from gender based violence to seek justice, will support the process of peaceful and credible elections for which Sierra Leone has become an example across Africa, and will support civil society and ordinary citizens to hold their politicians and public servants to account.

Wealth creation is the key to sustained economic growth and development in Sierra Leone. The UK has so far helped Sierra Leone achieve macroeconomic stability, which has provided a platform for improvements in investment, economic growth and the effective management of public finances. DFID will continue to focus on this area, working closely with the Government of Sierra Leone, the International Monetary Fund and the World Bank while also looking to improve access to finance for the private sector.

Alignment to DFID and wider UK Government priorities

DFID's approach is at the heart of the UK's mission in Sierra Leone to promote prosperity, support stability, reduce poverty and promote good governance. DFID works hand in hand with the FCO and MoD on the governance and security agenda especially on elections, security sector reform, accountability and transparency. DFID has developed good links with the UK police authorities to ensure efforts to tackle corruption in Sierra Leone are supported. In 2009, DFID organised a Sierra Leone Trade and Investment conference in London. Attended by hundreds of British business people looking for opportunities to invest in Sierra Leone this built on DFID's support to private sector development in Sierra Leone strengthening the environment for investment. This, combined with the work we will be doing in the minerals sector to promote good governance, will ensure UK companies can compete on a fair playing field in Sierra Leone.

What we will stop doing

DFID will prioritise its interventions to ensure they directly contribute to its strategic objectives. DFID will not continue funding to any programme that does not perform well due to a lack of commitment from partners. DFID has already stopped funding projects in public sector reform and has undertaken major redesigns of underperforming projects in audit systems and tax reform to ensure they perform to a higher standard.



3) Results

Headline results

Pillar/ Strategic Priority	Indicator	Baseline (including year)	Expected Results (including year)
Governance and Security	Access for remote communities to mediators and paralegal services	3% (2009)	50% (2015)
Governance and Security	Revenue to GDP ratio	12% (2009)	18% (2015)
Water and Sanitation	Number of people with sustainable access to improved sanitation facilities (DFID attributable)	230,000* (women 117,300*, 2010)	Cumulative total: 1,558,000* 2011-2015 (women 794,518*)
Health	Maternal Mortality Ratio	857/100,000 (2008)	600/100,000 (2015)
Health	% and number of births delivered by skilled health personnel	42% / 96,600 delivered through Government services (2008)	75% / 172,000 in 2015 (of which 75,400* are DFID attributable; and 168,900* DFID attributable cumulatively 2011-2015)
Education	Numbers of children supported by DFID in lower secondary education	12,800* (girls 5,600*) (2007)	Peak Year Target of 36,300. Cumulative 106,900 2011-2015 (girls, 51,312)
Education	Number of children completing primary education supported by DFID (proxy for quality)	12,800* (girls 43% 5,600*) (2007)	Cumulative 60,576 2011-2015 (girls, 29,724)
Wealth Creation	Number of jobs created	1.72 million (total number of jobs in 2004, Source: GoSL)	18,000 (50% women)

* Indicates number directly attributable to DFID.



3) Results (continued)

Evidence supporting results

The evidence base in Sierra Leone is comparatively weak, reflecting the low capacity of the Government of Sierra Leone (GoSL) and limited numbers of donors in country. We have taken this into account in our programming to ensure that GoSL's capacity is strengthened and that projects have robust monitoring and evaluation components. Availability of data and a proven track record for the type intervention are key issues, dividing our programme into three areas:

