

Government of Sierra Leone



Capacity Assessment for Effective Delivery of Development Results in Sierra Leone

Managing for Development Results Capacity Scan
Implementation of CAP-Scan Process

December 6, 2010

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The Task Force also wishes to acknowledge the leadership demonstrated by Sheka Bangura from the Ministry of Finance and Economic Development (MoFED) who raised awareness on CAP-Scan at the national level and gathered government-wide support. He led meetings with development partners and non-governmental organisations which provided invaluable information to the exercise. The input from his colleagues in MoFED to the process is worth recognizing, especially from Sheku Sesay, Alpha Turay, Abdulrahman Wurie and Jam Jalloh. Additionally, the direct involvement of Ernest Surrur, Director of the Human Resource Management Office, throughout the workshop fostered a sense of dedication among the participants. His Excellency Ambassador Wurie, the Development Secretary from MoFED, was also instrumental in ensuring the Government-wide support in favour of the CAP-Scan. Also important to mention are Marco Varea, international facilitator, and Cyril Blet from the World Bank's Results Unit.

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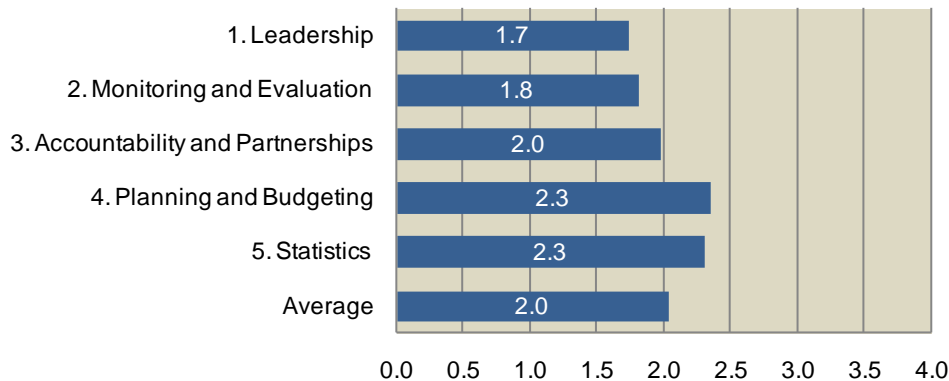
A CAP-Scan exercise is a highly participatory process and gratitude is due to all the contributors. We thank them for their inputs, comments and suggestions throughout the process.

Summary

The Government of Sierra Leone decided to self-assess its capacity to Manage for Development Results (MfDR) using the Capacity Scan (CAP-Scan) methodology to identify its strengths and weaknesses, as well as to develop an action plan to improve delivery of public goods.

Under the leadership of the Ministry of Finance and Economic Development (MoFED), more than fifty government officials from seven strategic public sectors – Energy and Water Resources; Transport and Aviation; Agriculture, Forestry and Food Security; Fisheries and Marine Resources; Education, Youth and Sport; MoFED; and Health and Sanitation – contributed to identify the national MfDR capacity using the CAP-Scan measurement framework adapted to the country context for the following five main areas: Leadership, Monitoring and Evaluation (M&E), Planning and Budgeting, Accountability and Partnerships, and Statistics. With an average score of 2 on a 4-point scale, Sierra Leone is starting to implement results-oriented approaches, with a need to be adequately equipped to increase its effectiveness and widen its coverage for increased performance. The table below presents an overview of the ranking of the national MfDR capacity by results components for the five MfDR pillars.

Figure 1: Results at National Level by MfDR Pillar



The strongest national MfDR capacity exists in the Statistics area, as well as in the Planning and Budgeting domain. Specifically, budget consistency with national priorities was recognized as an effective practice by all sectors and stems from the performance-based budgeting approaches implemented within the Medium Term Expenditure Framework. The Finance Ministry is the only sector capable to conduct statistical strategies and plans, while the Health sector is outstanding on linking administrative performance to results and the Transport sector in applying change management.

The scores are fairly low in both the Leadership and M&E pillars. The most serious weakness, as pointed by almost all sectors, is the capacity to manage human resources. Without clear line of responsibilities and staff geared to results, the ability to deliver results is undermined. Continued training, staff retention and incentive mechanism in the

civil service are also scored low. Sectors noted gaps in implementing intra- and inter-sectoral coordination, system for measuring user satisfaction and alignment of partners to national priorities. Few sectors also mentioned the lack of staff in M&E units and pointed inconsistencies in donor alignment to national priorities.

Improvement in the capacity to manage for results could be achieved in the short term. Participants prepared recommendations for their own sectors and a national action plan focusing on low cost quick wins to fully implement in the next 18 months. If improved, these results areas could have great multiplier and reinforcing effects on other areas, thereby improving the overall country capacity to manage for results in the foreseeable future. For example, the improvement of the 0.8 scored Human Resource Management component, within the Leadership pillar, is critical as it hinges on the government-wide capacity to deliver results. For the Monitoring and Evaluation pillar, priorities are given to strengthening capacity for M&E in all sectors and increasing the use of the data obtained for evidence-based decision and policy making. In terms of Accountability and Partnerships, civil servants underlined the need to establish guidelines to improve alignment of partners on national priorities and to ease the public access to results. A focus has also been put on promoting intra-departmental coordination and enhancing implementation of statistics strategy for results. The accomplishment of these actions would largely improve the results of this assessment and capacity to manage for development results in Sierra Leone. With inclusive planning and follow-up, these measures could be introduced in the first quarter of 2011.

The CAP-Scan in Sierra Leone is very timely as the Government is on the verge to assuming stronger control over its development and restructuring its public sector with the end of donor's direct involvement in project implementation units. The findings aim to foster delivery of the national objectives set in the Agenda for Change.

Introduction

The objective of this Managing for Development Results (MfDR) capacity scan (CAP-Scan) in Sierra Leone has been twofold. It has been first conducted to assess the Government of Sierra Leone’s strengths and weaknesses in MfDR procedures, practices and capacity at the Government level; and second to design a plan focusing on key actions to foster the delivery of public goods and services, as well as to contribute toward informing ongoing efforts to implement MfDR-related activities. Both the self-assessment and the development of the action plan occurred during the CAP-Scan workshop held in Freetown, Sierra Leone, from October 14-21. The result of the assessment provides a baseline against which progress in MfDR capacity can be measured through repeat assessment. The CAP-Scan measurement framework provides a scoring system on a scale from zero to four based on qualitative and quantitative assessments of the following five MfDR pillars: Leadership, Monitoring and Evaluation, Planning and Budgeting, Accountability and Partnerships, and Statistics. Each unit of the scale represents a stage in MfDR capacity ranging from Awareness, to Exploration, Transition and Full Implementation of MfDR. Six to eight components or indicators adapted to best fit to the Sierra Leone context are scored for each pillar using the CAP-Scan self-assessment methodology. See table 1 for a list of the components by pillar.

Table 1: Components Scored by MfDR Pillars for the Capacity Assessment

Central Pillars of MfDR						
1. Leadership		2. Monitoring & Evaluation		3. Accountability & Partnerships	4. Planning & Budgeting	5. Statistical Capacity
Components by pillar	1.1 Commitment to Results	2.1. National Planning geared to development results	3.1. Independence of the higher Audit institutions	4.1. Budget consistency with national priorities	5.1. Statistics strategy and plan	
	1.2. Clarity and articulation of development orientations	2.2. Capacity for monitoring and evaluation of public policies	3.2. Parliament’s role in oversight of Government action	4.2. Budget preparation based on objectives and results	5.2. Data disaggregation	
	1.3. Participation of non-state actors	2.3. Information system and decision-support tools	3.3. Media independence	4.3. Participation of non-governmental actors in budget planning and preparation	5.3. Extent of data	
	1.4. Responsibility and delegation at the level of senior officials of the Administration	2.4. System for measuring user satisfaction	3.4. Public access to results	4.4. Intra-departmental coordination	5.4. Data quality assessment	
	1.5. Integration of the decentralization dimension	2.5. Administration performance geared to development results	3.5. Coordination among TFPs	4.5. Inter-sectoral coordination	5.5 Capacity for conducting and exploiting country-wide surveys	
	1.6. Change in Management	2.6. Harmonization of information requests by Technical and Financial Partnerships (TFPs)	3.6. Alignment of partners on national priorities	4.6. Results management framework	5.6 Performance Measurement	
	1.7. Human Resources Management	2.7 Integration of M&E systems for decision making process		4.7. Donors link programming to results		
	1.8. Records Management Systems			4.8 Percent of donor funding		

The Government of Sierra Leone (GoSL) is of the firm belief that the road to attaining its strategic targets is one defined by a culture of results assured by the application of MfDR principles in the public sector.¹ In this regard, the installation of the requisite capacity in the public institutions to effectively and efficiently deliver results is of utmost importance. This forms the crux of CAP-Scan.

Sierra Leone becomes the fifth African country to undertake the CAP-Scan exercise,² demonstrating the Government's strong commitment to managing for development results for the achievement of desired results from the utilisation of scarce public resources. GoSL is implementing its second comprehensive poverty reduction strategy paper for the period 2008-2012, titled the *Agenda for Change*. The capacity challenges encountered by the Government in the implementation of past and present development strategies had necessitated a range of capacity building interventions in the country. Various capacity assessments were undertaken to inform policy reforms following the end of the 10-year civil war. These include among other results-based sectoral policies, plans and programmes: a Public Financial Management (PFM) reform programme under the coordination of the Ministry of Finance and Economic Development (MoFED); a public service reform programme under the Office of the President's authority; an ongoing decentralisation programme coordinated within the Ministry of Internal Affairs, Local Government and Rural Development; and a Government divestiture programme.

Most of these reforms have been supported by the development partners (DP), whose assistance strategies had been informed by capacity assessments of government institutions. Examples of these strategies are the World Bank's Country Assistance Strategy (CAS), the Africa Development Bank (AfDB)'s Country Strategy Paper, the World Bank/AfDB Joint Assistance Strategy (JAS), EU/DFID-UK's Joint Country Strategy Paper (JCSP), and the UN Joint Vision, formerly known as the United Nations Development Assistance Framework. The capacity needs to implement these programmes are often supported in Project Implementation Units (PIUs) within donor offices and/or government implementing agencies.

While PIUs are justifiable in post-conflict peace-building interventions by the international community, they should be short-lived, phasing out as public sector capacity improves to ensure sustainable growth and development. In this direction, following the Paris and Accra Declaration, the UN in Sierra Leone is currently undertaking a step to minimise and eventually end its direct involvement in project implementation. Capacity assessments are conducted, within the UN Direct Programme Support framework, so as to determine the risks faced in the process of ending UN's direct participation in project implementation. This provides the lens with which to support capacity building in Ministries, Departments and Agencies (MDA).

¹ In May 2010, the Ministry of Finance and Economic Development expressed interest to the World Bank's Sierra Leone Country Director to conduct the CAP-Scan in key sectors of the Government of Sierra Leone. In partnership with the Swiss Agency for Development and Cooperation (SDC), the World Bank confirmed its support for the CAP-Scan for Sierra Leone. GoSL's expression of interest to conduct CAP-Scan is reproduced in Annex 1.

