

Sierra Leone Application to the Expanded “Delivering as One” Funding Window for Achievement of MDGs

Performance-based allocation - 2011

Application for subsequent allocation

A. Nationally owned and led process

Decision-making process for the integrated UN Programme: specificities of the post-conflict context of Sierra Leone.

Sierra Leone is a self starter of the Delivering as One (DaO) initiative and the principles of DaO have thus been adapted to the country’s post-conflict situation and the specific configuration of the UN family in Sierra Leone, characterized by the presence of a peacebuilding mission. In the context of fragility of the state and the remaining peacebuilding needs, the UN integrated Strategic framework (UN Joint Vision) was formulated to focus on peacebuilding priorities and foster coherence, collaboration and increase impact of the UN interventions in Sierra Leone.

In support of the One UN Programme in Sierra Leone (the UN Joint Vision for Sierra Leone), a country Fund named the SL-MDTF was created in 2009 and subsequently launched by the Peacebuilding Commission in November 2009, in addition to regular channels of financial support already in place. The strategy was to initiate a gradual shift from donor projects-based support to unearmarked programme-wide support. The shift would progressively occur as trust in the UN integrated plan and the efficiency of the MDTF would increase. Therefore, since 2009, the UN integrated programme has been supported through various funding channels (agencies’ core, bilateral and global funds such as the PBF and the Sierra Leone MDTF). The development and implementation of UN interventions under the UN Joint Vision are therefore governed by various decision-making processes according to the channels of funding. For example, when bilateral funding applies, UN agencies’ rules apply to design the appropriate management arrangements. A joint country steering committee only applies to activities funded through the SL-MDTF.

The decision-making process used for the allocation of funds channeled through the SL MDTF is the Development Partnership Committee (DEPAC). Designed to ensure transparency and government ownership of the interventions funded through the UN, the DEPAC is designated in the National Aid Policy as the high level body for mutual accountability and forum of dialogue between the development partners and the GoSL. This decision-making process was planned from the set-up of the Joint Vision and its MDTF as a means to integrate the UN-related aid decision into the government aid coordination architecture with the aim to avoid creating parallel institutional arrangements. Therefore, no specific steering committee has been put in place to oversee the UN integrated UN programme.

Modalities of the decision making process, joint steering committee meetings, nature of decisions and involvements of line ministries

Over the course of 2010, two series of funding allocation to the Joint Vision via the SL MDTF required the action of the DEPAC. At the time of these allocations, the Sector Working Group, sub-committees of the DEPAC, had not yet become fully functional and could therefore not serve as the primary technical

screening level as planned in the Terms of Reference of the SL MDTF. In addition, the DEPAC did not meet at the time of the two allocations received through the SL MDTF. The partners' consultation was nevertheless ensured through first, a specific consultation process at the UNCT level (in the case of unearmarked funding), and second, through the consultation of line ministries under the leadership of the Ministry of Finance, Chair of the DEPAC. The final stage was the approval of the funding request by the DEPAC co-chairs (Minister of Finance and Economic Development, World Bank Country Manager and ERSG/RC).

At the UNCT level, the selection of UN Joint Vision programmes and then agencies' deliverables for the use of the funds was based on the following criteria:

- The Contribution to UN Vision Priority Areas
- The Advancement of Cross-cutting Issues
- The Adherence to the UN's Comparative Advantages
- The programmes funding gap

The consultations of line ministries led by the MoFED then consisted in reviewing the UNCT proposal for the use of funds. This was done on the basis of the following criteria:

- Consideration of agency specific deliverables and the maintenance of the coherence and balance of the overall programme
- The absorption capacity of Participating UN Organizations
- Compliance of deliverables with respect to sector needs
- Under/un-funded Participating UN Organizations

As per the TOR of the SL-MDTF, the process of consultation varies according to the earmarking level of the allocation proposed by the donors. In the case of the 9.7 Million USD unearmarked funding from the Expanded DaO funding window received in February 2010, all UNCT members participated in the decision making process to determine the use of the allocation. The funding provided by the Canadian Government (494,000 USD) was earmarked at agency level within programme 15 and 16 of the UN Joint Vision and therefore only required the approval of the DEPAC.