- 1. Interventions where there is good national data and where the local evidence base is strong.** The work under the Governance and Security pillar is based on a strong body of national and international evidence. The Truth and Reconciliation Commission Report (2004) provides a comprehensive account of the governance failures which led to the civil war. For Wealth Creation our support to macroeconomic management and public financial reform programmes has enabled the demonstration of wider development results and impact. In the MDG pillar our chosen interventions in family planning and malaria have a strong evidence base and the impact is clearly measurable.
- 2. Interventions where national data is available but the local evidence base for our intervention is weak:** For example, our support to the Government of Sierra Leone's Free Health Care Initiative is responding to a clear and urgent crisis as reflected by some of the worst maternal mortality figures in the world. The choice of intervention was innovative and therefore does not have a strong local evidence base. As a result DFID is undertaking a full impact assessment to develop the evidence base as the programme progresses. The initial results indicate significant improvements in maternal mortality and child survival but further work is underway.
- 3. Interventions where both the data and evidence base are weak:** This final group is higher risk and requires more monitoring and risk management but such approaches can deliver high returns. For example, the programme DFID is undertaking in Security and Justice. This seeks to reduce violence against women and children and improve their access to justice in the event of experiencing violence. The data for this is scarce and the evidence of interventions that does exist is not specific to Sierra Leone. Our project will include a full impact assessment as well as public perception surveys and regular reviews to monitor progress. The UK will support reform and capacity building of the national statistical authority as well as the capacity of line ministries and District Councils to collect, analyse and utilise data (see Monitoring and Evaluation slide) in collaboration with our key partners such as the World Bank and UNICEF.

Value for Money rationale

The Value for Money rationale for investing in Sierra Leone's future prosperity is based on five key issues:

- 1. Peace and stability:** Despite many improvements, Sierra Leone remains fragile and languishes close to the bottom of the HDI; many of the grievances that led to the conflict linger. Supporting continued progress is essential to consolidate and safeguard the gains achieved and reduce the risk of slipping back into conflict.
- 2. Private sector:** Over the past ten years Sierra Leone has been laying the foundations for a functioning economy, including macroeconomic stability. DFID will now increasingly focus on expanding private sector investment, which should accelerate the rate of economic growth and so reduce the country's need for aid.
- 3. Public sector:** Sierra Leone is also on the cusp of important reforms in the public sector. A much stronger focus on increasing domestic revenue performance will improve delivery of basic services and reduce the Government's dependency on donors, while significant civil service reforms will ensure that the GoSL is able to implement the poverty reduction strategy effectively. Our support to GoSL in achieving both these aims is crucial.
- 4. Gender focus:** We will build on our work to put women and girls at the centre of our programmes. Focusing on women is key to unlocking both the productive capacity of the economy (women make up 75% of the agricultural workforce which contributes 50% of Gross Domestic Production), and also to ensuring that future generations are increasingly better educated and able to lead healthier lives.
- 5. Programme delivery:** Early planning, development and implementation of processes across the portfolio will ensure effective programme delivery.



4) Delivery and Resources

DFID delivers its bilateral assistance through four main delivery routes: budgetary support and financial aid; multilateral funding mechanisms; technical assistance support; and accountable grants to non-governmental partners. Like many countries that have recently emerged from violent conflict, Sierra Leone has comparatively weak government systems. In line with agreed international best practice, DFID will use a range of instruments to reduce the risk of the misuse of funds.

Budgetary support and financial aid. DFID will use highly focused budget support when this is identified as the best means of delivery, as for example in our support to health sector salaries. Budget support is central to DFID's strategy in Sierra Leone, helping to build the capacity of the state and developing social sectors and delivering basic services. Budget support has been critical to supporting and further leveraging reform, including on improving public financial management and accountability. It will continue to be significant in the medium term in order to support GoSL to make further tough decisions, particularly on raising domestic revenue performance and in governing the minerals sector effectively.

Multilateral funding mechanisms. DFID uses multi-donor trust fund mechanisms in Energy, Education, Public Financial Management (World Bank) and Support to Elections (UNDP), and has developed a multi-donor funding mechanism in health. When managed well these mechanisms are a highly effective means of achieving results in fragile states such as Sierra Leone. Problems can occur around poor performance and slow disbursement and DFID will discontinue funding where this occurs and problems cannot be resolved. DFID works closely with UN agencies (particularly United Nations Children's Fund (UNICEF), United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), the EU Delegation, the World Bank and the African Development Bank across a number of our priority sectors. Improving the planning, coordination and delivery at the local level and through DFID's representatives in headquarters is a key objective to enhance development effectiveness in the country.