² Mauritania, Niger, Senegal and Malawi were the first four countries to conduct CAP-Scan.

In this context, the CAP-Scan exercise in Sierra Leone is extremely timely as the government is committed to assuming stronger leadership and control in the national development and as the DPs have become ever more supportive of this move. With this determination, the country is at a crossroad; the desire to shoulder stronger leadership is challenged by the need to install the appropriate capacity in the public sector. Complementing the existing capacity building frameworks, the CAP-Scan exercise was used to identify key results policy areas in public management that needed strengthening for effective and efficient delivery of development results in Sierra Leone.

I. Preparation of the Assessment

A. Facilitation of the CAP-Scan Exercise

The CAP-Scan was conducted in Sierra Leone under the leadership of the Ministry of Finance and Economic Development (MoFED) which appointed a focal point who coordinated the whole self-assessment, with support from an international consultant and the World Bank's Results Unit.³ Specifically, the three following types of actors played a major role in the CAP-Scan:

- **CAP-Scan Task Force.** Made of senior civil servants from MoFED and the Office of the President, as well as representatives from Civil Society Organizations, this team planned the process, secured resources, defined the budget and timelines. The team reports to the Financial and Development Secretary in MoFED. The Task Force held consultations with MDAs and the donor community to generate the initial national support for the exercise and identify capacity challenges. The task force provided administrative support and guidance to the entire process.
- **Focal Points.** Permanent Secretaries from the participating sectors appointed Focal Points in charge of facilitating group discussions throughout the exercise toward reaching consensus on scores and providing conceptual guidance on capacity status in terms of service delivery. They reported group findings to the plenary.
- **Sector Groups.** Ministers and Permanent Secretaries designed a group of around seven participants from their own sector to participate in the entire exercise. Participants came from a mix of senior level technical and managerial positions.
- **Rapporteurs.** At least one participant from each sector was responsible for noting down the capacity scores and justification for these.

B. Adaptation of the Tool

After the orientation session and CAP-Scan measurement framework's review by sector, all participants suggested different ways to tailor the tool to the Sierra Leone context. They adapted the tool's components for the five MfDR pillars through a critical analysis and used strategic official documents to do so.

Most notably, a component on records management was added to the matrix in the Leadership pillar. Both the Public Sector Reform Unit and United Kingdom's Department for International Development (DfID) deemed critical to assess the level of capacity in records management due to its importance for the public service in Sierra Leone; a country which underwent the loss of administrative records during the civil war and through mismanagement of records keeping practices.

³ An international consultant was hired by the World Bank to work with the counterpart from the MoFED in Sierra Leone to facilitate the CAP-Scan exercise.

Other inputs to the measurement framework include rephrasing and adding new questions, components and criteria, as well as clarifying acronyms. Beyond the addition of the records management component, only minor adjustments were made to the matrix. Annexes 2 and 4, reproduce respectively the measurement framework used in Sierra Leone and changes added to it.

C. Training of Participants

All sector focal points were trained on the basics of MfDR and the CAP-Scan methodology to ensure strong facilitation of sector group discussions during the assessment. This also equipped them with the requisite skills to roll out the CAP-Scan tool to other sectors and local councils. This training which occurred on October 14, 2010, followed an opening ceremony graced by representatives from the Government, including Ministers, Permanent Secretaries and Directors, as well as representatives from the international community, the civil society, and sector participants. Statements were made from Government and Development Partners. A brief overview on MfDR concepts and the CAP-Scan was presented and key inputs to the adaptation of the tool were generated during the discussion session.

D. Scope of the Assessment

The assessment targets the following public sectors falling within the strategic priority areas of GoSL's *Agenda for Change*:

- Energy and Water Resources;
- Transport and Aviation;
- Agriculture, Forestry and Food Security;
- Fisheries and Marine Resources;
- Education, Youth and Sport; and
- Health and Sanitation.

In addition to these six sectors, the MoFED was also included in the assessment as the national coordinating institution for all national development programmes, including the mobilization of domestic and external resources for the state. Though the coverage of the assessment focuses on selected central government bodies only, it is expected that the knowledge transfer which occurred during the CAP-Scan will enable other central sectors and local bodies to roll out the tool in their own organizations.

Additionally, focal points were also designated in the following critical public institutions: Human Resource Management Office (HRMO), the Public Service Reform Unit (PSRU) housed in the Office of the President (OP), the Strategy and Policy Unit (SPU) based in the OP, the Decentralisation Secretariat in the Ministry of Internal Affairs, Local Government and Rural Development, as well as various units in the Ministry of Finance and Economic Development. These institutions have versed knowledge on managing functional issues in the executing sectors—line ministries, department and agencies (MDAs). A total of more than fifty participants took active part in the exercise.

II. Assessment of MfDR Capacity

A. Methodology

Sectors scored their capacity and the extent to which they have put in place MfDR-related practices and structures, following the CAP-Scan measurement framework. Each sector determined whether it was currently in the:

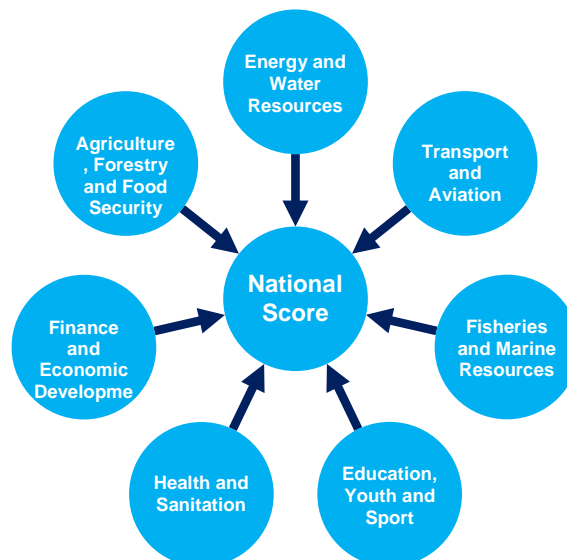
- Awareness level, recognizing the need to implement MfDR in the sector, with no concrete action conducting to date;
- Exploration stage, taking actions but in the context of limited means to effectively implement a given strategy;
- Transition stage, advancing with the effective use of MfDR practices;
- or in the full implementation of MfDR practices

The definition for each stage is reproduced in Annex 3. These stages range on a four-point scale divided into 0.25 increments, with zero being the start of the awareness level and four the complete full implementation. Supporting explanations were provided for each score by sectors based on evidence as contained in official documents, reproduced in Annexes 5 and 6.

The overall national score has been obtained through averaging the scores of the seven sectors, rather than through an agreement by all sectors on a national score. Due to time constraints, it was chosen to focus on allocating more time to designing the action plan, as opposed to reaching consensus among sectors on the national score. Below is an explanation of the process.

The following sub-sections present the results as they were generated during the self-assessment. It provides an overview of the results by participating public sectors, presents the overall national score and a detailed analysis by MfDR pillars.

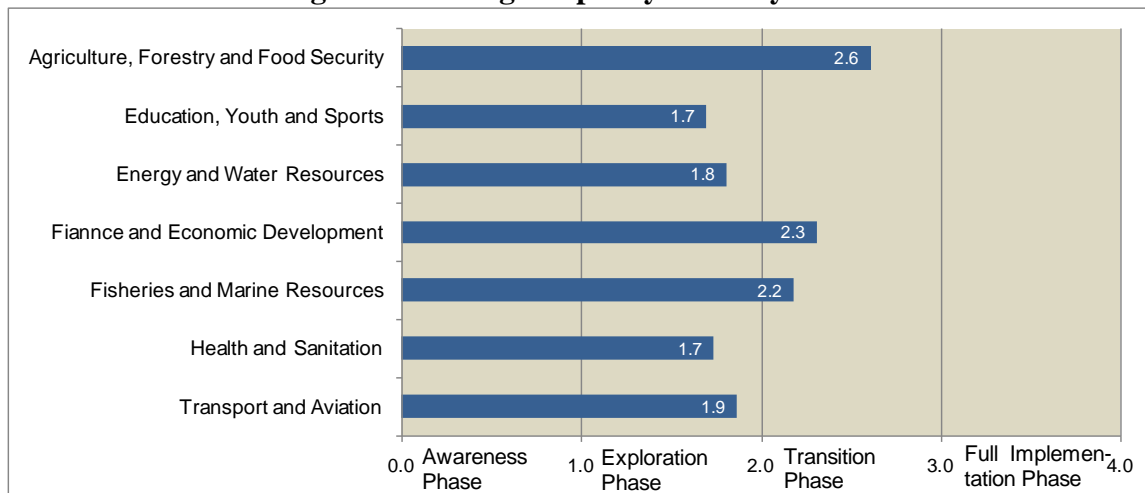
Figure 2: Sectors Involved in Determining the National Score



B. Sector Level Results

The first step of the assessment was for each sector to self-administer the CAP-Scan to themselves. Agriculture, Finance and Economic Development, and Fisheries, ranked highest in terms of MfDR capacity scores, with respectively 2.6, 2.3 and 2.2. These three sectors are in transition phase in terms of applying MfDR principles. The sectors with the lowest scores are Education and Health, followed by Energy and Transport. Although Education, Health, Energy and Transport are in the exploration phase, all four have moved past half way this phase towards the transition phase.