Despite the absence of a formal review process through the sector working groups, the sub-committee of the Health sector working group was used to discuss priorities in this sector or subsequently propose a prioritization of the Delivering as One funding allocation to the Joint Vision programme 20 on Strengthening Health Systems and programme 6 on Malaria.

B. Key elements of the approach

Country Fund

Monitoring and evaluation; reporting

The funding allocation from the Expanded Delivering as One window was received end of June 2010. An allocation from the Canadian Foreign office was made late July 2010. In September 2010, the UNCT requested the Strategic Planning unit to provide a status update on the delivery of the DaO-funded projects. A delivery rate based on an expenditure rate (on the basis of obligated funds) was estimated to be 95% by end of year 2010. This figure has been verified as part of the overall MDTF financial status update of the Joint Vision in December 2010 (see next section on expenditure rate).

Over the course of 2009, the UNCT tasked the Strategic Planning Unit to create a Programme Managers Group (PMG) composed of senior representatives with programmatic oversight from each agency to work on the coherence and the coordination of the Joint Vision. As part of the PMG terms of reference, a monitoring exercise at joint level was undertaken. Through lead agencies, information on implementation progress and challenges as well as funding was consolidated and analyzed. The analysis was used by the UNCT during its annual retreat that took place in late October. Decisions regarding financial monitoring, Joint Fundraising and JV programmes configurations were subsequently made.

The performance of all funds channeled through the MDTF will be assessed during the first quarter of 2011 as per the MDTF reporting requirements. The National partners will be involved in the process as part of the overall Joint Vision annual review. This review will assess the Joint Vision's progress towards the benchmarks and indicators contained in the Joint Vision Monitoring and Evaluation framework.

Leadership by the RC and UNCT

A consensus was reached among UNCT members on the allocation of resources from the Country Funds. The process started with an initial proposal by the Strategic Planning Unit to the UNCT regarding a pre-selection of programmes within the Joint Vision. This proposal was based on the funding gap criteria as programmes proposed where all in need of catalytic funding to start their activities.

The UNCT reviewed the proposal and agreed on selected programmes and then designed a small group of Heads of Agencies to establish selection criteria to further determine the use of funds within each selected programme. The group asked each programme team to submit a concept note justifying the use of funds and demonstrating agencies' absorption capacities. Based on the submission, the overall proposal was reviewed and then endorsed by the UNCT.

Business Operations

Strategic planning for business operations

The running of the common services is overseen by the Operations Management Team (OMT), which seeks to guide the UNCT on ways to harmonize practices where possible. The actual management of the three services (security, garage and medical clinic) is decentralized under the leadership of an agency;

UNDP/UNISSO, WFP and UNIPSIL respectively. In 2009-2010, the role of the OMT has been to ensure that the management of these services runs smoothly as per the Joint Vision guidance but no specific work plan was used. At the OMT in November 2010, agencies however proposed that a work plan be established for 2011.

Traditionally focusing on the harmonization of funding and financial reporting procedures, the HACT task force (dubbed DiPS – Direct Programme Support) in Sierra Leone has committed to making programme considerations part of its work. Whilst the agreed activity plan (annex 2) focused on the traditional tasks of HACT (micro assessments, joint assurance activities, staff and IP trainings and so on), the trainings comprised modules on the HACT reform in relation to the single UN planning document (“Joint Vision”).

For 2011, the DiPS task force projects to work with programme staff to implement and follow-up up the recommendations of the recently completed joint micro assessment of 25 UN implementing partners. In effect, the task force added to the micro assessment questionnaire (checklist B) a set of questions about programme management. This was done with a view to sharpen the analysis of capacity gaps among IPs, and to make the micro assessment reports more relevant to UN programme staff charged with the implementation of the UN Joint Vision.

At the beginning of the year, the ERSG commissioned a review of the joint field offices with a view to strengthen their functioning and role in rolling out the UN Joint Vision in the provinces. It took place in January-April 2010 and resulted in detailed recommendations on the harmonization of operations and programme implementation. In October, after considering findings from that report, the UNCT decided that Resident Coordinator functions be delegated to the senior officers charged with coordination at the field level.

Cost saving estimates

Although no systematic estimates have been made, feedback from agencies in the joint field offices indicates that cost savings have been made by agencies as a result of the operational integration (co-location, cost-sharing etc.)