Technical assistance (TA) support. This is an important type of assistance for Sierra Leone given the low skill base. DFID is using this to build the capacity of national counterparts, which over time will mean less TA is required. This requires careful management by DFID to ensure performance and value for money from the service providers providing TA. The programmes where DFID provides TA are in Revenue, Audit, Justice and Security, Health, Education, Water and Sanitation and Wealth Creation.

Accountable grants to non-governmental organisations and partners (NGOs). These are important partners for DFID, able to reach vulnerable areas that the Government is not yet able to serve. DFID's support is through accountable grants to individual NGOs such as Marie Stopes in health. DFID also utilises NGO consortia, for example in Water and Sanitation, an effective way of coordinating NGO efforts and reducing administrative burdens for them and for DFID.

Working with Arab donors – DFID continues to support the engagement of Arab and Islamic funds and agencies in Sierra Leone, following the successful Sierra Leone investment conference in London in November 2009. DFID has a Memorandum of Understanding with the Organisation of the Islamic Conference, setting out areas of common interest, and strong and growing relationships with the Islamic Development Bank (IDB), Arab Bank for Economic Development in Africa (BADEA) and others. Potential cooperation in health, energy and sanitation and education and co-financing opportunities will be explored as well as facilitating GoSL engagement.



4) Delivery and Resources (continued)

Planned Programme Spend

Pillar/Strategic priority	2010/11		2011/12		2012/13		2013/14		2014/15		TOTAL	
	Resource £'000	Capital £'000										
Wealth Creation	4,180	0	5,700	0	4,429	1,000	23,000	1,000	23,000	2,000	56,129	4,000
Climate Change	0	0	39	0	0	0	0	0	0	0	39	0
Governance and Security	17,430	2,400	24,700	0	12,871	0	13,000	0	16,000	0	66,571	0
Education	2,680	0	5,340	0	4,828	0	6,000	0	4,000	0	20,168	0
Reproductive, Maternal and Newborn Health	13,700	0	8,537	0	13,054	400	10,000	1,000	11,000	1,000	42,591	2,400
Malaria	4,900	0	0	0	0	0	4,000	0	1,000	0	5,000	0
HIV/Aids	0	0	355	0	128	0	0	0	0	0	483	0
Other Health	5,080	0	2,734	0	2,273	0	3,000	0	9,000	0	17,007	0
Water and Sanitation	3,280	700	6,630	1,000	12,158	1,500	18,000	2,000	10,000	2,000	46,788	6,500
Poverty, Hunger and Vulnerability	0	0	789	0	371	0	0	0	0	0	1,160	0
Humanitarian	0	0	0	0	2,068	0	0	0	0	0	2,068	0
Other MDG's	0	0	0	0	0	0	0	0	0	0	0	0
Global Partnerships	0	0	0	0	306	0	0	0	0	0	306	0
TOTAL	51,250	3,100	54,824	1,000	52,486	2,900	77,000	4,000	74,000	5,000	258,310	12,900



4) Delivery and Resources (continued)

Planned Operating Costs

	2010/11	2011/12	2012/13	2013/14	2014/15	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Frontline staff costs - Pay	645	1,129	1,669	1,800	1,885	6,483
Frontline staff costs - Non Pay	1,025	784	806	900	1,016	3,506
Administrative Costs - Pay	384	258	196	168	168	790
Administrative Costs - Non Pay	248	191	167	277	232	867

Note: Figures for: 2010-11 and 2011-12 are actual outturn; 2012-13 are provisional outturn; 2013-14 and 2014-15 are planned budgets



4) Delivery and Resources (continued)

Planned Efficiency savings

Strategic Reprioritisation: Closure of an under-performing programme (support to the Public Sector Reform Unit) and significant redesigns of two others (support to the National Revenue Authority and Audit Service of Sierra Leone) have resulted in savings of £5 million. These savings will be used for new programmes.

