

United Nations

Liberia

UN Development Assistance Framework

2008-2012

Joint Annual Review

Report 2008

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Background and Rationale for the Joint Annual UNDAF Review

During Liberia's 14-year civil war, 800,000 Liberians were displaced and an estimated 270,000 were killed. Thousands were sexually abused and the fabric of society was greatly undermined. Destruction of the nation's infrastructure and economy was immense.

The Comprehensive Peace Agreement of August 2003 and United Nations Security Council resolution 1509 renewed the chance for peace and stability in Liberia. A major international peacekeeping mission was deployed and the National Transitional Government of Liberia (NTGL) was formed. Under the NTGL, the Results-Focused Transitional Framework (RFTF) was initiated and 700 million United States dollars (USD) disbursed – largely for elections, security, basic social services, and humanitarian interventions.

National elections were held in late 2005 and Ellen Johnson Sirleaf was elected as the first female president in Africa. Since this time, the government and people of Liberia, with enormous goodwill and support from the international community, have achieved much. The government has made substantial progress in formulating and implementing an interim Poverty Reduction Strategy (iPRS) following an initial 150-day Action Plan. The iPRS revised the civil service code, cleaned up procurement processes, introduced internal controls, overhauled financial management procedures, and began fighting corruption.

Efforts to-date have served well in establishing security and supporting humanitarian assistance, although residual humanitarian needs persist in some areas. The challenges that remain are enormous. Major infrastructure rehabilitation, though underway, needs to continue and economic recovery and the expansion of livelihood opportunities remain major challenges. The most rudimentary basic social services are not accessible to the majority of Liberians and poverty and food insecurity are pervasive.

The Poverty Reduction Strategy

The Government of Liberia, in collaboration with its development partners, issued the Poverty Reduction Strategy (PRS) "Lift Liberia" in XXX 2008 to cover the period 2008-2011. The PRS builds on the Government's first 150-day action plan and its interim PRS (iPRS), and has been formulated through broad-based consultation with Liberian citizens in cities, towns, and villages throughout the country, members of the business community, civil society groups, the Legislature, and international partner organizations. These consultations have culminated in the formulation of County Development Agendas (CDA) by each of the 15 counties.

The PRS is organized around four Pillars representing the core strategic areas at the foundation of generating inclusive and sustainable growth and addressing the poverty challenge in all its dimensions. The four Pillars represent an organizing framework to establish key priorities, allocate scarce resources across competing demands, and achieve Liberia's most important development goals.

The four PRS Pillars are:

1. Consolidating Peace and Security: To create a secure and peaceful environment, both domestically and in the sub-region, that is conducive to sustainable, inclusive, and equitable growth and development.
2. Revitalizing the Economy: To revitalize the food and agricultural sector to contribute to shared, inclusive, and sustainable economic growth and development; provide food security and nutrition; increase employment and income; and measurably reduce poverty.
3. Strengthening Governance and the Rule of Law: To build and operate efficient and effective institutions and systems, in partnership with the citizens, that will promote and uphold democratic governance, accountability, justice for all, and that will strengthen peace.
4. Rehabilitating Infrastructure and Delivering Basic Social Services: To ensure that all roads are pliable year round, to refurbish select public buildings, and to build the capacity necessary for a sustained road maintenance program.

UN Integration and the UN Development Assistance Framework 2008-2012

United Nations Development Assistance Framework (UNDAF) sets out the specific areas of response of the United Nations to Liberia's poverty reduction and development challenges. It expresses the commitment of the United Nations to be at work together to foster reconciliation, address inequality, and support national ownership. Informed by the analysis of the United Nations Common Country Assessment for Liberia (CCA) and engagement in the PRS process, the United Nations in Liberia has identified five UNDAF outcomes. These outcomes were further validated through a process of regional consultations involving county and district authorities in 2007.

The development of the UNDAF has also drawn on the expertise and active participation of all United Nations entities in Liberia. Following a retreat with the government and partners, five working groups were established around agreed UNDAF outcomes. Government and civil society organizations were invited to participate in the groups, which also brought together United Nations agencies and the United Nations Mission in Liberia (UNMIL).

The UNDAF has been guided by a rights-based and conflict-sensitive, peacebuilding approach requiring continuous examination of policies and programmes to ensure the promotion of peace and stability rather than exacerbating or reviving conflict.

Four of the UNDAF Outcomes are directly linked to the four PRS Pillars. An additional outcome focuses on HIV and AIDS, and has been chosen as it is deemed important due to the potentially dire consequences of the epidemic, which could explode in Liberia absent serious and concerted national efforts.

The UNDAF Outcomes are:

1. Peace and Security: National and local authorities increasingly have the capacity to provide security, manage conflict, and prevent violence, respecting human rights throughout.
2. Economic Revitalization: National economic policies and programmes are being implemented to support equitable, inclusive and sustainable socio-economic development.
3. Good Governance and the Rule of Law: Democratic, accountable and transparent governance is being advanced in a participatory and inclusive manner and in accordance with human rights standards.
4. Social Services: Improving health and education, with an emphasis on reduced maternal and child mortality and increased learning achievement.

5. HIV and AIDS Prevention, Treatment and Care: An enabling environment in place and organizational capacities enhanced to improve access to HIV and AIDS prevention, treatment, care, and support as well as addressing stigma and discrimination.

The UN in Liberia has agreed to form a coordination mechanism called an UNDAF Outcome Group, which includes participants from all UNCT Agencies and UNMIL sections responsible to deliver within each respective UNDAF Outcome area. The DSRSG/Resident Coordinator has delegated responsibility to the UN Conveners to act on matters related to his/her specific UNDAF Outcome Group and at respective Government's PRS Pillar meetings, as well as in high-level interaction with national and other partners on issues within his/hers thematic area. In this regard, the Convener does not act in the capacity of his/her organization (UN agency / UNMIL section) but on behalf of the entire United Nations in Liberia.