Although the cost-sharing arrangements of the joint medical facility (JMF) are still being fine-tuned, experience suggests that UNIPSIL’s management of the facility is significantly contributing to reducing the transaction costs. Medical claims are either sent directly from the JMF to the insurance carrier and/or sent in bulk to the participating agencies. Overall, agencies’ administration of staff claims for medical expenses have been reduced as a result, although there are no figures to support this.

Expenditure rate

The following funding gap is calculated on the basis of the 4-year budgetary framework of the Joint Vision. It represents the cost uncovered by budgetary and extra-budgetary resources that have been allocated since 2009 and will be allocated by 2012 to the Joint Vision programmes by the UN agencies, funds and programmes in Sierra Leone. Therefore, this is the real funding gap for 2011-2012. Note that the UN Family in Sierra Leone does not have yet yearly joint budget and work plan.

The expenditures for the period 2009-2010 are also included so as to provide an indication of the UN expenditure rate for the whole Joint Vision (not only for funding channeled through the SL MDTF). This expenditure rate has been calculated on the basis of the total allocated funds for the period 2009-2010. The definition used for expenditure is the level of funding obligated.

An expenditure rate for the Country Fund (SL-MDTF) has also been calculated.

Joint Vision Funding Gap:

Total secured funds 2009-2012	209,057,553
Total Programme Cost 2009-2012	360,000,000
<u>Remaining funding gap for 2011-2012</u>	<u>150,942,437</u>

Joint Vision Expenditure Rate:

Total allocated funds 2009-2010	121,360,273
Total expenditure 2009-2010	81,978,201
<u>Expenditure rate 2009-2010</u>	<u>68%</u>

SL MDTF Expenditure Rate

Total Allocated Funds	\$10,115,899
Total Expenditure	\$7,468,895
<u>Expenditure Rate</u>	<u>78%</u>

Most of the SL-MDTF funding came from the Delivering as One Expanded Funding Window (US\$9,724,000). When funding allocations among agencies were decided by the UNCT, it was agreed that all funds should be spent by end of year 2010. However, the transfer from HQs to Country offices experienced long unexpected delays and the projects implementation could in some cases not start before September 2010. These delays explain for a large part the level of the expenditure rate.

Joint Vision Financial Status as of end of Year 2010 (in US\$):

	Total secured funds (Core, non-core allocated and expected funding)	Total expenditure	Total Programme Cost (as per JV document)	Funding Gap
Programme1				
Allocated funds	3,701,943			
Expected funds	30,200,000			
Total	33,901,943	1,134,330	36,000,000	2,098,057
Programme 2				
Allocated funds	8,316,156			
Expected funds	1,955,000			
Total	10,271,156	7,945,744	11,000,000	728,844
Programme 3				
Allocated funds	3,169,228			
Expected funds	4,695,000			
Total	7,864,228	2,055,098	7,000,000	(864,228)
Programme 4				
Allocated funds	16,340,000			
Expected funds	3,270,000			
Total	19,610,000	1,309,478	50,000,000	30,390,000
Programme 5				
Allocated funds	-			
Expected funds	2,000,000			
Total	2,000,000	-	7,000,000	5,000,000
Programme 6				
Allocated funds	4,590,903			
Expected funds	3,207,002			
Total	7,797,905	4,309,575	14,000,000	6,202,095
Programme 7				
Allocated funds	15,858,268			
Expected funds	7,240,000			

Total	23,098,268	15,158,191	68,000,000	44,901,732
Programme 8				
Allocated funds	17,362,125			
Expected funds	18,072,000			
Total	35,434,125	15,881,228	43,000,000	7,565,875
Programme 9				
Allocated funds	5,000,000			
Expected funds	1,000,000			
Total	6,000,000	3,200,000	4,000,000	(2,000,000)
Programme 10				
Allocated funds	3,999,999			
Expected funds	983,000			
Total	4,982,999	3,466,999	11,000,000	6,017,001
Programme 11				
Allocated funds	5,638,518			
Expected funds	2,462,000			
Total	8,100,518	4,123,181	19,000,000	10,899,482
Programme 12				
Allocated funds	2,638,388			
Expected funds	2,335,000			
Total	4,973,388	1,020,179	8,000,000	3,026,612
Programme 13				
Allocated funds	4,080,170			
Expected funds	-			
Total	4,080,170	1,576,763	12,000,000	7,919,830
Programme 14				
Allocated funds	2,176,620			
Expected funds	-			
Total	2,176,620	1,358,938	9,000,000	6,823,380