Other Programme Efficiencies: New trust funds will be created in health and energy, accruing savings in administration.

Administration Savings: Continued emphasis on bringing in new ways of working. Current examples include rationalisation of property portfolio and greater use of technology.

Administrative Cost Savings Initiative - Reductions	2011/12		2012/13		2013/14		2014/15	
	PAY £'000	Non Pay £'000						
Consultancy Payments								
Travel		26		5		4		3
Training		10		3		2		1
Estates & Property Costs		93		30				
Office Restructuring		8		10		32		28
Other				2		8		10
Total	0	136	0	50	0	46	0	42



5) Delivering Value for Money

The operating environment in Sierra Leone presents challenges to achieving value for money in a number of ways:

- Poor quality and limited data.
- Rapidly changing environment, requiring speedy policy development to address or take advantage of opportunities.
- Weak delivery capacity in Government of Sierra Leone partners and variable quality service providers available.
- Changing costs of doing business; many products and services are imported requiring foreign exchange subject to currency exchange rate fluctuations.
- Uncertainty over availability of goods and services resulting in delays in procurement, and impacting on price.
- Weak fiduciary environment.

To address these issues DFID will:

- Ensure early economic, financial and political analysis to underpin investments, undertaking regular updates and monitoring, and conducting periodic impact assessments to address issues and lessons in a timely manner.
- Foster a culture of VfM across the teams in relation to both delivery of results and DFID operating costs.
- Enhance financial management internally and across partners; and ensure all partners tackle wastage, corruption and fraud.

These will be achieved through:

1. Enhanced DFID staff capacity for better VfM identification and measurement.
 - Additional staff time available for economic, financial and political analysis and VfM review.
 - Conducting and embedding VfM learning across all teams, including unit cost analysis and procurement skills.
 - Regular review and feedback on team and staff performance.
 - Staff member appointed to monitor fraud and corruption.
2. Value for Money focus in programme and corporate services delivery
 - Programme development process includes scrutiny of VfM options, including unit prices throughout process and at approval stage.
 - All new programmes contain clear VfM indicators in logframes and programme documentation includes comparators.
 - Poorly performing programmes that cannot be improved are closed in a timely manner.
3. Communicating Value for Money messages effectively
 - VfM champion monitoring and leading agenda.
 - All current and future service providers aware of and working to deliver VfM agenda; procurement training provided if necessary.
 - Rapid sharing of VfM lessons across implementing partners and service providers.
4. Ensuring DFID Sierra Leone partners implement Value for Money agenda
 - Instituting VfM requirements for use of DFID funds, including with GoSL, implementing partners and service providers.
 - Selection of partners and scaling-up of support to multilateral institutions demonstrating good VfM, drawing on DFID's Multilateral Aid Review.
 - Quarterly meetings to include VfM analysis and discussion.
 - Continued support to Sierra Leone's Anti-Corruption Commission and liaison with the UK law enforcement agencies.
 - Continued support to improving public financial management in Sierra Leone.



6) Monitoring and Evaluation

Monitoring

How – Monitoring will take place at three levels; across the whole portfolio, and at the programme and project levels. Projects will provide regular reporting on progress which will be aggregated quarterly at the programme level to track developments in the sector as a whole. A combination of programme performance benchmarks and indicators from key projects will then be assessed every six months. This progress monitoring will be supplemented and verified by project monitoring visits and periodic external surveys; examples include the annual World Bank/DFID public perception survey, the School Survey and the Demographic Health Survey.

Who – Implementing partners are responsible for project monitoring. Increased staff will facilitate greater verification by DFID programme staff. The DFID Sierra Leone Head of Office will lead the overall review of portfolio performance. Joint donor/Government monitoring visits will be encouraged.

When – Ongoing monitoring is a requirement for all project implementers. DFID holds quarterly sectoral review meetings with implementing partners and service providers to review progress. The portfolio performance will be reviewed every 6 months while the Operational Plan will be reviewed annually.