Figure 3: Average Capacity Score by Sector



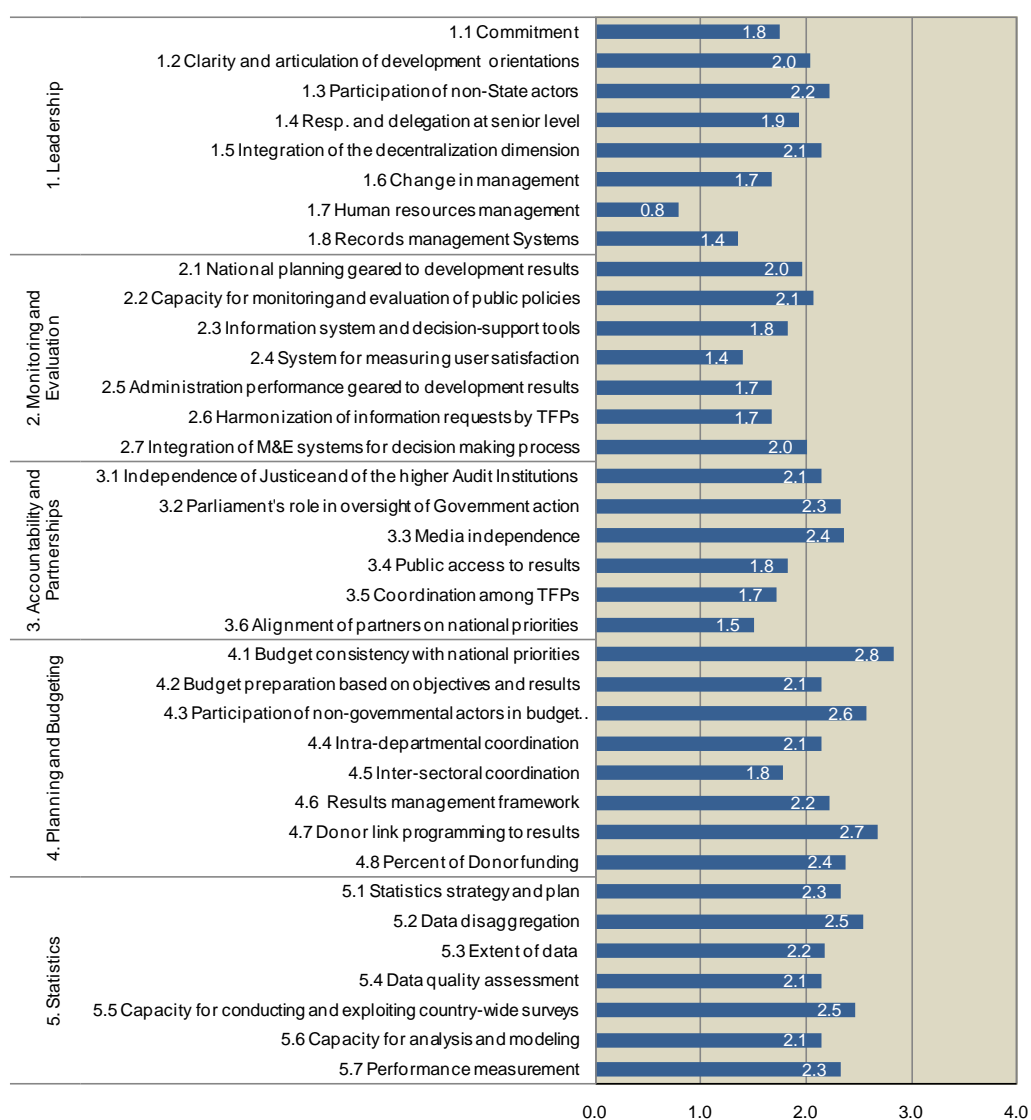
Strengths in applying MfDR strategies exist among sectors in specific areas. For instance, budget consistency with national priorities was ranked fairly high by all sectors, but fisheries. This 2.8 average score stems from government and donor partners' actions to implement performance-based budgeting approaches. Few components are scored high for only a limited number of sectors. Agriculture and Education ranked higher than others in decentralizing functions and linking sectoral planning to results. MoFED is the only sector with relatively high capacity to implement statistical strategies and plans. The Fisheries sector stands out unique in its capacity to ensure harmonized information requests from development partners. The Health sector is more outstanding on linking administrative performance to results, while the Transport sector stands out in applying change management principles.

Weaknesses have also been identified in specific results areas for all sectors. The inadequate human resource management capacity was assessed by all sectors as a very weak component in the country's capacity to manage for development results. Continued training, staff retention and incentive mechanism in the civil service are also scored fairly low, in line with the 2011 National Budget. The following dimensions were also scored quite low: intra- and inter-sectoral coordination, system for measuring user satisfaction and alignment of partners to national priorities, as well as coordination amongst them. Some sectors have also weaknesses in their MfDR capacity unique to themselves. This is the case for Energy in results-based sectoral planning and for Fisheries in capacity to monitor and evaluate public policy.

C. Transitioning Toward Full Implementation of MfDR Practices

Sierra Leone was rated on average to have entered the transition phase in its MfDR capacity and implementation of MfDR-related strategies with a score slightly above 2 on the 4-point scale (Figure 4). The country’s main strength, according to the results, lies in the implementation of strong reforms in the Statistics area, as well as in Planning and Budgeting with capacity scores of 2.3 each, all in transition phase. The capacity to institute and implement strategies to improve “accountability and partnerships” in the public sector was scored 2, almost in the transition phase. The country is scored the least in the “monitoring and evaluation” and “leadership” MfDR pillars with average capacity scores of 1.8 and 1.7 respectively, all in the exploration phase. The following sub-sections provide an explanation of the government-wide scores for each MfDR pillar and are structured by ranking in decreasing order. Detailed scores for each component by sector are reproduced in annexes 5 and 6.

Figure 4: Results at National Level by MfDR Components



a) Planning and Budgeting—Scored 2.3

Planning and Budgeting is often deemed as a key entry point to make a government more results-oriented. This MfDR pillar was ranked as the strongest of all during the self-assessment, with a 2.3 score. Following the end of the war, GoSL undertook structural reforms. A Medium Term Expenditure Framework (MTEF) with the objective of institutionalizing performance based budgeting in public financial management was implemented in the national budget process. MDAs now link up their annual and medium term plans to expected outputs and outcomes, resulting in a score of 2.1 in terms of budget preparation based on results. Budget officers are working in all key MDAs to guide sectoral budget planning and execution.

With the decentralization framework and the public financial management reform programme, GoSL has strengthened development planning and management in local councils. A local government finance department has been instituted within MoFED to coordinate district financial planning and programming, in collaboration with the public financial management reform unit in MoFED and the Decentralisation Secretariat in the Ministry of Internal Affairs, Local Government and Rural Development. At the community level, ward committees have been established within the framework of the decentralization programme to facilitate the generation of community priorities to inform the district development planning cycle

In terms of capacity, the ward committees do not have the resources to effectively coordinate village and community inputs in district development planning process. Lack of adequate finances, incentives and poor local infrastructure negatively affects participation of the communities. Coordination of chiefdom councils and district councils with regard to the collection and distribution of local revenues remains very weak. District councils also have little or no power to oversee operations of development actors in the district, thereby limiting their capacity to capture such operations in the district planning and budget process.

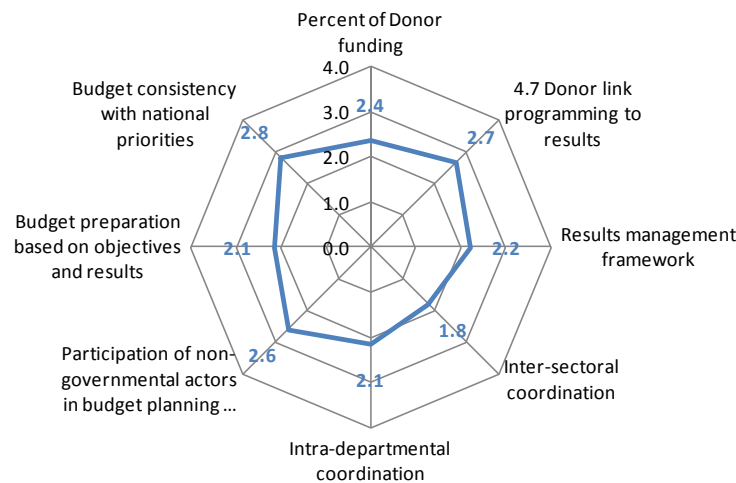
GoSL has been implementing poverty reduction strategies since the end of the war in 2002 as the national development frameworks to guide development interventions in the country in the medium term, while there is long term development perspective—the Vision 2025—to provide a long term direction to national development aspirations. Participants ranked high (2.8) the budget consistency with national priorities. All strategic plans submitted by MDAs to MoFED during the budget preparation process now have clearly linked sector activities and benchmarks to PRSP objectives.

The participation of non-governmental actors in the budget process was scored 2.6, reflecting the participatory budgeting scheme in place calling for public scrutiny of sectoral policies and planned expenditures. A recent article on GoSL's Performance Tracking Table stresses that "Civil society organisations are actively involved in policy and budget hearings. Deliberations are aired live on an integrated radio network allowing

for phone-in responses from all parts of the country. The end product of these deliberations, the Budget Speech, is presented to parliament for further scrutiny.”⁴

Coordination of the national development planning in terms of district, regional and central planning functions is also weak. Regional planning outfits are seriously under resourced. There is a lack of effective inter-sectoral linkage in planning and budgeting, demonstrating that MDAs implement activities tied around the same objective. Lack of this inter-sectoral space could, therefore, invite double dipping and duplicity in the allocation of scarce resource.

Figure 5: Government Score in Planning and Budgeting



b) Statistical Capacity—Scored 2.3

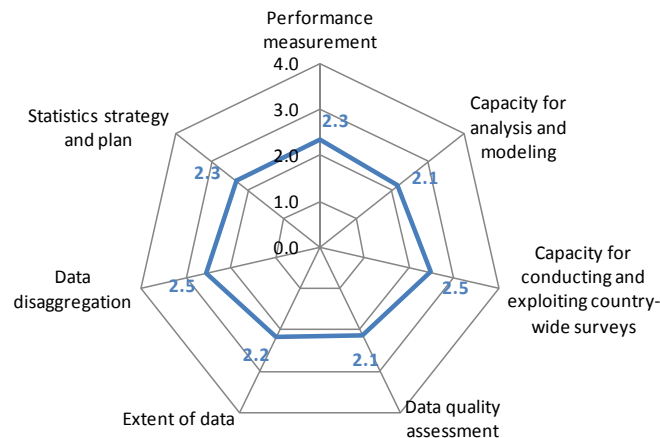
With a score of 2.3, GoSL’s statistical capacity is at a transition stage. In 2002, the Central Statistics Office was transformed into Statistics Sierra Leone (SSL) by an Act of Parliament with a wider mandate in terms of coordinating national statistical operations to meet international good practices and standards. A National Strategy for the Development of Statistics (NSDS) covering the period of 2008-2012 is being effectively implemented. Statistical operations have been decentralized all over the country with the establishment of Statistical Offices in all districts. Statisticians have been deployed in all key MDAs. There is now an advanced Geographical Information System within the SSL with a whole directorate. Capacity is rapidly being developed in both quantitative and qualitative statistical products and services.

The capacity for conducting and exploiting country-wide surveys is ranked fairly high with a 2.5 score. Participants also noted that some surveys are not undertaken in a timely manner due to funding constraints. There is also a challenge in terms of having the

⁴ See Bangura, Sheka, 2010, “The Performance Tracking Table in Sierra Leone’s Public Sector Management,” Casebook of the African Community of Practice on Managing for Development Results (AfCoP), *Managing for Development Results: A Focus on Africa*, 2010, pp. 35-39. Available at: www.afcop-mfdr.org.

requisite national skills to carry out advanced data analysis and reporting, as evident with the 2.1 score in capacity for analysis and modeling. On many occasions, this work is conducted with high cost by international consultants. Furthermore, lack of incentives to statistical officials leads to high rate of staff turnover and attrition.

Figure 6: Government Score in Statistics



c) Accountability and partnerships—scored 2.0

There is increased participation and representation of the public in national decision making and development to enforce social accountability. Both internal and external institutional control systems have been strengthened in the country. A 2.1 score was given to the independence of audit institutions. This stems from the strengthening of the role of the accountant general’s department, auditor general’s office, internal audit, and parliament, as part of public financial management reforms. Qualified accountants and internal audit officers are deployed in all key MDAs. Public accountability and partnerships are reinforced by the 2005 Government Budgeting and Accountability Act and the Public Financial Administration Regulation. Capacity building of non-state actors is now part of the PFM reform programme in the country. The work of the Anti-Corruption Commission has also been strengthened by according the Commission prosecutorial power through the Anti-Corruption Amendment Act 2008 and through decentralized activities.