Progress towards the UNDAF outcomes will depend on the capacity to simultaneously address a number of cross-cutting issues that have profound influence on the lives of every Liberian woman, man, and child requiring an integrated approach for the United Nations to provide support effectively on a number of cross-cutting issues. Indeed to make progress across all sectors will require that the United Nations in Liberia must embrace the concept of "at work together" to address the challenges posed in these areas.

Working through Joint Programmes is another aspect of the UN organizations' commitment to adopt an integrated approach to delivering on the goals set out in the UNDAF. Through Joint Programmes the United Nations entities work closely in preparation, implementation, and evaluation. That includes undertaking joint needs-assessments, joint planning, joint implementation, joint monitoring and evaluation, collaborative decision-making, and a streamlined dialogue with partners.

The monitoring and evaluation framework for the UNDAF includes a set of indicators and targets that were selected for monitoring progress towards the various UNDAF outcomes. They focus on indicators that are shared with the PRS. The United Nations is joining its efforts to support government capacity to report against the PRS, in accordance with the PRS monitoring and evaluation framework. It aims at strengthening the government's capacity to collect, manage and analyze information relevant to the PRS and MDGs, both in terms of producing statistical data and monitoring planned outputs. The UN in Liberia has committed to not set up parallel UNDAF M&E System, but rather support the Government of Liberia to establish an M&E system for tracking the PRS Deliverables and use that system to monitor UN support to national priorities.

The UNDAF expresses the commitment of the of United Nations agencies to operate in Liberia with greater coherence and efficiency in the delivery of services to the Liberian people. The UNDAF was revised and updated in June 2008 to ensure it is fully aligned with the PRS. The Government and the United Nations in Liberia agree that the UNDAF is a "living" document that will continue to be updated so as to be responsive to the situation in Liberia over the coming years.

Review Rationale and Methodology

The entire UN family (UNMIL and the UN Country Team members) have agreed that the UNDAF serve as the document which captures the joint efforts of the UN to advance the PRS. UN Liberia is committed to conduct Annual Reviews to identify progress made against the goals set out in the UNDAF and, through joint analysis, find ways to improve UN support to the development process in Liberia.

The Annual UNDAF Review was intended to: 1) reduce transaction costs for the Government and the UN through one Joint Annual Review Meeting; 2) reinforce the strong sense of teamwork across the UN with the engagement of both UNCT members and UNMIL; 3) give a strong focus on results around the five UNDAF Outcomes; 4) enable constructive discussion on UN integration with the Government, what it means for Liberia, how it impacts on operational effectiveness; 5) institutionalize the Management and Coordination Structure as the overall organizational framework for the implementation of the UNDAF; 6) stimulate conceptual thinking on the most effective practical ways of working together; and 7) inform reporting processes for 2008 and planning processes for 2009.

Based on a Concept Note, the Annual UNDAF Review 2008 was initiated by the UN Country Team 7 October 2008. After discussing examples from other countries and taking into account that the review would be the first UNDAF review carried out in Liberia, the UNCT agreed to carry out a lean exercise within a one and a half month timeline. A Review Task Team was established to develop the work-plan and reporting format for the review.

The reporting format contained columns on results/achievements, expenditures, challenges, inter-agency linkages and way forward. Some technical reviews were carried out by individual agencies, feeding into their review report. Each agency and UNMIL Section then submitted Review Reports on relevant UNDAF Outcomes to the RC Office. These reports were then consolidated to one Review Report for each UNDAF Outcome.

The UNDAF Outcome Review Reports were submitted to the UNDAF Outcome Groups. The Outcome Groups analysed the Outcome Review Reports and prepared 15 min. presentations for the Joint Annual Review Meeting, highlighting: (1) key achievements; (2) challenges, identified gaps or lessons-learned; and (3) practical proposals on way forward to meet challenges, increase efficiency and delivery, as well as on improved coordination - across the UN family, with Government and/or with the external development community. The Conveners of the Outcome Groups took the lead in consulting with group members in preparing the presentations.

A Joint Annual UNDAF Review Meeting was held 26 November. The objectives of the meeting were to:

- provide a yearly update of progress against the UNDAF outcomes
- give high-level endorsement of UN activities and strategic direction, validating conclusions and recommendations that should feed into the annual planning processes for 2009
- provide a forum for discussion between the UN, Government and partners on UN achievements and future challenges within the context of support for national development goals
- provide information for the annual reports for agencies, the Resident Coordinator and donors, and reflect on issues such as development effectiveness, priorities for national capacity development, and resource mobilization needs.

The issues addressed and statements made by the Conveners of UNDAF Outcome Groups were made on behalf of the United Nations system, rather than as the position of individual agencies/sections.

This UNDAF Review Report 2008 presents key achievements, challenges and way forward as identified by the UNDAF Outcome Groups. Each section is followed by a box containing the results of the discussions at the Group Sessions during the Joint Annual Review Meeting. A summary of key recommendations for improved delivery of results in 2009 concludes the report.

M&E Systems and the Annual UNDAF Review 2008.

The Annual UNDAF Review 2008 focused on UN activities and results, but did not apply the Monitoring and Evaluation Framework as provided in both the UNDAF and the PRS. The UNDAF and PRS M&E Frameworks, which are harmonized and contain the same set of indicators, would enable the UN measure impact against a set of clearly defined indicators. As the PRS and the UNDAF provide long-term goals, a change in the impact indicators should begin to register after 2-3 years. The tracking of PRS deliverables, on the other hand, provides a concrete and day-to-day measure of outputs, which have a long-term effect on the impact indicators.

As the M&E Framework and the PRS Deliverables Tracking Tool was not yet operationalized, the UNDAF Review 2008 was an exercise for the UN agencies to develop a shared understanding of key achievements and challenges, and how the UN in Liberia can better support the Liberian people. The Government of Liberia, with support of the UN, is at the end of 2008 hard at work to operationalize the national M&E systems for effective launch primo 2009. The Annual UNDAF Review in 2009 should thus be conducted using the national M&E systems.