What – Progress is monitored against benchmarks and milestones agreed with partners at the start of a project. These indicators are regularly reviewed to ensure projects, especially those of long duration, remain tightly and accurately monitored. Wider reviews of sectors such as health, take place in conjunction with the Government of Sierra Leone and other development partners including other donors, the UN and NGOs.

Evaluation

DFID has refined its Evaluation Plan reducing from 10 to 4 on the basis of central DFID policy on the trade-off between the quantity and quality of evaluations. Two independent evaluations in youth reproductive health and health in Liberia were undertaken in 2012/13. Two evaluations are in the pipeline for the Free Health Care Initiative and Improving Schooling in Sierra Leone programmes. There are plans to allocate funds to evaluation of budget support as well as health in Sierra Leone. Evaluations are supplemented by reviews at the project level at the annual and end of project points. A Results, Risks & Resources (3R) Unit was established in September 2012 to co-ordinate and monitor progress.

Building capacity of partners

- DFID supports the Government of Sierra Leone to collect, collate and analyse data centrally through support to Statistics Sierra Leone; support the capacity of District Councils to track results through a network of Monitoring and Evaluation Officers in all 19 Councils; support the Government's Development Assistance Coordination Office and the Strategy and Policy Unit to better analyse and coordinate internal and donor resources; and improve Government's financial, procurement and budgetary planning and monitoring systems through DFID's Public Financial Management programme as well as strengthening individual line ministries' data systems.
- DFID works with donor partners to increase the focus on monitoring and evaluation (including value for money) across the board. Greater emphasis will be given to joint monitoring, joint reviews and sectoral working groups.
- DFID has stepped-up performance reviews of multilateral partners funded locally and at a headquarters level. The findings of DFID's Multilateral Aid Review will be used in this context.
- DFID works with implementing partners to improve their results focus. This requires continuous and consistent effort given staff turnover and capacity constraints. They will be involved in regular programme reviews and evaluations and will receive training from DFID staff as required.



7) Transparency

Transparency is one of the top priorities for the UK Government. We will ensure that we continue to meet our commitments under the UK Aid Transparency Guarantee including publishing detailed information about DFID projects, including programme documents. and we will provide opportunities for those directly affected by our projects to provide feedback

To meet the transparency guarantee DFID will:

- Meet the standards set out in the International Aid Transparency Initiative (IATI), and encourage NGO and multilateral organisations partners and other donors to do the same.
- Publish detailed information of all new programmes and transactions on the DFID website in line with agreed thresholds. Since April 2011 annual project performance reports and end of project evaluations have also been published. Information will be comprehensive, accessible, comparable, accurate and timely.
- Establish an enhanced management system to assure the quality of information being published. This will apply to items of expenditure, programme documentation, evaluations and other forms of official communications.
- Promote accessibility to information in Sierra Leone. DFID is exploring innovative ways in which to do this, given the range of languages, levels of literacy and limited media in Sierra Leone, and testing methods that have worked well elsewhere, including use of text messaging.
- Encourage the Government of Sierra Leone to improve its transparency including on GoSL's budget and expenditure. Continued support will be provided to civil society to enhance scrutiny of the Government budget and public financial management processes through the Budget Advocacy Network (a network of local civil society organisations with a remit to hold GoSL to account on ensuring the budget is consultative, transparent and responsive to the needs of the poor, and to disseminate BAN budget analysis of national and district level budgets).
- Continue to champion and use the General Budget Support Performance Assessment Framework (PAF) agreed between GoSL and the GBS donor partners as a tool to inform the public. In addition to requiring this to continue to be published as an annex to the national budget and briefing civil society groups on GoSL performance, DFID will explore with GoSL and donor partners additional ways of communicating the results to raise awareness amongst a greater cross-section of the public.
- Supporting the Government of Sierra Leone to increase transparency on external development assistance in two ways: improving public information on aid flows coming into the country; and improving the way Government and donors hold each other accountable for making good against commitments. The Ministry of Finance will be supported to improve its identification and analysis of aid flows into the country and to make this more publicly available. It will produce, on a quarterly basis, a report on: progress on aid policy implementation; outstanding aid commitments from government and donors; and a list of new aid projects that have been approved. A Mutual Accountability Framework will be agreed so that the Government and donors can be measured against benchmarks, and this will be strengthened by regular assessment of Government and donor performance by external independent assessments.