Programme 15				
Allocated funds	3,376,137			
Expected funds	1,200,000			
Total	4,576,137	2,224,987	10,000,000	5,423,863
Programme 16				
Allocated funds	3,044,493			
Expected funds	1,389,288			
Total	4,433,781	2,546,708	7,000,000	2,566,219
Programme 17				
Allocated funds	2,346,622			
Expected funds	350,000			
Total	2,696,622	741,112	7,000,000	4,303,378
Programme 18				
Allocated funds	3,635,283			
Expected funds	30,000			
Total	3,665,283	3,047,209	10,000,000	6,334,717
Programme 19				
Allocated funds	7,147,857			
Expected funds	650,000			
Total	7,797,857	5,976,808	13,000,000	5,202,143
Programme 20				
Allocated funds	7,268,665			
Expected funds	6,509,000			
Total	13,777,665	3,392,304	9,000,000	(4,777,665)
Programme 21				
Allocated funds	1,568,898			
Expected funds	250,000			
Total	1,818,898	1,409,369	5,000,000	3,181,102
Joint Vision	209,057,563	81,978,201	360,000,000	150,942,437

DaO-funded projects: Financial status update as of 14 Dec. 2010

Programme / Agency	Title	MDFT transfer	Funds obligated	Non-obligated Funds
Programme 6				
WFP	Nutrition to PLHIV	\$652,246	\$547,668	\$104,578
UNICEF	Malaria control, LLINs Universal Coverage	\$431,442	\$366,288	\$65,154
WHO	Technical and operational support to malaria vector control interventions	\$841,664	\$841,664	\$0
Programme 15				
UNDP	Independent National Public Corporation Broadcasting Service for SL	\$792,000	\$183,462	\$608,538
Programme 18				
UNDP	Rural Community Empowerment	\$396,000	\$282,140	\$113,860
FAO	Rural Empowerment	\$554,400	\$360,000	\$194,400
UNAIDS	Empowering PLHIV , Support Groups in Rural Settings	\$142,560	\$142,560	\$0
UNFPA	Community Empowerment to reduce Gender-based Violence and Maternal Health Complication	\$158,400	\$134,814	\$23,586
UNIDO	Solar Powered Business Information and Communication Platforms	\$158,400	\$66,172	\$92,228
UNIFEM	Supporting Rural Women in Capacity Building through leadership skills training and community development	\$158,400	\$0	\$158,400
Programme 19				
UNDP	Youth Employment and Empowerment	\$594,000	\$591,378	\$2,622
ILO	Quick Impact Employment Creation for Youth through Labour Based Public Works	\$1,485,000	\$967,020	\$517,980
UNIDO	Strengthening the Agro-Industrial Growth Centres for Income Generation and Youth Employment	\$297,000	\$167,430	\$129,570
UNAIDS	HIV in the Workplace Programme integrated into infrastructure projects	\$25,740	\$25,740	\$0
UNFPA	Integrating Youth sexual Reproductive Health into Empowerment Programme	\$25,740	\$25,740	\$0
Programme 20				
WHO	Health System Strengthening	\$841,500	\$841,000	\$0
UNICEF	Strengthen the Procurement and Supply Chain Management (PSM) for medical supplies of the MOHS	\$547,668	\$509,604	\$38,064
UNAIDS	HIV integrated into the HMIS	\$49,500	\$49,500	\$0
UNFPA	Health System Strengthening	\$455,400	\$455,400	\$0
WFP	Health System Strengthening	\$69,300	\$69,300	\$0
Programme 21				
UNDP	Environment Protection for Peacebuilding	\$455,400	\$387,015	\$68,385
UNEP	Environmental Cooperation for Peacebuilding	\$495,000	\$455,000	\$40,000
TOTAL		\$9,626,760	\$7,468,895	\$2,157,365

Delivery Rate 78%

ANNEXES

- List of donors (resident/non-resident) at country level who are distributing funds for development