UNDAF Outcome 1: Peace and Security

UNDAF Outcome 1: National and local authorities increasingly have the capacity to provide security, manage conflict and prevent violence, respecting human rights throughout.

Country Programme Outcomes:

1. Accountable security sector established and functioning
2. National reconciliation and reintegration processes consolidated, with focus on youth empowerment
3. Government and civil society have capacity for conflict prevention, management and conflict-sensitive development at national and local levels

PRS Pillar 1: Consolidating Peace and Security

Key Achievements

Key national legislative and strategic frameworks in place

- ✓ Development of a National Security Strategy and Implementation Plan for Liberia (NSSRL) completed.
- ✓ National Defence Act adopted.
- ✓ Liberia National Police Strategic Plan (2009-2013) developed

DDRR Program: Reintegration process completed: Support provided to the NCDDRR to implement the last phase of reintegration program for ex-combatants. So far, 93,234 ex-combatants have benefited and another 5,132 are now participating in the last phase.

Emergency Response Unit (ERU) established: Two first classes of Emergency Response Unit (ERU) of LNP graduated and is operational. Activities have already made an impact.

Community Empowerment Program commenced: Programme commenced with community-based peace education and civic participation workshops in selected and targeted conflict prone areas

Peace Curriculum completed: Peace, human rights and citizenship education curriculum completed and approved by the Ministry of Education. In-service for teachers supported by Peacebuilding Fund in three counties to commence shortly.

Challenges

Civilian oversight bodies not yet in place: Critical issue for a democratic development of the security sector.

The Armed Forces of Liberia activated, but remains to become operational: To build a professional army is a long process.

Limited capacity for conflict prevention, management and conflict-sensitive development at national and local levels: A more comprehensive approach to a capacity building is desired.

Sufficient national resources to sustain an adequate security sector that effectively maintains security and promotes rule of law: Donor support for capital investments likely to continue but not for running costs.

Way Forward

Strengthened support to locally owned implementation of Security Sector strategic plans

Better coordinated UN support to:

- ✓ **PRS Pillar 1 priorities**
- ✓ **PRS Pillar 1 effectiveness**
- ✓ **Harmonized donor support to PRS Pillar 1**

With the UNDAF and the recent establishment of the UNDAF Outcome Group on Peace and Security the UN has an opportunity to provide more focused and coherent support to donor harmonization in this area and to the work of PRS Pillar 1.

Strengthen coherency and coordination between the Peacebuilding Fund and the work of PRS Pillar 1/UNDAF Outcome Group 1: The 'softer' Peacebuilding Fund development projects and 'hard' security issues are interlinked, based on the same reference documents - and should be harmonized.

Peace and Security Review Group

Best Practice: Identification of policy framework for security institutions developed

What to do differently; Identify ways and means of operational implementation

Recommendation: Work towards goal of majority of internal and external security operations planned and performed by Government (AFL, LNP, BIN, SSS, etc.) by 2011.

Best Practice: Expansive and holistic approach to SSR, involving whole of UN Agencies, Youth and Gender issues, RoL development, PBF, etc.

What to do differently/Recommendations: More integrated strategies; Greater depth to integration of socio-economic issues; More capacity development of security institutions.

Best Practice: Community-based approaches, e.g. community policing and CIMIC

What to do differently: Implement strategies to embed security institutions in civil society; Implement projects that enhance organizational ethos of public service.

Recommendations: Encouragement of AFL in community based initiatives; Stronger community based approach to policing.

Best Practice: Reintegration of ex-combatants:

Inclusive process (geographical, gender, socio-economic); Access to psycho-social services; Close collaboration of all stakeholders; Employment oriented training programmes.*

What to do differently/Recommendations; Approach to reintegration programmes should be harmonized across stakeholders; Exit strategy/ transition to whole of Government recovery programmes to be planned at the onset; Training Programmes to be more sustainable (lead to sustainable livelihoods)

** Women included as fully eligible to benefit from reintegration programmes. 23% of all beneficiaries were female and 36% women in last phase.*

UNDAF Outcome 2: Economic Revitalization

UNDAF Outcome 2: National economic policies and programmes fully support equitable, inclusive and sustainable socio-economic development

Country Programme Outcomes

1. National mechanisms and capacities for MDG-based, conflict-sensitive planning, analysis and monitoring strengthened;
2. Increased access to productive employment and equal opportunities for expanding sustainable livelihoods, especially for vulnerable groups and in consideration of conflict factors;
3. Household food security improved, accounting for sustainable natural resources management, environmental protection and gender concerns;

PRS pillar 2: Revitalizing the Economy

Key Achievements

Support to the preparation of the PRS: Consultations, analysis, costing, drafting, launch, post-launch resource mobilization. Ground-breaking exercise, dedicated GOL leadership, active partnerships all-round; first ever costing exercise involving some 24 cross-cutting WGs, including 7 cross-cutting themes.

Support to the build up of national statistical & aid coordination capacity and the establishment of an M&E structure and infrastructure:

- ✓ CWIQ, PPA, DHS, Census
- ✓ Formulation & adoption of a National Statistics Development Strategy (NSDS)
- ✓ Institutional strengthening of LISGIS - fusion of NIMAC
- ✓ Establishment of Aid Mgmt Platform (AMP)

Progress being made in establishing an M&E system that links the centre to the counties provides better prospects for monitoring the PRS at decentralized levels. Adoption of the NSDS provides a framework for further strengthening Liberia's statistical capacity. Web-based tracking & reporting.

Support to GEMAP:

- ✓ PFM reform – systems, procedures, PFM Act
- ✓ Establishment and roll-out of EITI/Kimberley
- ✓ Overall GEMAP results monitoring (policy matrix/'traffic lights')

GEMAP's contribution to improved economic governance acknowledged; UN's results tracking fed into a recent mid-term review; way forward being articulated.