There is increasing dialogue between the state and non-state actors with the ancillary efforts of various channels including the establishment of the Organisation for Enhancing the Interaction and Interface between the Civil Society and the State (ENCIS) and the establishment of various civil society networks for the effective engagement of the government such as the Budget Accountability Network (BAN). Media is more vibrant, and the Sierra Leone Broadcasting Service (SLBS) has been transformed into the Sierra Leone Broadcasting Corporation (SLBC) to increase the independence of the national TV station.

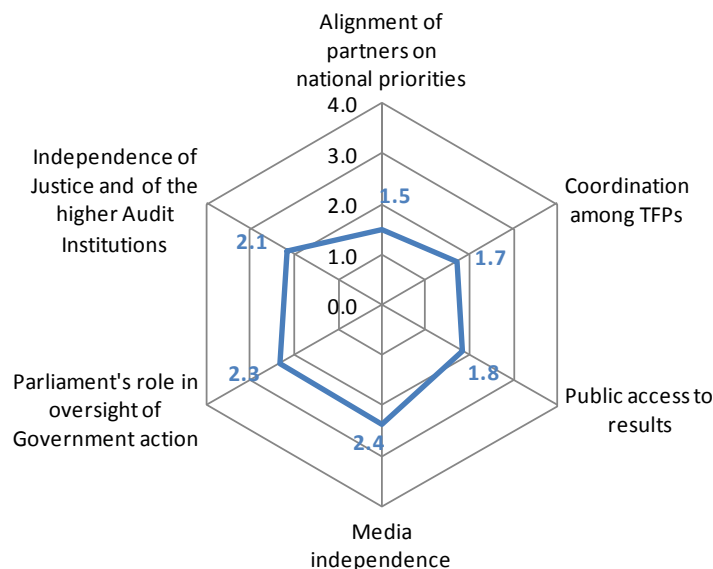
Public access to results remains limited in Sierra Leone. With a score of 1.8, access to information was deemed as already existing, with reports regularly published by ministries. But, the dissemination of information is not adequately performed.

The Government has been promoting an Open Government Initiative project bringing the government with the ordinary people at village and town squares to discuss national issues. There is also a weekly press briefing on the functioning of the state.

In terms of collaboration with development partners, structures exist at national level for improved coordination among the technical and financial partners in the country. An Aid Policy has been developed and implemented in this direction under the tutelage of MoFED, with assistance from DPs. An online development assistance database has been established for donors to report to the government and public on the provision of external assistance. However, limited use of this platform by donors has been reported. The 2009 GoSL’s Aid Policy stresses that “*despite a GoSL Development Assistance Database (DAD), donors have been slow to come on board and often underrate the importance of provision of accurate and timely aid information in practice. This is further exacerbated by multiple systems of reporting both by Government and development partners, leading to ‘reporting fatigue’.*”⁵ Some Development Partners have aligned their activities with national priorities. Coordination of development partners at the local level is lacking. District councils are limited in their oversight responsibility to NGO operations, thus district development plans rarely capture NGO activities in the districts.

Coordination among non-state actors doesn’t ensure a coherent partnership with the government. The use of country systems by donors remains scant,⁶ though it’s of critical importance in a post-conflict country like Sierra Leone. While direct budget support provides a great opportunity for better use of country system by development partners, only four donors (World Bank, AfDB, EU and DFID) provide assistance through this aid channel. Aid transparency in terms of information disclosure to facilitate national financial and development planning also needs a lot of improving.

Figure 7: Government Score in Accountability and Partnerships



⁵ Government of Sierra Leone, *Aid Policy*, 2009.

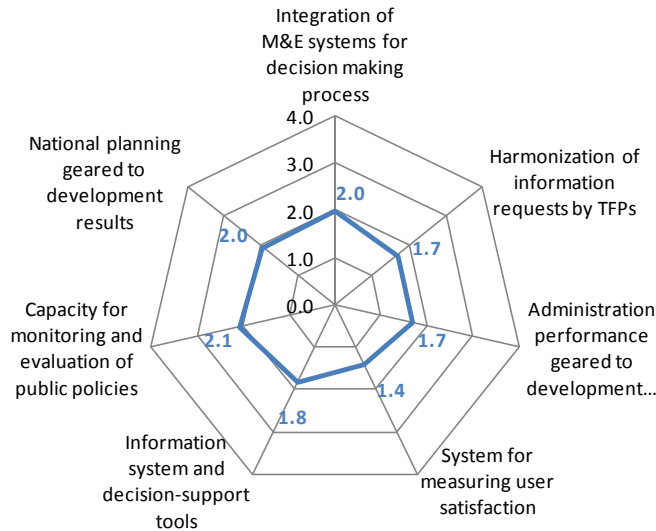
⁶ See Survey on the Implementation of Paris Declaration in Sierra Leone 2008

d) Monitoring and Evaluation—Scored 1.8

The lead national monitoring official in the current M&E dispensation is His Excellency The President. MoFED is institutionally the lead Ministry in the coordination of M&E activities in the country, especially as related to the implementation of the *Agenda for Change*. Performance monitoring is gradually being instituted within the Government Results-Based Management system coordinated by the Strategy and Policy Unit (SPU) in the Office of the President. Performance management contracts are signed between the President and His Ministers to which a performance tracking table is attached. Various M&E reports provide tangible policy recommendations to improve development performance in the country and Cabinet is being informed accordingly. The government has also introduced joint government-donor reporting on the implementation of development programmes in Sierra Leone⁷.

Capacity challenges are huge in the area of monitoring and evaluation, centrally, sectorally and locally. The state of infrastructure, such as poor road network, debars M&E activities in the country. M&E is well under-funded. There are serious issues of securing the necessary skills and having basic technical background for staff engaged in M&E activities in MDAs. Coordination is limited within and between sectors regarding monitoring of activities, which leads by itself to inefficient use of public resources. The arrangement to coordinate the overall national M&E system is currently loose and there is no coordination between the district councils, regional planning outfits and the centre. Availability of the requisite logistics needs to be drastically improved for national and regional coordination. There is weak sectoral harmonization of M&E system and insufficient linkage of M&E units to the national system for decision making.

Figure 8: Government Score in Monitoring and Evaluation



⁷ See the Joint Report on the Implementation of the Agenda for Change in Sierra Leone, MoFED/UNIPSIL

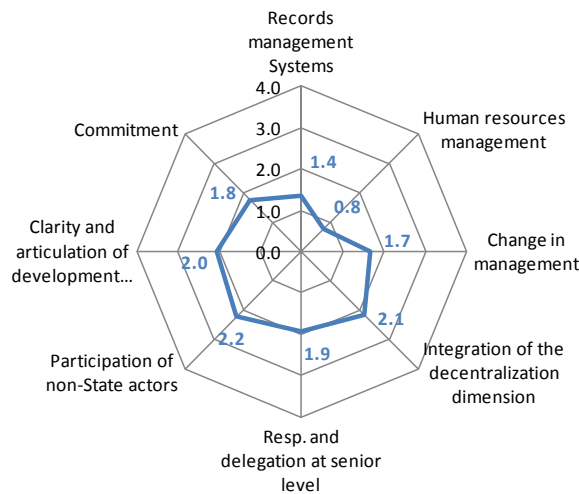
e) Leadership—Score 1.7

Leadership is a critical dimension to conduct any results-oriented action. The assessment results indicate that the government is strongly committed to results-based approaches to national development, as reflected in the *Agenda for Change*, as well as in sector plans and strategies developed around this national framework. The participation of non-state actors, the parliament and the local communities has been witnessed in the preparation and implementation of sectoral and national strategies. To ensure improved ownership and leadership by the people and government, government has devolved a lot of functions to local councils.

While some sectors – such as Fisheries which conducts management and functional reviews and defines roles and responsibilities at various levels – have a clear delegation of responsibility system (with limited demand for upward reporting however in some cases), other MDAs follow ad hoc delegation pattern; resulting in a 1.9 average for the component on delegation. The government is also making efforts to improve records management in the MDAs. For instance, there is an ongoing Management Functional Review exercise conducted within the public service reform programme. Units are reported to have existed in some sectors for managing records but they have not been functional.

A critical capacity concern highlighted during the assessment by all sectors, with an average score of 0.8, is the capacity of human resource management for effective delivery of results in the country. There is reportedly a limited conceptual and practical knowledge in the application of MfDR principles in MDAs; the RBM system introduced by the government has not been properly institutionalised; trainings on the use of tools such as the Performance Tracking Table are limited. MfDR is reported as a new phenomenon in the country, training and awareness raising activities have not been consistently conducted. While Government is pushing for change management through the promulgation of appropriate policies including training for civil servant, code and ethics for institution, and performance appraisal system, there is no coherent effort to train civil servants and address manpower needs in public services.

Figure 9: Government Score in Leadership



III. Government-Wide MfDR Action Plan

A. Methodology

The process to design the Action Plan started with focal points only and then with all participants at the beginning of the workshop. The methodology was later detailed over the course of the workshop as new officials joined in.

The process was twofold. First, each ministry made its own action plan focusing only on the “hard and most technical” MfDR pillar, namely Planning and Budgeting, Monitoring and Evaluation, and Statistics. Sectors suggested that there should be a monitoring of the implementation of these action plans. Second, the seven participating ministries worked in groups on defining an action plan for the entire public sector, based on the data generated during the self-assessment. They focused on identifying actions in the weakest areas of each pillar, as no sufficient time remained to conduct an identification of the critical areas for MfDR according to their feasibility and priority. Groups used the action plan framework to provide information on the MfDR components targeted: the problem faced, the objective to achieve, the score or baseline obtained during the assessment, the target to attain, the time required and responsible MDAs.

After this group work, a plenary session was organized to generate an action plan based on the inputs from all ministries. One member from each group proposed an action for each pillar. Participants agreed upon most of the suggested activities as they focused on low cost quick wins in the areas with the lowest scores, such as human resource management for the leadership pillar. In most cases, targets were discussed in terms of moving from one MfDR stage to another, following the CAP-Scan measurement framework. It was suggested to conduct actions and assess progress over a maximum period of 12 to 18 months. Responsible institutions were indicated, along with the responsible departments and units. This session was attended by high level officials, whom in some cases didn't take part in the debate when it came to discussing their own areas of responsibilities so as to allow participants to candidly suggest actions to undertake. Before the closing ceremony, the CAP-Scan Task Force and facilitators made minor adjustments to the action plan, mostly clarifying actions and further defining indicators. It was eventually chosen not to cost the actions, as this would require a thorough examination of needs and costs in each Ministry.

Outcomes of the assessment and the action plan were presented during the closing ceremony of the CAP-Scan workshop. The plenary discussion benefited from various responses from high level representatives, including Ministers, as well as donor and civil society representatives.