Commitments and disbursements of donor-funded projects channeled through the UN in 2009

Source: DAD Sierra Leone

Donor Agency / Implementer / Project	Committed (USD)	Disbursed (USD)
Unspecified		
FAO		
SL/001161 - Assistance to fish farmers		
SL/001162 - Assistance to fish farmers		
SL/001265 - Sustainable Farmer Organisations in the OFTN		
SL/001267 - Support to the Implementation of NARP		
SL/001268 - Food Security through Commercialization of Agriculture (FSCA)		
Canada International Development Agency (CIDA)		
UNICEF		
SL/001324 - Child Survival & Dev. / Nutrition - CIDA Bilateral Funds	373,307	373,307
World Food Programme (WFP)		
SL/001156 - Protracted Relief and Recovery Operation 10554.0 - Food Assistance to Refugee and Returnee-Affected Areas of Sierra Leone		30,096
Department for International Development (DFID)		
UNICEF		
SL/000739 - Sierra Leone Health Programme	12,394,745	12,394,745
SL/000763 - Water and Sanitation Programme	2,264,665	2,264,665
SL/001262 - Support to Basic Education in Sierra Leone	1,263,870	1,263,870
European Commission (EC)		
FAO		
SL/001260 - DCI - Food Security /2009	14,906,832	6,766,017
Special Court Sierra Leone		
SL/000716 - Victims Justice and Legacy Project		328,285
SL/001177 - Communicating Justice and Capacity Building Project		157,915
UNDP		
SL/000993 - Local Government Elections 2008	749,154	749,154
World Food Programme (WFP)		
SL/001156 - Protracted Relief and Recovery Operation 10554.0 - Food Assistance to Refugee and Returnee-Affected Areas of Sierra Leone	11,384,835	4,616,516
Germany		
Special Court Sierra Leone		
SL/000824 - Support to the Special Court of Sierra Leone		1,973,944
UNDP		
SL/000673 - Capacity building for communities involvement in development project	261,529	261,529
World Food Programme (WFP)		
SL/001156 - Protracted Relief and Recovery Operation 10554.0 - Food Assistance to Refugee and Returnee-Affected Areas of Sierra Leone	753,012	49,262

Government of Italy		
World Food Programme (WFP)		
SL/001157 - Country Programme Sierra Leone 10584.0 (2008-2010)		19,241
Government of Japan		
UNDP		
SL/000657 - Arms for Development (phase I and II)	329,763	329,763
World Food Programme (WFP)		
SL/001156 - Protracted Relief and Recovery Operation 10554.0 - Food Assistance to Refugee and Returnee-Affected Areas of Sierra Leone	2,000,000	1,542,062
Government of Norway		
Special Court Sierra Leone		
SL/001312 - Special Court For Sierra Leone	770,148	770,148
UNDP		
SL/000656 - UNCT Support to Transition Initiatives in Sierra Leone	275,000	274,886
SL/001309 - Food Security Programme	149,666	149,666
UNICEF		
SL/001325 - Education - Norway Bilateral Funds	73,000	72,088
Government of Spain		
World Food Programme (WFP)		
SL/001156 - Protracted Relief and Recovery Operation 10554.0 - Food Assistance to Refugee and Returnee-Affected Areas of Sierra Leone		283,796
Government of Switzerland		
World Food Programme (WFP)		
SL/001156 - Protracted Relief and Recovery Operation 10554.0 - Food Assistance to Refugee and Returnee-Affected Areas of Sierra Leone		64,134
SL/001157 - Country Programme Sierra Leone 10584.0 (2008-2010)	438,869	28,711
Government of The Netherlands		
UNICEF		
SL/001122 - Education National Policy and Advocacy		63,326
SL/001323 - Education - Netherland Bilateral Funds	750,000	715,431
Irish Aid		
FAO		
SL/001080 - Support to the National Agricultural Response Programm		
SL/001189 - UNFAO 09 01 - Agriculture Baseline Study	65,798	65,798
SL/001193 - UNFAO 09 02 - National Agriculture Response Plan	603,680	603,680
UNAIDS		
SL/001369 - Mapping of CBOs and FBOs		
SL/001371 - Capacity strengthening for PLHIV support groups		
SL/001372 - Organization of regional partnership forum meetings		
SL/001376 - Procurement of furniture		
SL/001377 - Stationaries for DACs		
SL/001378 - Assistance to PLHIV		
SL/001379 - Capacity strengthening for the media		
SL/001380 - Procure reporting material for the media		
UNDP		