Coordinated support to Food security:

- ✓ Mobilizing emergency food crisis response (WB/UN)
- ✓ Development of a national Food Security and Nutrition Strategy (FSNS);
- ✓ Draft Nutrition Policy/development of an institutional framework for food security and nutrition monitoring.
- ✓ UN Joint programme on Food Security
- ✓ Update of the 2006 CFSN (collection of food security indicators);

Cross-sectoral nature of the FS and nutrition crisis has triggered dialogue amongst the key players: agriculture, infrastructure, health, social welfare, labour, protection, planning, which will need to be sustained; collaboration amongst key agencies WFP, FAO, UNDP, WB been excellent.

Challenges

Strategy for effective roll-out and utilization of statistical capacity and support: While the substantial build up of statistical capacity and increase in statistical output within Liberia over the past 2 years (CWIQ surveys, DHS, and census) represents major progress, strategy for effective roll-out and utilization needed. Scaled up support needed in survey design, implementation, statistical logistics, and analytical capacity. The full results of the census need to be collated, analyzed and published.

Weak monitoring systems: Even with NSDS, monitoring systems remain weak, disaggregation is nascent and national macro-economic data remain weak. New resources needed for follow-up on CWIQ, the labor force survey, as well as the implementation of the PRS M&E system, including the extension of statistical capabilities to the Counties.

Weak capacity for implementation: The hard and soft skills needed to plan, program, and implement ongoing and anticipated activities within the PRS remain uncertain; even with efforts to mobilize capacity through such efforts as TOKTEN, SES, etc overall progress is slow. The efforts underway formulate a comprehensive national capacity dev strategy that integrates and matches all aspects of technical, institutional and organizational capacity is a step in the right direction; national validation planned 4-5 December.

Weak overall aid coordination: Better guidance and clarity needed in institutional responsibilities, division of labour and accountabilities with respect to aid management. Drafting of the Liberia Aid Strategy an excellent opportunity to spell out who plays what part in the very multi-faceted aid architecture, in the spirit of Paris Declaration and AAA.

Un-even resource allocation and flows: Might result in funding shortfalls in some sectors while over-spending in others, with possible negative implications for the overall PRS implementation. Need to strengthen cross-pillar, sectoral linkages, paying greater attention to crosscutting issues in allocation resources for the implementation of the PRS

Way Forward

Support to generation, analysis and dissemination of statistics: Greater, scaled up support to dissemination of available statistics, generation of national accounts data, follow-up to the CWIQ, labour force survey, finalisation and publication of census analytical reports, NSDS roll-out and aggressive support to establishment of county level data and information systems and infrastructure. Increased coordinated and integrated UN action needed.

Strategic resource mobilization for critical areas: Mobilize more resources in support of critical sectors of the economy or areas that constitute either threats to national stability and economic revival, (eg, land reforms, decentralization) or those that will boost economic growth and development (private sector, SOEs, etc ;

Increased stimulation of private sector led development: Linked to the above, stronger focus on/support for rebuilding infrastructure to attract investment and stimulate private sector-led growth, consistent with the goals of the PRS;

Aid coordination: Speed up efforts in bringing about clarity on institutional roles and responsibilities; UN eager to engage on the basis of clear guidance from GOL

Capacity development: Intensify efforts to mobilize capacity for the implementation of the PRS while finalising strategy for the long-term capacity development linked to a national vision.

Economic Revitalization Review Group

Financial and Economic Governance

Best Practice

- a) Political will, partner commitment and flexibility.
- b) Kimberly process; EITI; GEMAP Framework lead to more sustained PFM reform effort (including financial management and training).
- c) Cleaning up the payroll.

What to do differently: Capacity building/transfer not started early enough; Increase operational capacity to deliver from beginning; Greater clarity in Government (LRDC, MOF, CB, MPEA) mandates and roles.

Recommendations: Greater coordination in implementation among partners, Government, UN Agencies and among Joint Programmes.

Data and M&E

Best Practice: National ownership and commitment (i.e. census); Willingness to take risk; Demand driven; Decentralized approach (i.e. IMOs).

What to do differently: Equal support to analysis and dissemination; Better coordination within UN; Greater institutional clarity in M&E structure.

Recommendations: Aid management; Household expenditures survey and Labor survey; Data and information quality / analysis, disaggregation and dissemination; Capacity building and transfer.

Joint Programme on Food Security and Nutrition

Best practice: Government demand and commitment; Good support in terms of financial and human resources; Quick response based on existing structures/documentation

What to do differently: Better coordination of planning and implementation; Better management of expectations vs. capacity.

Recommendations: Getting implementation right; Updating plans and data; Better coordinated donor support (i.e. Danish support).

UNDAF Outcome 3: Governance and Rule of Law

UNDAF Outcome 3: Democratic, accountable, and transparent governance is being advanced in a participatory and inclusive manner and in accordance with human rights standards

Country Programme Outcomes:

1. Governance systems reformed to promote and sustain democratic principles with strengthened decentralized capacity and participation of disadvantaged groups.
2. The rule of law strengthened, upholding international human rights standards
3. National and local mechanisms enhanced to uphold human rights, promote political, religious and ethnic tolerance and provide social protection

PRS Pillar 3: Strengthening Governance and the Rule of Law

Achievements

County and district level administrations are better able to draw upon resources to plan and implement local development: National Decentralization Policy drafted, CDSS strengthened, computerization of MIA commenced, draft manual of LDF funding procedures developed, draft project production proposals for 3 counties, administrative offices and County Development Agendas developed.

Existing civil service reformed: Support for the completion of the Civil Service reform strategy, preparation for establishing a Human Resource Management Information System (HRMIS)

The NEC has improved institutional and administrative capacity: Boundary harmonization conducted.

National anti-corruption strategy: Anticorruption Bill enacted into law and Liberia Anticorruption Commission (LACC) Established.