8) Human Rights Assessment

The UK recognises that the realisation of all human rights underpins sustainable development. Through its development programmes, the UK aims to support civil society and governments to build open economies and open societies in which citizens have freedom, dignity, choice and control over their lives, and institutions are accountable, inclusive and responsive.

Context:

- **Economic and social rights:** Despite sustained growth and more than a decade of peace, Sierra Leone remains a very poor country and struggles to realise the economic and social rights of its citizens. It has just moved up two places in the UN Human Development Index (2013), and has improved its score more than any other country since 2000, but is still 10th from the bottom with very high maternal (890/100,000) and child mortality (174/1,000) rates and a life expectancy of only 48 years (HDI 2013). More than half the population (53.4%) live below the poverty line, with GDP per capita very low at US\$769 (HDI 2013). Of the eight MDG targets, only one - MDG 6 on combating HIV, malaria, TB and other communicable diseases - is likely to be met, but only with regards HIV; three others have potential i.e. maternal mortality, child mortality and education, with the remaining four significantly off track (Government of Sierra Leone 2010).

- **Non-discrimination:** The position of women remains poor, with Sierra Leone ranked 139 out of 148 on the UN Gender Inequality Index in 2013. Female genital mutilation is widespread, widely accepted as a cultural norm by both women and men and difficult to challenge. Same-sex relationships remain illegal, but the law is rarely enforced. In legal terms, women's rights have improved following legal changes in 2007, but women continue to face widespread inequality including in access to legal rights and positions of authority. Same-sex relationships are illegal for men in Sierra Leone with life imprisonment possible. In practice, legal action is rarely taken. Female relationships are legal. Loyalty is an important factor in Government and complaints of ethnic discrimination in government appointments and promotions are common. People with disabilities are indirectly discriminated against due to difficulty in accessing services and the limited resources available to proactively intervene.

- **Civil and political rights:** Substantial progress has been made in putting in place the legal and institutional base for protecting human rights since the end of the civil war in 2002. The Constitution provides many guarantees of protection for key human rights. Specific human rights institutions have been set up, most notably the Human Rights Commission, which recently received an 'A' rating from the UN International Coordinating Committee for the Promotion of National Human Rights Institutions. Following elections in 2012, Sierra Leone has now been rated as "free" in the latest Freedom House report (2013), putting it in the top 20% of African countries on this index. The Universal Periodic Review reported in July 2011 and the Government accepted 126 of the 129 recommendations put forward, but rejected 3. Implementation of recommendations will be reviewed at the next UPR process in 2016. There is general respect for key human rights related to the right to life and freedom from torture, though there have been complaints of the use of excessive force by security forces. The death penalty remains on the statute book but has not been used in the post-war era. Political participation and freedom of expression are generally protected. A wide range of independent newspapers and radio stations operate in the country, many openly critical of government, though Freedom House (2012) notes concerns about self-censorship; international monitors to the elections also noted the press was not without bias (EU Elections Report 2013). In rural areas, access to high office is often dependent on birth, and in some places is restricted to men (Amnesty International 2011). Despite some improvements, there are on-going weaknesses in the independence, speed and competency of the judicial system and in ensuring prisoner welfare.

Direction of travel: Progress in **civil and political rights** is generally positive, with Sierra Leone showing improvements across a number of indices (Freedom House, Mo Ibrahim). Across all areas of human rights, corruption, inadequate resources and lack of capacity hamper the realisation of rights in practice. Progress in **economic and social rights** has been on a steady and upwards trend since 2000. The trend on reducing gender **inequality** shows no clear upwards or downwards trend (UN Gender Inequality Index). Plans to review the constitution provide an opportunity to address some long running grievances (including gender discrimination). The 2011 Disability Act provides a framework for addressing discrimination on disability.