B. Action Plan by MfDR Pillar

The Action Plan presented below is highly prioritised and focuses on strategic components in areas with the lowest capacities. This plan is to be fully implemented in the next 1-2 years. Each action is numbered in line with the numbering of MfDR components in the CAP-Scan measurement framework.

These dimensions, if improved, could have great multiplier and reinforcing effects on other areas thereby improving the overall country capacity to manage for results in the foreseeable future. For example, the improvement of the 0.8 scored Human Resource Management component, within the Leadership pillar, is critical as it hinges on the government-wide capacity to deliver results. That's why participants chose to focus on this component only from the Leadership pillar.

For the Monitoring and Evaluation pillar, three components have been prioritized as focus areas in the next 1-2 years out of seven sub-result components. These are: (1) capacity for monitoring and evaluation for results, (2) system for measuring user satisfaction, and (3) integration of M&E system for decision-making process. For the Accountability and Partnerships pillar, two components have been prioritized as focus areas in the next 1-2 years out of six sub-result components. These are: (1) alignment of partners on national priorities, and (2) public access to results. The best scored national pillars Planning and Budgeting, and Statistics have one focus area each, respectively promoting intra-departmental coordination, and enhancing implementation of statistics strategy and plan. Table 2 which starts on the next page presents the national action plan.

Table 2: National MfDR Action Plan

National Action Plan					
Dimension and related activities, by pillar	Objective to be achieved	CAP-Scan Baseline Score	CAP-Scan Target Score	Estimated implementation completion month/year	Responsible person's designation
1. Leadership					
1.6 Human Resources Management		0.8 - Awareness	3 - Transition	12 months	HRMO
1. Conduct training and assessment at national level to have leadership committed	Headcount adjusted on a yearly basis				
2. Set up a training center – new structure – to train trainers in public sector management (Work in progress)	Lower turnover rate of civil servants				
3. Conduct relevant training on basic MfDR concepts to address priorities	Actions prioritized and undertaken in projects following MfDR concepts				
4. Appraising trainees	Job evaluation used to keep workers with relevant qualifications and experiences for effective civil service				
5. Recruit more qualified younger people	Civil servants kept in the institution at least 5 years through non monetary and whenever possible monetary incentives				
6. Improve on clarity in the definition of role and responsibilities	Inclusive and transparent decision making process progressively introduced				
2. Monitoring and Evaluation					
2.2 Capacity for Monitoring and Evaluation for results		1.4 - Exploration	3 - Transition		M&E MoFED Unit in coordination with Statistics Sierra Leone
1. Capacitate M&E Units of local councils	Effective reporting to central offices and projects implemented using local systems				
2. Capacitate M&E Units of MDAs	All MDAs have well functioning M&E units for better reporting				
2.4 System for measuring user satisfaction		1.4 - Awareness		12 months	
1. Revitalized service delivery survey	Policies improved using user feedback				
2. Comprehensive training for measuring user satisfaction					

National Action Plan

Dimension and related activities, by pillar	Objective to be achieved	CAP-Scan Baseline Score	CAP-Scan Target Score	Estimated implementation completion month/year	Responsible person's designation
2.7 Integration of M&E system for decision-making process		2 - Transition		12 months	
1. Put into place a national policy for monitoring and evaluation of projects	Better integrated M&E effort, through the use of a reporting system to feed into MoFED's central M&E unit.				
2. Develop sectoral guidelines for effective implementation of national M&E policy.					
3. Accountability and Partnerships					
3.6 Alignment of partners on national priorities		1.5 - Exploration	2.5 - Transition	18 months	MoFED, HRMO, line ministries
1. Establish (possibly with legal instrument) the Agenda for Change as the main framework to negotiate projects with partners.	Full alignment of partners to national priorities				
2. Stop high level government officials accept donors' projects which are not aligned with the Agenda for Change					
3. Government officials follow guidelines to meet with partners	Policy makers and implementers are fully involved in the decision-making process with partners related to their projects				
3.4 Public access to results		1.8 - Exploration			
1. Legislation of an Access to Information Act	6 month dissemination program carried out in every ministry on information sharing of the sectoral plan with objectives and targets Platforms are available to provide information shared by government in a timely manner about its action, donors' contributions and all budget transactions				

National Action Plan

Dimension and related activities, by pillar	Objective to be achieved	CAP-Scan Baseline Score	CAP-Scan Target Score	Estimated implementation completion month/year	Responsible person's designation
4. Planning and Budgeting					
4.5. Intra-departmental coordination		1.8 - Exploration	3 - Transition		MoFED's Budget department
1. Established sector-wide Budget planning and management committees to improve coordination	Key stakeholders appointed within 6 months at sector level to be part of the Budget Committees, for better coordination				
	Address cross-cutting issues				
5. Statistics					
5.1 Statistics Strategy and Plan		2.32 - Transition	3.5 - Full implementation		Statistics Sierra Leone
1. Train sector statistician in the design and administration of statistical instruments	Trained analysts in data quality assessment (DQA) procedures				
	Trained project analysts of every sector project (2 projects per month)				
2. Ensure that trained statisticians are appointed in each MDAs	Increased use of statistics by policy makers through awareness and advocacy campaigns				
3. Organize campaign awareness and advocacy targeting policy makers	Consistent data collection and analysis throughout the government				
4. Conduct training for journalists and strengthen public relation office of Sierra Leone	Better reporting by media using statistics adequately communicated by Statistics Sierra Leone				

IV. Dissemination and follow up

The following audiences should be taken into consideration with regard to communication activities:

- Government MDAs,
- Development Partners,
- Local Councils,
- Civil Society and NGOs, and
- Research and Capacity Building Institutions.

The following table summarizes the communication strategy reviewed with the CAP-Scan Task Force:

Table 3: Communication Strategy

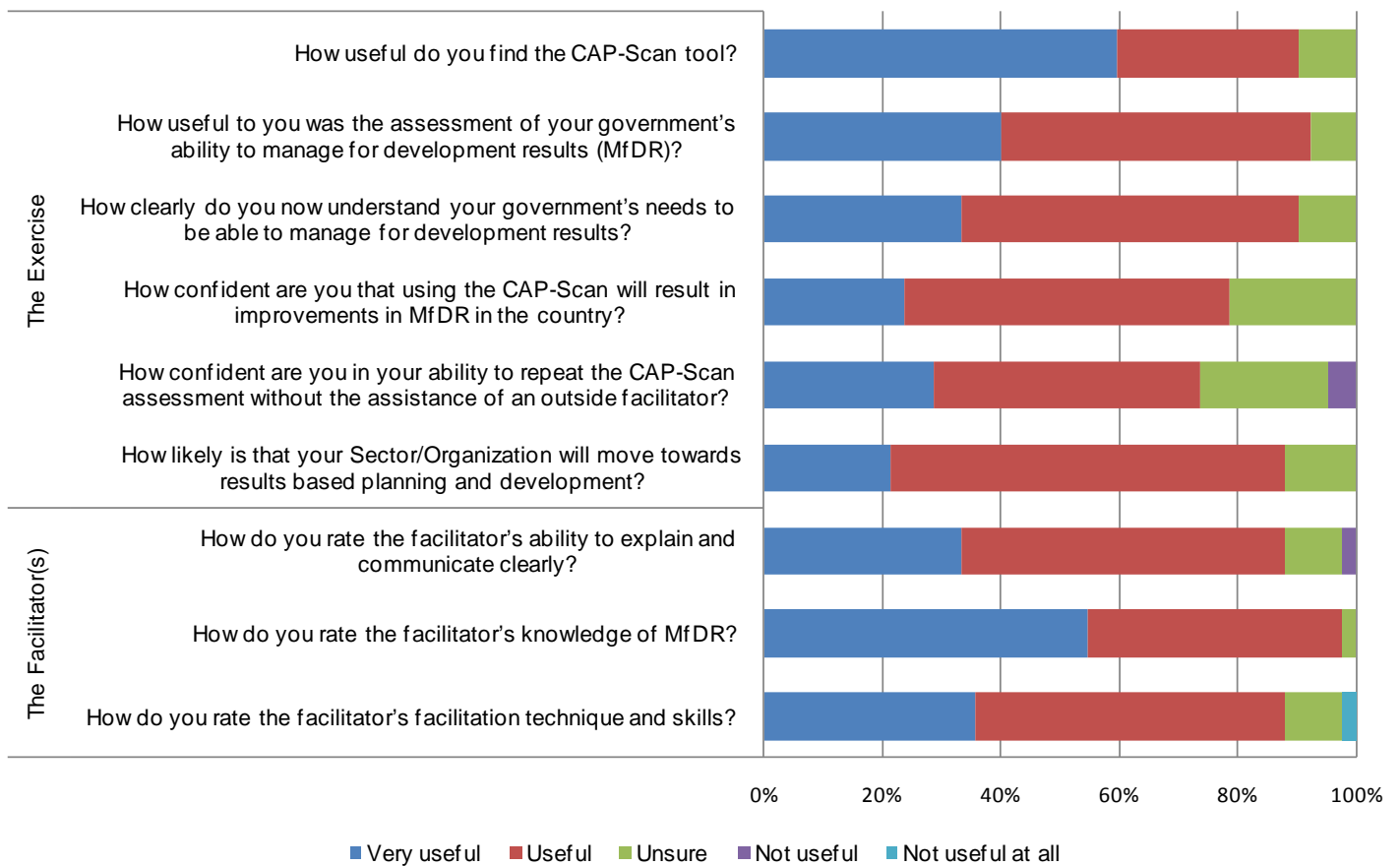
Target audience	Objectives	Method and means
Government MDAs	<ul style="list-style-type: none"> • To solicit financial support for the implementation of Action Plan • To ensure integration of Action Plan into Sector Plan 	<ul style="list-style-type: none"> • Organizing workshops on dissemination of CAP-Scan tool
Development Partners	<ul style="list-style-type: none"> • To solicit financial and technical support towards the implementation of Action Plan • To align DPs capacity building plans to the CAP-Scan Plan 	<ul style="list-style-type: none"> • Organizing workshops on dissemination of CAP-Scan Results • Holding bilateral meetings
Local Councils	<ul style="list-style-type: none"> • To ensure integration of Action Plan into district develop plans • To sensitize them on the usefulness of the CAP-Scan tool toward possible replication of the exercise down to district level 	<ul style="list-style-type: none"> • Organizing workshops on dissemination of CAP-Scan tool. Organizing training workshops on the CAP-Scan tool—concepts, usefulness and methodology
CSOs/NGOs	<ul style="list-style-type: none"> • To sensitize them on the usefulness of the CAP-Scan tool toward possible replication of the exercise to CSOs/NGOs 	<ul style="list-style-type: none"> • Organizing workshops on dissemination of CAP-Scan tool Organizing training workshops on the CAP-Scan tool—concepts, usefulness and methodology
Research and Capacity Building Institutions	<ul style="list-style-type: none"> • To sensitize them on the usefulness of the CAP-Scan tool toward integrating it into their training curriculum 	<ul style="list-style-type: none"> • Organizing workshops on dissemination of CAP-Scan tool Organizing training workshops on the CAP-Scan tool—concepts, usefulness and methodology

As a follow-up to this assessment, the action plan will be finalized, findings will be disseminated and a validation workshop will be organized to plan the implementation of the action plan.