Mechanisms to resolve land disputes: Advice on the establishment of a Land Commission provided.

The national legislature better able to perform law-making, oversight and representative functions:

- ✓ Training opportunities to 8 members
- ✓ 5 year strategic plan drafted
- ✓ Induction for 62 student interns
- ✓ Legal adviser co-located

Justice systems, including traditional and formal justice, reformed and reconciled:

- ✓ Rule of Law Retreat
- ✓ Draft Bill for Law Reform Commission
- ✓ Mapping of capacity gaps and needs
- ✓ Review of traditional justice systems
- ✓ Judiciary website, resource centre

- ✓ Furniture and equipment distributed
- ✓ GBV operational plan developed

Human resource capacity of the judiciary enhanced and conditions in correction facilities improved:

- ✓ Prosecution and Defence Consultants recruited
- ✓ Support to Judicial Training Institute
Draft bench book for Magistrates
- ✓ OSIWA scheme
- ✓ 4 courts, 4 police depots/barracks 2 BIN offices, 2 corrections centres constructed

National Human Rights Action Plan: Dialogue on INCHR

National social protection framework: Developing a concept note for human rights survey

Vulnerable children, youth and adults: WFP School feeding program

Gender equality advanced and young peoples' rights and interests:

- ✓ National Gender Policy
- ✓ Research into Rape
- ✓ Joint SGBV Programme
- ✓ CEDAW report completed and shared
- ✓ Support to GBV unit MOJ and Ministry of Gender
- ✓ Mapping of youth organization
- ✓ National Youth Development Trust Fund
- ✓ Radio program "Lets talk about it"

Challenges

Country Programme Output 3.1: Governance systems reformed to promote and sustain democratic principles with strengthened decentralized capacity and participation of disadvantaged groups:

- ✓ Decentralization is perceived differently by various stakeholders; there must be inclusive and wider consultations;
- ✓ Lack of accessibility to project sites,
- ✓ Lack of system and procedures,
- ✓ Limited capacity of local actors,
- ✓ Limited motivation and lack of qualified/trainable county administration staff;
- ✓ Harmonizing CDF and LDF funding procedures;
- ✓ Agency-wide coordination and collaboration,
- ✓ Lack of proper communication facilities,
- ✓ Lack of access to credit;
- ✓ Inability of local governments to meet operational costs and to maintain facilities;
- ✓ CSOs not focused and committed to effectively implementing their mandates;
- ✓ Public skepticism of LACC;
- ✓ Multidimensional nature of fight against corruption not well understood,
- ✓ Challenge of developing an independent and participatory land dispute resolution mechanism while the land commission's mandate is only to study land issues, make policy and recommend reform.

Country Programme Output 3.2: The rule of law strengthened, upholding international human rights standards:

- ✓ Insufficient external support for the legislature, inadequate funding;
- ✓ Shortage of persons with legal drafting skills;
- ✓ Excessive pre-trial detention;
- ✓ Most cases have no case files, or no evidence on the file;
- ✓ Poor record keeping all round;
- ✓ Slow cooperation from the Judiciary and Ministry of Justice;
- ✓ Delays in allocating space for SGBV Unit;
- ✓ Bridging the formal and informal systems;
- ✓ Cooperation between Ministry of Justice, the Judiciary and Ministry of Internal Affairs;
- ✓ Judiciary suffering from not having adequately educated judicial personnel.

Country Programme Output 3.3: National and local mechanisms enhanced to uphold human rights, promote political, religious and ethnic tolerance and provide social protection

- ✓ There is no functional NYP Steering Committee;
- ✓ Inadequate funding;
- ✓ Poor coordination among stakeholders;
- ✓ Poor capacities of protection actors and limited logistics to follow up cases;
- ✓ GoL, which have formally taken over the PCG leadership from UNHCR requires support to coordinate protection activities, identify priorities, ensure systematic information gathering and adequate follow up.

Way Forward

Country Programme Output 3.1: Governance systems reformed to promote and sustain democratic principles with strengthened decentralized capacity and participation of disadvantaged groups:

- ✓ A communication strategy to disseminate and discuss draft decentralization policy among all stakeholders;
- ✓ CDF projects to be based on CDA and to promote decentralization and local development; Standard systems and procedures for planning and public expenditure management;
- ✓ County and district administrations to work closely with communities to promote local development;
- ✓ County budgets to earmark funds to meet operational and maintenance cost of assets and facilities;
- ✓ Continued support to CSA in implementing the CSRS including designing and launching of a HRMIS with an increased project life span;
- ✓ Strengthening ICTR and GIS capability;
- ✓ Further capacity building for NEC staff;
- ✓ Define programme of work and institutional capacity building needs for LACC;
- ✓ Dialogue for a common understanding to enhance a HRBA to land conflicts and support the Land Commission.

Country Programme Output 3.2: The rule of law strengthened, upholding international human rights standards:

- ✓ More concerted effort required on the part of the donor community to channel coordinated and prioritized support to the legislature;
- ✓ Complete the Strategic Plan Validation;
- ✓ Lobby for passage of Law Reform Commission Bill;
- ✓ Prosecutors effectively trained in procedural and substantive areas in order to enhance justice delivery to the community;
- ✓ Commencing prosecution of GBV cases;
- ✓ Strategic Plans for the Judiciary and the Ministry of Justice;
- ✓ Proposal to deal with issues of pre-trial detention;
- ✓ Mentoring and further review of dockets the counties;
- ✓ Source resources for Judicial Training Institute;

Country Programme Output 3.3: National and local mechanisms enhanced to uphold human rights, promote political, religious and ethnic tolerance and provide social protection

- ✓ Capacity building of GoL at national, county and district levels needs to be continued especially in coordination of protection delivery including management of the protection information through seconding protection clerks;
- ✓ Policy frame work should be established;
- ✓ Support to MoGD and MoYS and other relevant stakeholders in Policy advocacy for adolescent girls will be provided under the Economic Empowerment of Adolescent Girls Project;
- ✓ Refresher training should be designed for all the protection actors;
- ✓ Efforts to revitalize the NYP Steering Committee to continue;
- ✓ Juvenile Justice Forum to finalise Children's Bill.