UK approach and focus: DFID is providing substantial support to government in Sierra Leone to improve access to justice for poor and marginalised groups, particularly women, through its Access to Justice Programme. DFID is also the largest contributor to the donor basket fund supporting the electoral cycle in Sierra Leone (including the successful delivery of Presidential, Parliamentary and local elections in November 2012). DFID is also supporting citizens, particularly women and young people, to claim their rights through a programme of support to civil society. Economic and social rights are being supported through substantial programmes to health, education and water and sanitation sectors and an innovative programme market access for poor farmers. The UK will continue to promote and safeguard human rights, including placing a strong focus on respecting human rights in the underlying principles governing aid to the Government.



Annex A: Revisions to Operational Plan 2012/13

Brief summary of key revisions to Operational Plan as a result of the refresh:

- *References to the peaceful November 2012 elections have been added throughout the Operational Plan, as required, to bring the text up to date.*
- *All time-relative references, such as “[x] years ago”, have been adjusted to relate to the present year (2013), i.e. instead of saying “2 years ago” which related to 2011, now saying “4 years ago” as related to 2013.*
- *The narrative on Evaluation (section 6) has been amended to reflect the reduction in the number of evaluations from 10 to 4.*
- *Staffing figures have been amended to reflect the recent growth of the office from 35 to 47 staff, and a recently renewed HMG presence in Liberia.*
- *As per Operational Refresh instructions, a Human Rights Assessment Slide has been added.*
- *The Water, Sanitation and Hygiene (WASH) target has been revised upwards from 1,508,300 to 1,558,000 due to additional programming.*
- *The 2015 targets for all education indicators have been clarified, following Finance and Corporate Performance Division (FCPD) advice. There is now a peak year target for enrolment, and a cumulative target for primary completion.*



Annex B: Results Progress

Progress towards headline results

Pillar/ Strategic Priority	Indicator	Baseline (include year)	Progress towards results (include year)	Expected Results (include year)
Governance and Security	Access for remote communities to mediators and paralegal services	3% (2009)	0% (March 2013) due to elections in November 2012 and unforeseen programme delays. Forecasted to reach 30% in FY2013/14.	50% (2015)
Governance and Security	Revenue to GDP ratio	12% (2009)	13% (September 2012)	18% (2015)
Water and Sanitation	Number of people with sustainable access to improved sanitation facilities (DFID attributable)	230,000 (women 117,300*, 2010)	470,000 (women 240,000, September 2012)	Cumulative total: 1,558,000* 2011-2015 (women 794,518*)
Health	Maternal Mortality Ratio	857/100,000 (2008)	DHS Survey executed in 2013 and data is expected to be available in mid-2014.	600/100,000 (2015)
Health	% and number of births delivered by skilled health personnel	42% / 96,600 delivered through Government services (2008)	90,000 (cumulative, March 2013. There has been no national survey since 2008. % figure will be available when DHS Survey data is expected to be available in mid-2014)	75% / 172,000 in 2015 (of which 75,400* are DFID attributable; 168,900 cumulatively 2011-2015)
Education	Numbers of children supported by DFID in lower secondary education	12,800 (girls 5,600, 2007)	33,000 (girls, 15,000, September 2012)	Peak Year Target of 36,300. Cumulative 106,900 2011-2015 (girls, 51,312)
Education	Number of children completing primary education supported by DFID (proxy for quality)	12,800* (girls 5,600*, 2007)	18,000 (girls 9,000, September 2012)	Cumulative 60,576 2011-2015 (girls, 29,724)
Wealth Creation	Number of jobs created	1.72 million (total number of jobs in 2004, Source: GoSL)	16 (women, 50%, March 2013) – early stages of programme implementation. 10,000 people (of which 50% women) forecasted to benefit from jobs and opportunities to generate income in 2013/14 (against 2015 target of 29,025), once the programme starts.	Cumulative 18,000 2015 (50% women)