V. Evaluation of the CAP-Scan Workshop

An evaluation of the CAP-Scan workshop was conducted at its end. 90% of the participants found the assessment from useful to very useful to GoSL and now have a clear idea of the government's needs in MfDR. Four out of five participants believe the CAP-Scan will result in improvements in MfDR in Sierra Leone. 37 of the 42 respondents mentioned that their Sector/Organization is now likely to move towards results-based planning and development. Interestingly, 31 participants stressed that they are now able to repeat the CAP-Scan without the assistance of an outside facilitator, using this exercise as a baseline for future iterations. The following chart provides a detailed overview of the evaluation results.

Figure 10: CAP-Scan Workshop Evaluation





Annexes

Annex 1 – Expression of Interest from the Government of Sierra Leone

Request for Support¹

This is to confirm that the Government of Sierra Leone, Ministry of Finance and Economic Development would like to request the support of the CAP-Scan Secretariat to help the Government in assessing capacity gaps in Managing for Development Results. The scope of the CAP-Scan exercise will include the following sector(s): Energy, Transport, Agriculture, Trade, Education, Health, Water, Gender, Youth and Employment, and Tourism. We anticipate that the CAP-Scan would be conducted during July 1, 2010 and August 31, 2010.

Signed by: Ambassador Umaru B. Wurie  Designation: Development Secretary	
Date: 25/05/2010	

1. Basic Information

- The CAP-Scan will be coordinated by the following person in the country:

Name of the coordinator	Sheka Bangura
Designation	Monitoring and Evaluation Expert
Ministry	Ministry of Finance and Economic Development
Contact information	Central Planning Monitoring and Evaluation, Tel: +232 33 536346 / 76 474 578
Approved by (Minister/Deputy Minister/Permanent Secretary):	The Development Secretary

- The Coordinator will have the following authority on behalf of the government (please confirm all):

- Communications with all internal and external stakeholders and partners at all levels
- Representing the government at national and international fora
- Responsible for overall coordination in the country
- Access to the relevant Ministries, Permanent Secretaries and other high level officials
- Authority to form a Core group² that would conduct CAP-Scan
- Authority to form a Peer group² for Quality Assurance

¹ Please note that Cap-Scan financing is limited to cover the costs of an international facilitator to train the country team and some local expenses. Depending on the country needs and scope of the exercise some local expenses may need to be covered by the government and/or other partners.

² Stakeholders may include Government/Ministry representatives, Parliament members, Civil Society representatives, Private sector, and local government authority and development partners.

2. Business Needs

Business needs for CAP-Scan in the country are listed below (Check Yes/No)

Relevance/use of CAP-Scan findings	Yes	No
To inform ongoing or future civil service reform	✓	
To help in the review or preparation of results based sector strategy or strategies	✓	
To address capacity gaps in national development processes (such as PRSP/MTEF etc)	✓	
To address capacity gaps in one or several Managing for Development Results areas:	✓	
a) Leadership	✓	—
b) Evaluation and Monitoring	✓	
c) Accountability and Partnership	✓	
d) Planning and Budgeting	✓	
e) Statistics		✓
Other (please list): • Records Integrity ³	✓	

3. MfDR Experience in the Country

Please summarize in about 300 words maximum your country experience with initiatives related to Managing for Development Results (MfDR) and if MfDR capacity building activities are part of current development programs.

(MfDR related initiatives include, but are not limited to, experiences such as the Poverty Reduction Strategy, Medium Term Expenditure Framework, Public Expenditure & Financial Accountability, National Strategy for the Development of Statistics, and governance programs).

In Sierra Leone, MfDR was identified as a useful management tool at the end of the 11-year civil war. Its genesis could be traced in the adoption of participatory approaches in the national development planning processes after the war: the preparation of development plans including poverty reduction strategies with the promotion of good governance, sustainable growth and human development as key elements.

³ The loss of control of records systems is a problem that affects many African governments, but the issue is of particular concern in Sierra Leone. At the time of Independence, Sierra Leone's Civil Service was one of the best in West Africa, and records were well-managed. Over time, lack of training and political interference with the Civil Service led to ineffectiveness and weakened control systems. The eleven year long internal war, between 1991 and 2002, accelerated these trends, and Sierra Leone's once well-kept records systems deteriorated to the point of collapse; key records were destroyed through fire and looting. After the war, the lack of trained personnel, equipment and supplies severely demoralized the records staff. In the post-conflict period, when the Government embarked upon an exercise to rebuild policies, systems and procedures, records were identified as a key aspect of the reconstruction process; pay and personnel records were considered to be an essential initial target.

Therefore, it is critical that Sierra Leone should assess capacity for managing this vital national resource, in paper and electronic form, as part of its approach to its CAP-Scan Assessment.

Various structural reforms have been undertaken. The government participates in a poverty reduction and growth facility (PRGF) with the IMF, setting benchmarks to monitor macroeconomic targets. The national budget process now employs a medium-term expenditure framework (MTEF). The government has been pursuing a public financial management (PFM) reform programme, with progress assessment done internally and externally through the World Bank-supported Public Expenditure and Financial Accountability (PEFA) assessment framework. Public procurement, accounting and auditing systems have been strengthened.

Domestic revenue generation is now coordinated by a central, semi-autonomous authority; government has been pursuing a divestiture program; national governance has once again been decentralized following the enactment of the Local Government Act of 2004; and an Anticorruption Commission also was established to guide public and private sector conduct in service delivery.

There is effective public scrutiny of sectoral policies and planned expenditures which involves civil society and parliament. Public expenditure tracking surveys are conducted and complemented by service delivery and perception surveys; the former coordinated within the ministry of finance and economic development while the latter undertaken by independent research institutions. Furthermore, monitoring and evaluation of the PRSP is done separately by the government and civil society organizations.

Aid coordination has been strengthened. At the top of its structure is the Development Partners' Committee (DEPAC), a donor-government dialogue forum that meets periodically to discuss national development issues, while the lower tier is a technical support structure to DEPAC. Tracking of development assistance is now supported by an online database.

The Office of the Presidency (OP) has politically championed MfDR in Sierra Leone, with the strategy and policy unit within the OP coordinating government's results-based management system using the performance tracking table as a vital tool. Other MfDR projects coordinated within the OP include *open government initiative* to facilitate interaction between the government and the grassroots and *public service reform programme* to ensure efficient and effective service delivery in the public sector.

Yet, huge challenges continue to remain. There seems to be too many results outfits with little coordination, and there is a serious need to increase capacity for service delivery across various sectors. As the country strives to maximize development outcomes, performance improvement will require considerable enhancement of incentives. Sierra Leone is still at the bottom of the Global Human Development Index and is yet to realize the substantial improvements in key indicators that will move it higher up the index. Nevertheless the laudable efforts government has made in delivering results after the war must be recognized.

Therefore, the Government of Sierra Leone will be grateful if the CAP-Scan, looking at all sectors aforementioned, is piloted in the country.

Annex 2 – The CAP-Scan Matrix for Sierra Leone

1. Leadership					
Components	Question	Criteria for each progressive stage			
		Awareness	Exploration	Transition	Full Implementation
1.1 Commitment	1.1. What is the decision-makers' level of commitment to a management for development results approach?	Top management asserts importance of MfDR. But no concrete initiatives have been initiated.	A small number of managers investigate MfDR tools, and apply them sporadically. But, initiative is not consistent, nor mandated.	Full commitment within government to MfDR. New MfDR practices are systematically adopted. Most, but not all, staff, support initiative and most, but not all units practice MfDR.	All units practice comprehensive and systematic MfDR systems. Staff report benefits outweigh costs of MfDR. Organization is learning how to use, and continuously adapt MfDR.
1.2. Clarity and articulation of development orientations	1.2 To what extent does national planning clearly present the development objectives and form the frame of reference for Government action?	National Development Plan exists. However, outcomes and targets – even for such areas as poverty reduction or health – are not clearly articulated.	National Development Plan articulates outcomes, and maybe even some specific targets. However, that discipline is not consistently applied throughout the Plan.	National Development Plan clearly articulates outcomes, results, and measurable targets against which programs can be measured. However, data are not systematically collected and used by decision makers. “Ownership” of the Plan and its data are not widespread.	Outcomes, results and targets area consistently and appropriately applied throughout the National Development Plan. Relevant data are collected and used to adapt implementation of the plan. Decision-makers recognize the utility of the data and ensure it is integrated into the decision-making process.
1.3. Participation of non-state actors	1.3 To what extent do civil society organizations and the private sector participate by the side of the Government as partners in achieving development results?	Government tolerates civil society and private sector advocacy, as politically necessary.	Government actively pursues civil society and private sector input into the formulation of some policies and plans. But, such participation is normally the result of relatively powerful interests, donor pressure, or individual government managers.	Government has specific policies, structures, and practices for soliciting civil society and government input. These policies are often, though not always pursued. A significant number in government view these practices as burdensome and unproductive. Public increasingly feels entitled to participate.	Public consultation in policy and planning is the norm. Officials recognize that public consultation is a necessary and productive ingredient in policy setting and planning. Public feels entitled to participate and responsible for planning and policy outcomes.

1. Leadership

Components	Question	Criteria for each progressive stage			
		Awareness	Exploration	Transition	Full Implementation
1.4. Responsibility and delegation at the level of senior officials of the Administration	1.4 Do the management practices of senior officials of the Administration encourage the development, involvement and motivation of civil servants?	Executives recognize the need to delegate both to involve employees and because it's important in terms of management. However, there are many bottlenecks due to the fact that many files are managed by a small number of executives.	The practice of delegating activities exists in some departments / directorates / services. These are most often individual initiatives. Tools are emerging in some departments (description of duties, consolidated results framework) to support these initiatives.	The structures and processes incorporate and promote accountability and delegation (eg description of duties, individual evaluation criteria). The practice of delegation increases into the administration, but some departments / directorates / services are still resisting.	The practices of accountability and delegation are the norm in government. They are sustainably implemented in the departments' structure (eg formal duties and indicating the expected results) and process (eg individual assessments). The delegating of activities takes place within the results of the department, declined by directorate / service.
1.5. Integration of the decentralization dimension	1.5 To what extent do the Administration and the regional/local authorities operate coherently with a view to achieving development results?	An information gap between headquarters and local authorities is an obstacle to achieving development results. The problem is identified through evaluation exercises. Actions are undertaken, but are not yet organized into a common framework.	Some areas take into account the results and objectives defined at the local authorities' level in planning and budgeting at central level. However, these experiences remain isolated.	The development of national strategies takes into account both the central and local needs in a participatory process. The frameworks are declined consistently between the national and local levels in several areas of local government action. However, the sharing of responsibilities between management and local governance bodies remain sometimes unclear.	National planning and monitoring and evaluation for achieving development results involve the government and local authorities in all areas of government action. The local governance bodies have a clear mission detailed in an objective & results framework consistent with the national level.
1.6. Change in Management	1.6 To what extent has the Government provided itself with the means necessary for addressing capacity-building as a genuine project for in-depth change in the Administration and its practices?	Capacity development is recognized as a strong objective and a sense of urgency to move toward that direction expands within the Administration. However, activities remain scattered among different departments.	Capacity building activities are among the recurring activities within the government action. However, they still do not have a coherent overall framework and do not take into account the change dimension. Resistance remains strong.	Capacity building activities are addressed in a coherent and organized way. Cultural and sociological aspects of change are considered in this context at least in terms of studies and analysis. However, the support for change through specific tools is fluctuating from one department to another.	Change management within the civil service is organized as part of coordinated capacity development activities which include both technical activities (tools, procedures) and activities related to cultural and sociological aspects of change. Analyzes and tools enable the implementation of tools adapted to each department / directorate / department.