Governance and Rule of Law Review Group

Best Practice

Government and UN system's effective engagement in defining vision and strategies: Government leadership enhances ownership of plans and interventions (e.g. RoL Retreat)

Setting up Anti Corruption Committee

Pooled Funding mechanism (e.g. PBF)

- *Providing better coordination of agency activities*
- *Focused interventions in critical areas*
- *Strengthening overall impact and UN efficiency*

Joint Programming (e.g. on SGBV) strengthens coordination for greater impact.

CST mechanism provides link between UN and countries in decentralization of governance, local justice, RoL systems.

What to do differently

Government to drive processes rather than UN: Strategic planning, priorities, resources and implementation thought through in advance taking into consideration resources, capacities and wider implications.

Need for Government Strategies for Mainstreaming of Gender and Human Rights; Ensure all critical aspects covered; Pooling of expertise in respective agencies to work together; Facilitate monitoring of progress.

UN to identify needs and priorities/ interventions and operationalization: Need to focus expertise, capacities and resources for stronger impact.

Disproportionate funding across different sectoral units

Recommendations

Capacity building outside of 'workshops' through coaching, mentoring and secondments: beyond short-term' and one-of processes.

Strengthening national processes for accountability, transparency, internal controls etc. across Government: Build sustainable mechanisms and frameworks with Government ownership and commitment.

UNDAF Outcome 4: Social Services

UNDAF Outcome 4: Improving health and education, with an emphasis on reduced maternal and child mortality and increased learning achievement (MDGs 2, 3, 4, 5)

Country Programme Outcomes:

1. Access to quality 'education for all' improved, with focus on learning achievements
2. Maternal and under-five mortality reduced by 30 per cent

PRS Pillar 4: Infrastructure and Basic Services

Achievements

247 school + 1,520 ALP teachers trained + 1,534 teacher-trainers recruited/ trained and working:

- ✓ 1% teachers (2% primary); 133% of ALP teachers
- ✓ More training activities needed esp. of administrators - more responsibilities
- ✓ Ed policy and strategic plan, PET, and EMIS in process
- ✓ Education pooled fund in place

642 health personnel, 75 traditional birth attendants trained and working:

- ✓ Basic health package accessible to 41% of population and increasing
- ✓ Health policy and strategic plan in place; welfare, nutrition and mental health policies and plans in process
- ✓ Health pooled fund in place

2% increase in safe water coverage, 1% increase in sanitation coverage:

- ✓ Watsan policy and strategic plan in process
- ✓ WASH activities in 315 communities w/ construction/ rehab of 258 wells

Challenges

Inaccessibility of locations with least served populations: UN access to UNMIL support should be further explored

Human resource constraints: Inadequate numbers of trained staff in education, health, nutrition, welfare and water. Varied approaches to training and human resource development – also in UN

Little predictability and adequacy of funding, + Development partners (inc. UN) should strengthen co-ordination at all levels at all times: Not all agencies, inc. CSOs, yet participating in outcome groups and/ or pillar/ sector discussions. No common resource mobilisation strategies or risk pooling but pooled funds exist

Way Forward

Encourage GoL to share good practices in join review mgt, e.g., health sector: All agencies and sections to commit to following and supporting Govt led process. Identify common issues and seek common solutions.

Enhance development partner, inc UN, co-ordination and whole sector approach to resourcing: Overview of total financing requirement so partners can commit to help resource the whole sector plan. UN financing is fragmented – avoid parallel/isolated projects. Work for adequate info-sharing through outcome and output groups.

Strengthen support to sub-national participation, e.g., county, district, community and CSO: Support ministries to be present at county level. Support info-gathering and sharing, inc. baselines

Social Services Review Group

Best Practice

- 1.1 Pooled funding mechanisms*
- 1.2 National ownership and leadership in: Coordination of partners; Reviews; Capacity Development.*
- 1.3 Integrated approach to: Immunization; Food Security and Nutrition.*

What to do differently

- 2.1 Support to generation and dissemination of information*
- 2.2 Integrated support to Government, e.g. County Action Plans*
- 2.3 Facilitate more support to Civil Society and Private Sector participation*
- 2.4 Ensuring Human Rights based approach*

Recommendations

- 3.1 Facilitate national cross-learning*
 - 3.2 Support strengthening of M&E and quality data collection, analysis and dissemination.*
 - 3.3 Strengthen community capacity to participate*
-

UNDAF Outcome 5: HIV/AIDS

UNDAF Outcome 5: An enabling environment in place and organizational capacities enhanced to improve access to HIV and AIDS prevention, treatment, care and support as well as addressing stigma and discrimination

Country Programme Outcomes:

1. Incidence of new infections among general, vulnerable and high risk groups reduced
2. Access to high-quality, confidential, gender and culturally sensitive, youth friendly HIV/AIDS services and information increased
3. Political will, commitment, leadership and funding exist in government and among stakeholders to fight HIV/AIDS and associated stigma and discrimination

Achievements

Laws, policies and frameworks for the national response to HIV and AIDS supported by UN:

- ✓ Bill for the eradication of stigma and discrimination passed by the Lower House of the Legislature
- ✓ Draft National Strategic Framework for HIV/AIDS developed

Contribution to reduce incidence of new infections among general and high risk groups:

- ✓ Increased VCT centers (29 to 79 sites)
- ✓ Condoms made available to users (9 million for male and 120,000 for female)
- ✓ Capacity building for school teachers and sensitization of community service providers

UN contribution to increased access to high-quality HIV/AIDS services and information (VCT, PMTCT, PEP, ART):

- ✓ Mapping of services providers conducted in 9 counties
- ✓ PMTCT guidelines and SOPs developed and disseminated
- ✓ Increased pregnant women completed VCT (175,444 about 22% of female aged 15-49).