SL/000988 - Support to the Special Court Sierra Leone		
SL/001013 - Support to Local Elections		
SL/001098 - UNDP-UNIDO Joint Private Sector Development Initiative	28,412	28,411
SL/001213 - Support to the Special Court Sierra Leone		
SL/001220 - Sustainable waste management	111,450	111,450
UNICEF		
SL/001136 - UN 08 01 - Joint Programme - Reproductive and Child Health		
SL/001137 - UN 08 01 - Un joint Programme - Nutrition		
World Food Programme (WFP)		
SL/001156 - Protracted Relief and Recovery Operation 10554.0 - Food Assistance to Refugee and Returnee-Affected Areas of Sierra Leone	486,250	486,250
SL/001214 - Purchase for Progress Initiatives in Sierra Leone	369,112	369,112
Italian Cooperation		
FAO		
SL/001254 - Food Security through commercialization of agriculture		
UNIFEM		
SL/001255 - advancing the implementation of the Truth and Reconciliation Commission in Sierra Leone on gender equality		
Japanese International Cooperation Agency (JICA)		
UNDP		
SL/001221 - Capacity Development of Grassroots Institutions	233,585	233,585
Saudi Arabia		
World Food Programme (WFP)		
SL/001157 - Country Programme Sierra Leone 10584.0 (2008-2010)	317,309	20,759
Swedish International Development Agency (SIDA)		
UNDP		
SL/000656 - UNCT Support to Transition Initiatives in Sierra Leone	25,000	24,206
World Bank		
UNDP		
SL/001109 - Sierra Leone: Promoting Sustainable Youth Employment Through Capacity Building		

Total 51,378,991 37,485,808

Report generated on 02 Dec 2010 10:31

Donor Contributions



Data as of 3 Dec 2010 11:00 AM GMT

Covering 2010

Fund Sierra Leone MDTF

Start date 2010

End date 2010

Contributor/Partner	Commitments (real-time)	Deposits (real-time)	Deposit rate (real-time)
DEPT OF FOR AFF & INTL TRADE GOV CANADA 	494,080	494,080	100.0%
Expanded DaO Funding Window 	9,724,000	9,724,000	100.0%
Totals	10,218,080	10,218,080	100.0%

2. Harmonized Programme Support/HACT Task Force Activity Plan 2010 (Draft)

Activity	Responsible	Jan	Feb	Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec
Request a meeting between the Task Force and MoFED on the roll-out	SPU	X											
Meeting with MoFED and DACO to update on HACT roll-out	Task Force/SPU	X											
Revise ToR for the Task Force	Task Force	X											
Finalize Assurance Activities Plan	Task Force	X											
Establishment of budget of joint activities of the roll-out	SPU	X											
Revise Assurance Activities Checklist in line with HACT guidelines	Task Force subgroup	X	X										
Get the agreed database up and running	SPU	X	X										
Send updated information for database to the RCO/SPU	Agencies/Task Force	X			X			X			X		
Enter information received from agencies into database	SPU	X			X			X			X		
Prepare for next batch of micro assessments (common partners)	Interagency team/SPU		X	X									
Government Launch of HACT implementation	Task Force/SPU		X										
IP HACT trainings in Freetown (two)	Task Force/SPU		X	X	X	X							
Send report from database to agencies, as agreed by Task Force (ex. Calendar of joint/assurance activities)	SPU			X				X			X		
Update on HACT to RC/UNCT	SPU			X			X			X			X
Micro assessments for prioritized common IPs	Interagency team/SPU				X								
UN Staff training	Task Force/SPU					X							
Mid-year implementation review	Task Force							X					
Annual Implementation review	Task Force												X
Study tour to other HACT country	Interagency team	A	T		A	N	Y		T	I	M	E	
Assurance Activities	Agencies/inter-agency teams	C	O	N	T	I	N	U	O	U	S	L	Y
Integrated HACT trainings for IPs & Staff	Agencies	C	O	N	T	I	N	U	O	U	S	L	Y