1. Leadership

Components	Question	Criteria for each progressive stage			
		Awareness	Exploration	Transition	Full Implementation
1.7. Human Resources Management	1.7 To what extent does RBM affect management practices at the individual level?	There is limited training on the basics of MfDR, contributing to a basic knowledge of MfDR. Little or no individual assessments based on expected results.	Training curricula are available on MfDR. The overall results are known, but no results at the individual level exist. The practice of performance evaluation at the individual level remains very limited.	Key executives are trained to MfDR. The evaluation of individual performance is linked to results in selected key areas. The organizational structure of the work is based on the expected results of the department. Assignments for each position are written down in a form, but no effective recruitment policy exists.	Officials share a vision of the results and objectives and understand their role in achieving them. Training sessions are available and largely followed by all staff. The evaluation of individual performance is linked to results and includes a reward system. Assignments for each position are written down in a form and planning for recruiting is set up.
1.8. Records Management Systems	1.8 To what extent does the leadership practice proper records management?	Low and weak handling, processing and storage of administrative information on personnel, logistical, and other administrative resources. There is recognition of this lapse but little is done to improve on the existing system.	Management functional reviews conducted and management deficiency identified and reported to the authorities. But no concrete actions have been undertaken.	Action plans developed on addressing the institutional capacity to manage records; training of the relevant personnel begun, and the necessary logistical needs of the sector are being addressed.	The overall records system has been overhauled; records on personnel, logistical and other administrative resources have been corrected and integrated into the overall statistical and management information systems.

2. Monitoring and Evaluation

Components	Question	Criteria for each progressive stage			
		Awareness	Exploration	Transition	Full Implementation
2.1. National Planning geared to development results	2.1 Are public policies subject to a regular and sustained monitoring and evaluation process that permits adjustments in performance objectives?	A National Development Plan -- with indicators and targets to track progress -- exists . However, data are generally not collected on progress.	Performance data are collected for some components of development plan -- such as health or poverty reduction -- but data are seldom used for decision making.	Government is committed to measuring progress against virtually all aspects of Development Plan. Progress may be somewhat uneven, but information is flowing through the system and used by many managers to improve implementation.	Performance data is systematically used to gauge progress of the Development Plan. Resultant analysis is increasingly used to inform current implementation and drafting of future Development Plans
2.2. Capacity for monitoring and evaluation of public policies	2.2 To what extent does the Administration possess adequate capabilities for ensuring monitoring and evaluation of public policies?	A minimal capacity for monitoring and for evaluation exists in key units; some key units have M&E Officers on staff.	A limited number of units have developed competency in monitoring or evaluation.	Government has a program to develop monitoring and evaluation capacities in all units. Some units are implementing the systems more readily than others.	All units have the appropriate level of monitoring and evaluation capacity to support MfDR. Efforts are adequately funded and produce data that are used.
2.3. Information system and decision-support tools	2.3 To what extent does the Administration have adequate tools, IT in particular, to ensure monitoring and evaluation of public policies and use of factual data in decision-making?	Managers feel constrained by lack of data -- such as on outputs and outcomes; service quality; and overall program measures -- available to them to make programmatic decisions or judge progress against results.	Some organizations or departments are able to collect, manage and report on relevant management data. But, most are driving beyond their headlights.	The government has promoted specific MIS standards -- included data acquisition, storage, analysis and reporting. Skills and understanding of their utility may not yet be adequate to implement them across the government.	Managers are able to obtain data -- such as on outputs and outcomes; service quality; and overall program measures -- in a timely and useful format. Cross-organizational MIS coordination facilitates results management.
2.4. System for measuring user satisfaction	2.4 Has the administration put to use means for measuring service quality in order to assess user satisfaction?	Officials give voice to the need to serve customers, but have no systems to learn whether they are succeeding.	Some units have developed formal customer satisfaction measurement systems.	Virtually all units have use customer satisfaction measurement systems. Application may be uneven and inconsistent.	Customer satisfaction systems are applied throughout units -- as appropriate. The approaches are consistent across units and data are used to improve services.

2. Monitoring and Evaluation

Components	Question	Criteria for each progressive stage			
		Awareness	Exploration	Transition	Full Implementation
2.5. Administration performance geared to development results	2.5 To what degree is factual information from monitoring and evaluation used to improve the Administration for better development results?	Executives understand the importance of managing for results to make the organization functioning. However, management within departments is still focused on resources and activities.	Some departments put in place systems to monitor activities and collect data on results achieved in implementing action plans of the public administration (excluding projects). Activities on formalizing or reviewing structures and/or processes are implemented in some departments, but do not take part in a comprehensive and coherent framework.	The public administration is committed to a comprehensive approach to modernize itself on the basis of MfDR practices, but enforcement is not uniform across all departments. Most departments have a framework for monitoring activities (excluding projects), based on expected outcomes of the department and specifying monitoring indicators. The departments' structures include units responsible for coordinating and monitoring. The departments hold an up-to-date organization chart.	Government action is based on objectives and results. The results of the departments are linked to development results mentioned in national priorities. The results framework of the department is divided into results framework for each division / department. Activities are adapted depending on the progress data collected and disseminated on a regular basis within each department.
2.6. Harmonization of information requests by Technical and Financial Partnerships (TFPs)	2.6 What is the level of harmonization among TFPs on national reporting procedures and on the organization of joint missions and studies?	Government responds to diverse donor reporting requirements -- though doing so is time consuming and Government would prefer a more unified approach.	Government has begun dialogue with donors on ways to harmonize reporting requirements.	Government has established a policy of requiring a harmonized approach to reporting to diverse donors. Some units, and donors, remain resistant to the changes.	All units apply harmonized donor reporting procedures. All major donors comply with this policy.
2.7 Integration of M&E systems for decision making process	2.7 To what extent does the Administration (Ministries, Directorates and Agencies, MDA) use information from integrated M&E systems for decision making process?	Little or no sectoral M&E system in place. Institutions store data randomly without the objective of generating indicators for M&E purposes.	Readiness assessments are conducted on M&E needs of the sectors. Few institutions are implementing M&E systems and using indicators for decision making.	Some institutions have M&E system in place and sectoral reporting is done using it. Efforts are being undertaken to integrate projects information into the National M&E System coordinated by the Ministry of Planning (or Finance –MoFED-).	All sector projects are fully monitored and evaluated, and the results have been used for policy making at sectoral and national level. The information generated has been reported and integrated to the M&E System coordinated by the Ministry of Planning (or Finance –MoFED-).

3. Accountability and Partners

Components	Question	Criteria for each progressive stage			
		Awareness	Exploration	Transition	Full Implementation
3.1. Independence of the higher Audit institutions	3.1 To what extent do the control institutions (Auditors General Department) and the judiciary function independently of the executive branch?	Government acknowledges the importance of Audit Department independence. However, structural or political realities prevent this.	Government is in the process of instituting structural and/or policy reform to increase Audit Department independence.	Formal structural and policy constraints to an independent Audit Department are largely removed. However, in practice, some audit functions and transactions appear to be influenced by government and/or special interests.	The Auditors General Department appears to operate without significant influence from government or special interests. Officials and the public take pride in this reality.
3.2. Parliament's role in oversight of Government action	3.2 Up to what level does the Parliament fulfill its role of exercising oversight of Government action, particularly as regards economic policies and budget allocations?	Legislators consider one of their key functions to be monitoring government activities. As a practical matter, they may not be as effective at this as they would like.	The Legislature has formed a structure to oversee at least some government activities. It has adequate resources to be effective in at least a portion of this mandate.	The legislature has a comprehensive structure to provide meaningful oversight over a significant range of government activities. These mechanisms are reasonably well funded. This oversight sometimes lacks "teeth" but at Legislature can report some instances of having influenced Government actions as a result of its oversight.	The legislature has the structure, resources, and acknowledged mandate to effectively oversee government activities on comprehensive scale. The legislature has had success in influencing government actions as a result of its oversight.
3.3. Media independence	3.3 To what degree are the (public and private) media, as a whole, able to play effectively their role in criticizing the authorities?	Portions of government recognize that an independent media watchdog function is necessary for effective governance. However, it is not a reality.	Government has taken specific actions -- such as reducing government media outlets, passing press freedom laws -- to reduce government control over media.	Media are increasingly independent of government and able to investigate and report on the results of government activity. However, there are still some subject, geographic, or topic areas that are considered off limits to media. Government can report on instances where policy and/or procedures have been revised as a result of media reporting	Media are largely independent of government influence and actively report on a broad range of government activity results. Government policy and/or procedures are often revised as a result of media reporting

3. Accountability and Partners

Components	Question	Criteria for each progressive stage			
		Awareness	Exploration	Transition	Full Implementation
3.4. Public access to results	3.4 What is the assessment of the level of public dissemination of information by the Government?	Government recognizes the need for the public to learn about the degree of government effectiveness (results data, at the least). But, public cannot access important data.	Some units have established formal procedures to provide access to results data. Limited publication of results data also occurs. No consistent policy exists.	Government has a policy to provide citizens access to results data. Many have formal structures to share information. This is generally, though not universally, followed. Some units are more proactive than others in publicizing results data. Instances exist of public use data for change.	The public has access to results data in all relevant units. Government has a proactive approach to informing the public on government results on a regular basis through established structures. The public acknowledges improved access to data. Many examples can be provided by Government where the public has used the data to work for change.
3.5. Coordination among TFPs	3.5 To what extent do Administration mechanisms ensure effective coordination among TFP activities?	Government extols the importance of coordination. However, real coordination is not common, even where "donor coordination forums" may exist. Government lacks the institutions, tools, data, passion, or leverage to ensure productive donor coordination.	Government has some success in promoting coordination in certain areas, such as in vertical health programs or poverty reduction strategies. However, these are isolated cases.	Government has developed clear donor coordination expectations, systems and procedures -- based on results management. Some donors follow these regimes, but many remain outside it.	The vast majority of donor inputs are programmed consistently with an overall donor coordination program linked to results-based management. Donors appreciate the coordination function and are supportive of it.
3.6. Alignment of partners on national priorities	3.6 To what extent do the Administration's good MfDR practices ensure the external partners' alignment on national priorities?	The public administration recognizes the importance of alignment. But the programming tools and management practices do not ensure effective alignment.	The alignment of external partners on national priorities is taking place in some sectors such as Health. These sectors, however, remain isolated cases. In some areas, the interventions are primarily dictated by the availability of funds.	The public administration and its partners are engaged in a process of alignment and harmonization in line with the Paris Declaration. However all stakeholders (internal and external) do not yet comply with all provisions and some activities remain dictated by the availability of resources.	The vast majority of contributions are allocated consistently within the framework of a programmatic and transparent coordination aligned on national priorities or using budget support. The results are the main criteria for programming and funding decision.