Challenges

Lack of clarity of roles and responsibilities among UN and government agencies:

- ✓ Inadequate understanding of HIV/AIDS dynamics.
- ✓ HIV/AIDS is perceived exclusively as a health issue and does not involve much other sectors or they do not fully participate.

Limited in house and government capacity

Delays in operationalizing structures of NAC: Managerial structures especially the secretariat to be put in place.

Way Forward

Operationalize NAC secretariat: Urgently operationalize the structure of NAC secretariat by putting in place a minimum staff and equipments to ensure better coordination, communication among different actors and stakeholders.

NAC to define roles and responsibilities of the different actors and stakeholders

Finalize and disseminate the HIV/AIDS strategic framework

HIV / AIDS Review Group

1. Best Practices

1.1 Coordination on:

- *Passing of Model Law by the Lower House*
- *PMTCT*
- *ART*
- *Mapping of service providers*

1.2 UNMIL collaboration with UN Agencies on HIV/AIDS awareness, sensitization and advocacy throughout Liberia.

1.3 Capacity development of Ministry of Health on by UN in preparation for future takeover of HIV/AIDS grants.

2. What to do differently

2.1 Incorporate vulnerable groups, inc. prison population, in UNDAF Outcome 5.

2.2 Support Government to assume stronger leadership role in development of national operational plan.

2.3 Urgent operationalization of NAC Secretariat

3. Recommendations

3.1 Further UN coordination for passing of Model Law by Senate.

3.2 NAC operationalized with starting budget mobilization of 140.000 USD.

3.3 More focus on impact mitigation, especially for vulnerable groups.

Key Messages for Improving Delivery of Results in 2009

The year 2008 saw the launch of the PRS and the UNDAF as long term strategic frameworks, setting out the agreed goals for the Government of Liberia and the UN strategic response to those goals. A recurrent theme through the presentations and discussion at the Joint Review Meeting was that key national legislative, policy and strategic frameworks are getting in place and that this was among the achievements of the UN in 2008.

It was also repeatedly stated that one of the greatest challenges for the UN was how these strategies and policies are to be carried out to achieve intentions, reaching the beneficiaries and making an impact in the everyday lives of Liberians. Based on the discussion at the Review Meeting, one can identify three inter-linked priority areas to improve delivery of results in 2009:

1 Capacity Building

National ownership is a key principle for the UN in Liberia. The 2008 review show that the Government has the political will to take ownership of the development process, as exemplified through the PRS process. Weak capacity is a cross-cutting challenge identified by all UNDAF Outcome Groups. The capacity level is low in the ministries, county administrations, judiciary and in the security sector. There are at present ongoing capacity building efforts, for example through a ten year national capacity development strategy and action plan. The focus in 2009 will be to build capacity at the county level to ensure that the organizational infrastructure is in place to identify target groups. In this regard, it was concluded that building **implementation capacity** will be key in 2009. Ensuring **local ownership** of interventions will also be a priority. The County Support Teams will be instrumental in this work.

2 A coordinated approach at all levels, with all partners

In 2008 the UN has adopted new working mechanisms to increase coordination, including Joint Programmes and coordination groups on specific themes. The opening of a Joint UN Office in Voinjama is an achievement at county level in 2008. A challenge in 2009 will be to see increased **coordination for implementation** at county level. This involves integrated programming and work-plans, as well as sharing of resources and offices.

The Government also needs to be further encouraged to strengthen coordination and sharing of best-practices. The UNDAF Outcome Groups should **strengthen the PRS Pillars** by advocating for joint sector reviews, sharing of work-plans and reports, facilitate cooperation between different agencies and ministries, identify opportunities and support reform efforts. A related challenge mentioned during the review meeting is the **disproportionate funding** of sectors. The UN should increasingly advocate for a coherent sector funding by the Government.

The UN needs to work for increased **donor coordination**. The UN is in position to support donor coordination with its comprehensive understanding and knowledge of ongoing development efforts and national priorities. The UN should engage the donor community to strengthen predictability and wide sector funding - to rectify current disproportionate funding practices.

Civil Society Organizations are important partners that should be included in both Government and UN development efforts, both as important voices in advocacy and as key implementation partners in the counties. There is also a need to increase stimulation of **private sector** led development and mobilize support for rebuilding infrastructure to attract investment and stimulate private sector-led growth.

3 Monitoring and Evaluation

The UN should increase **support to data collection, including analysis and dissemination**. Increased capacity is needed, in particular **at county level**, to ensure that the vulnerable groups are identified, targeted and benefit from interventions. Monitoring mechanisms, both at national and county level, should also be strengthened. The UN's in-house M&E Group together with the County Support Teams (IMOs) should have a strong leading role in supporting this process.

Appendix

Joint Annual UNDAF Review Agenda

**UN Liberia
Joint Annual UNDAF Review Meeting
26 November 2008
Agenda**

08.30 Breakfast and registration

Master of Ceremony: Monique Cooper

- 09:00** **Role of UN in Support of National Priorities**
Ellen Margrethe Løj, SRSG
- 09:10** **Opening Remarks by the Government of Liberia**
- 09:30** **Introduction to the Joint Annual UNDAF Review**
Jordan Ryan, DSRSG
- 09:40** **Outcome Group I: Peace and Security**
Convener Henrik Stiernblad
- 10:00** **Outcome Group II: Economic Revitalization**
Convener Dominic Sam
- 10:20** **Outcome Group III: Good Governance and Rule of Law**
Kamudoni Nyasulu, Chief LJSSD
- 10:40 Coffee break
- 10:50** **Outcome Group IV: Basic Services**
Convener Rozanne Chorlton
- 11:10** **Outcome Group V: HIV and AIDS**
Convener Dr. Nestor Ndayimirije

Facilitator: Cleophas Torori

- 11:30** **Group Sessions**
- 13:00 Lunch
- 14:00** **Presentations by Groups**
- 14:50 Coffee break
- 15:00** **Presentations by Groups**
- 16:00** **Plenary - Key take away messages for 2009**
- 16:30** **Closing Remarks**
Jordan Ryan DSRSG

Instructions for Group Sessions

Wed 26 November 2008 Group Session Questions and Instructions

Questions for Group Work

1. Identify 2-3 outstanding results that reflect best practice in terms of achieving the desired goals.
2. What is it that needed to be done differently, how and why?
3. Going forward (2009) what is your recommendation for 2-3 areas where the UN needs to focus greater attention to improve performance?

Instructions

1. Participants divide into five groups corresponding to the UNDAF Outcome Areas;
2. Deliberate on the three questions based on presentations made as well as detailed matrix provided; post result into flip charts
3. Once done, put the flip charts in the boards provided or on the wall in a visible manner ready to present in plenary format; each group identifies presenters;
4. Key results from group sessions together are presented followed by a short plenary discussion ;
5. This is followed by a quick wrap-up before session, outline of next steps and close.

Review of Results - Issues to Consider

1. Best Practice –
 1. innovation,
 2. creativity,
 3. policy impact,
 4. coordinated (joint) action,
 5. operational effectiveness,
 6. integration and partnerships, etc
2. Integration of Cross-Cutting issues
 1. Gender mainstreaming
 2. Human rights
 3. Conflict sensitivity and peace building

List of Participants

Government of Liberia

1. Hon. Tarnue Mawolo, Ministry of Finance
2. Hon. Eva Mappy Morgan, Ministry of Justice
3. Hon. Eunice Dahn?? CSO?
4. Hon. Darryl A. Nmah, Ministry of National Defense
5. Hon. Sermah G. Tegli, Ministry of Labor
6. Hon. Annette M. Kiawu, Ministry of Gender and Development
7. Hon. Emily Stanger, Ministry of Gender and Development
8. Hon. Anthony A. Nimely, Ministry of Environment
9. Hon. William Towah, PRS Pillar 2/Infrastructure
10. Hon. Samuel Taylor, Ministry of Land, Mines and Energy
11. Dan Honig, Ministry of Finance

United Nations

12. Margrethe Loj, SRSRG
13. Jordan Ryan, DSRSG
14. Henrik Stiernblad, UNPOL
15. Rozanne Chorlton, UNICEF
16. Dominic Sam, UNDP
17. Susan Ngongi, UNICEF
18. Skaabwe, UNICEF
19. J Agbor, UNICEF
20. Fred Odongkara, UNICEF
21. Sesay, UNICEF
22. Ralph Midy, UNICEF
23. Louis Vigneault, UNICEF
24. Francis Kai-Kai, UNMIL/CA
25. Christopher J. Holshek, UNMIL/CIMIC
26. Kate Makanga, UNHCR
27. Sharon Cooper, UNHCR
28. Monika Brulhart, UNHCR

29. Patience Baffoe-Bonnie, UNMIL/Corrections
30. Marjo Callaghan, UNMIL/Corrections
31. Cardinal Uwishaka, UNIFEM
32. Zahara Nampewo, UNIFEM
33. Gudrun Sif Fridriksdottir, UNIFEM
34. Allen Lincoln, UNIFEM
35. George Somerwill, UNMIL Public Information
36. Mugo Muriithi, UNMIL/OGA
37. Peter Hall, ILO
38. Jenni Wisung, ILO
39. Rukshan Ratnam, RCO
40. Ahmed Ferej, UNESCO
41. Kamudoni Nyasulu, UNMIL/LJSSD
42. Nestor Dayimirijen, WHO Ganiat Mustapha, UNMIL/LJSSD Duncan Brown, UNMIL/LJSSD
43. Maura Lynch, UNMIL/HCSO
44. Gregoria Sarr, UNOPS
45. Louis Imbleau, WPF
46. Ibrahim Sambuli, UNFPA
47. Arto Immonen, UNFPA
48. Jim Tokpah, UNFPA
49. Rose Gakuba, UNFPA
50. Musumali Shindano, UNMIL HIV/AIDS Unit
51. Maria Keating, UNDP
52. Emmett Watson, UNDP
53. Catherine Barley, UNMIL/RoL
54. Wilmot Reeves, UNDP
55. Nestor Ndayimirjie, WHO
56. Rebecca Simpson, World Bank
57. Christopher Fayia, UNDP
58. Willmott Reeves, UNDP
59. Peter Fouah, IOM
60. Saa Kanda, UNAIDS

61. Monroe Outland, UNDP
62. Carole Doucet, UNMIL/OGA
63. Mercy Wambui, UNMIL/PI
64. Tesfu Tadesse, UNMIL/CA
65. Ishmael Fodoo, UNDP
66. Clement Peter, WHO
67. Marjo Callaghan, UNMIL/CA
68. Lucile Beato, UNMIL/HRPS

Donors

69. Sharon Pauling, USAID
70. Pamela White, USAID
71. Ilse Lindemann-Macha, German Embassy
72. Jaques Gerard, French Embassy
73. Curran, DFID

Civil Society

74. Lancedell Mathews, CSO advisory Committee
75. Segbe Nyanfor, CSO Advisory Committee
76. Eunice Dahn, NARDA/CSO Advisory Committee

Support:

77. Monique Cooper, Madame of Ceremony, UNDP
78. Cleophas Torori, Facilitator, UNDP
79. Willie Davies, Registry and logistics, UNDP
80. Teagbae Davies, Rapporteur, UNICEF
81. Malin Herwig, Overall supervision and backstopper, RCO
82. Harald Bredesen, Organization, RCO
83. Thomas Kaydor, Logistics, RCO

UNDAF Review Matrix 2008