4. Planning and Budgeting					
Components	Question	Criteria for each progressive stage			
		Awareness	Exploration	Transition	Full Implementation
4.1. Budget consistency with national priorities	4.1 Are the instruments of planning (ADPRS) and budgeting (MTEF and LdF) consistently articulated?	Government acknowledges that budget <u>should</u> reflect national political priorities, but it does not.	Government initiates process of outlining national priorities and providing a structure in the budget to address some of them.	Increasingly the budget is organized around national priorities (such as in a Development Plan) and funds are allocated according to those priorities	A transparent process is followed where national priorities are established transparently and budgets are allocated and spent according to those priorities.
4.2. Budget preparation based on objectives and results	4.2 Is budget allocation based on each department's results and objectives, taking into account the assessment of past results?	Although staff can discuss the importance of MfDR, in fact budgets are more the result of past expenditure patterns and political performance.	A small number of units make budgetary decisions based on progress against targets and resources need to achieve results.	Most units base budgetary decisions on progress against targets (performance data) and resources needed to achieve results. Application may not be consistent across units.	Performance -based budgeting is the norm throughout government. Data are regularly gathered to support budgetary decision. Management occasionally reviews performance-based budgeting systems for continuous improvement.
4.3. Participation of non-governmental actors in budget planning and preparation	4.3 To what extent do non-governmental actors participate in the planning, budget allocation process and in results assessment?	Legal system provides for participation in planning and budgeting by legislature. No legal constraints exist to citizen participation in planning and budgeting processes. However, no real participation occurs and no formal structures support participation.	A limited number of structures have been established for legislative participation (such as a committees to review budget and certain planning functions) and citizen input (such as outreach for a poverty reduction strategy.)	Legislative review committees are more common, and some actively engage in the process in a mostly objective process that yields improved results. In certain sectors citizen input is intense and government has responded to concerns in and planning through formal structures.	Virtually all significant planning and budgeting is subject to substantive Legislative review. Virtually all planning activities of significant scale are subject to citizen input through established structures.
4.4. Intra-departmental coordination	4.4 Does the preparation of the budget within a department reasonably correspond to objectives at the various levels?	While managers realize they must work together most organizational planning and budgeting is done in isolation. This is true within organizations (among departments) and across organizations (among different organizations.)	Some organizations work to align departmental objectives and budgets with overall results expectations. Some sectoral approaches are developed, with structures to support joint planning, budgeting and measurement approaches that span organizational boundaries.	Most significant sectoral efforts -- HIV/AIDS, environmental management, and poverty reduction, for example -- are pursued through integrated results processes and coordination structures to support them. Many ministry results frameworks are based on cascading results management approaches at among departments.	Virtually all significant sectoral efforts are pursued through integrated results processes and structures to support them. Departmental planning and budgeting must demonstrate effective contribution to overall organizational results frameworks.

4. Planning and Budgeting

Components	Question	Criteria for each progressive stage			
		Awareness	Exploration	Transition	Full Implementation
4.5. Inter-sectoral coordination	4.5 To what extent does coordination on the basis of inter-sectoral objectives play a role in budget preparation?	Although officials acknowledge the need for coordination, budget preparation of inter-sectoral programs is performed individually within each relevant department, without any specific body to discuss it with other departments.	Some inter-sectoral approaches are in place, with structures supporting joint-planning and joint-budgeting among departments. The process remains cumbersome and is being resisted.	Most major inter-sectoral activities, such as social services, is led in an integrated approach with inter-sectoral objectives divided into goals for each department. The governmental structure incorporates inter-sectoral coordination bodies.	Almost all of the major inter-sectoral programming, such as social services, is led in an integrated approach with inter-sectoral objectives divided into goals for each department. The inter-sectoral coordination structures are sustainably supported and have all the tools necessary for their mission.
4.6 Results management framework	To what extent your line ministry has a result oriented framework?	Managers understand the value of MfDR, but do not manage their portfolios accordingly.	A small number of managers apply MfDR practices, such as logical frameworks, results frameworks and other tools.	A real movement is underway throughout government to practice MfDR. Some units resist the change, but substantial movement is underfoot. Most managers can articulate intended results.	The government is managed based on results. Managers can articulate intended results and adapt implementation -- based on results data -- to achieve those results.
4.7 Donors link programming to results	To what extent your ministry's donor funding is linked to programming by results?	Donors and government discuss MfDR, but donors do not link their programming to country results.	Some donors bases at least some funding decisions on country performance against development results.	Many donors base funding decisions on country performance data. These data are used to provide technical assistance.	Results management provides a critical lens for discussing funding and programmatic decisions. Both donor and country expect funding decisions to be based on performance.
4.8 Percent of donor funding	What is the percentage of donor funding vis-a-vis the total expenditure budget of your line ministry?	x% of budget comes from donor financing	Y% of budget comes from donor financing	Z% of budget comes from donor financing	xx% of budget comes from donor financing

5. Statistics					
Components	Question	Criteria for each progressive stage			
		Awareness	Exploration	Transition	Full Implementation
5.1. Statistics strategy and plan	5.1. Statistics strategy and plan	No national strategy for the development of statistics exists.	A national strategy for development statistics exists, but is implemented to a very limited extent.	A national strategy for development statistics is implemented in many areas, with useful data emerging. Data may not be fully utilized and strategy is static.	The national strategy for development statistics is implemented fully, revised as needed, and forms the foundation of data collection in the country.
5.2. Data disaggregation	5.2 What is the Government's capacity in terms of data disaggregation?	Policy makers and statisticians understand the importance of disaggregating gender by sex, geographic area, etc. However, few data sets are disaggregated usefully.	Some surveys and data sets are meaningfully disaggregated, but they tend to do so at the wish of donors or particular researchers.	The national strategy for development statistics provides useful guidance on disaggregation. Most surveys and data sets are disaggregated.	Policy makers appreciate the utility of data disaggregation and can report instances where disaggregation has supported improved decision-making. Information users expect all data to be disaggregated, where appropriate.
5.3. Extent of data	5.3 Is the scope of available statistical data broad enough to measure all indicators related to national priorities?	Little or no statistics are available. Measurements of indicators are either impossible or very inaccurate.	Data are available for some priority sectors.	Data are available for almost the entire national planning. However the levels of quality and usability are still fluctuating.	The available statistical data allow to monitor and evaluate all national indicators and are used because for decision-making because they are reliable.
5.4. Data quality assessment	5.4 What are the means used by the Administration to improve the quality of statistical data?	Data consumers are wary of government-produced data, recognizing there are not data quality assessment (DQA) procedures.	Some units and researchers have appropriate data quality assessment protocols. These, however, are exceptions to the rule and vary in size and approach.	The government has developed standard DQA protocols. These are generally followed, though some units either skip DQAs or use their own approach.	A standard DQA approach is adopted throughout government and applied uniformly throughout. Policy makers express confidence in the DQA process and the data.
5.5 Capacity for conducting and exploiting country-wide surveys	5.5 Does the Administration have the capability to carry out country-wide surveys and to file and disseminate the findings?	Managers responsible for national-level results seek data on national trends -- in areas such as poverty, demographics, HIV/AIDS or environment -- but government is not yet producing quality national survey data.	Some national-level studies have been completed, but at the initiative of a single organization or in response to one-time donor funding. Ownership of data is uneven and local capacity to analyze data is not yet developed.	National level studies are conducted with some cross-sectoral coordination. But, out-year follow-up is uncertain. While some managers are able to analyze the data, some of the data are not adequately processed nor are results appropriately disseminated to other parts of government and the public.	Household income/expenditure or other national surveys are conducted regularly (at least every five years.) Relevant cross-sectoral units contribute to the content of the studies. Data are used to inform national planning and budgeting efforts through effective data analysis and dissemination of findings.

5. Statistics

Components	Question	Criteria for each progressive stage			
		Awareness	Exploration	Transition	Full Implementation
5.6 Capacity for analysis and modeling	5.6 Does the Administration have the capability to analyze statistical data for forecasting purposes?	Extent of available data is limited, and so is the capacity to analyze data. Data is shared with a limited number of persons and the analysis is often performed by external powers.	Some departments and / or the national statistical agency are engaged in a developing analytical and modeling capacity. However, these capabilities are rarely used for forecasting and external capacity are often needed to conduct the analysis.	The statistical agency has capacities for analyzing and modeling, and so do few sectors. Due to an increasing demand, plans to build these capacities are in progress at a more global level within the Administration.	The statistical agency and the public administration have analytical and modeling capacities. This ability is sought on a regular basis before making a decision.
5.7 Performance Measurement	5.7 To what extent is performance measurement available and used for decision making process?	Managers appreciate the utility of performance data, but little is available to them.	Some units systematically collect performance data to inform decision making. But most units do not.	Performance measurement systems are operational throughout government and data is systematically collected and reported. Some units, however, do this only as a requirement; they don't use the data.	Most managers report the usefulness of the data they get and that decisions are made based on that data.

Annex 3 – Definition of Capacity Building Stages

Capacity-Building Stages			
Awareness	Experimentation	Transition	Sustainable Implementation
<p>Inadequate management capacities are recognized as an obstacle to achieving development results. The Administration is aware of, but not clearly committed to, MfDR. Office holders acknowledge the need to do better and wish to operate in accordance with the principles of good management. This stage often involves a sense of frustration and dissatisfaction with Administration performance. Awareness of appropriate management practices and a sense of urgency for change encourage the adoption of different methods and lead to the next stage.</p>	<p>The Government begins to commit to shifting to good management practices and explores various approaches. In this stage, office holders gather ideas from various sources and try out new methods. Experimentation may take the form of pilot projects and may involve studies and working groups. One problem at this stage is lack of homogeneity, and various tools are chosen on the basis of personal preference. Moreover, launching multiple initiatives at the same time may result in pursuing none thoroughly. Many office holders acknowledge that MfDR is beneficial, provided that the approach is fully pursued. Their number and resolve lead to the next stage.</p>	<p>The Government has committed itself to MfDR and embarks on transition from the previous to the new methods. Individuals begin to adopt the new practices, perceiving the old methods as ineffectual in handling day-to-day problems. This stage may be characterized by difficult decisions. For instance, conversion to a results-oriented framework implies dropping the earlier indicators and measuring methods. Determining priorities and managing change at the human level are further significant issues. The spread of the new approach on a large scale in the Administration leads to the next stage.</p>	<p>MfDR is mainstreamed into Administration practices as a cross-cutting approach. The main administrative processes (formulation of national strategies and preparation of the budget) conform to the new practices. Indicators are used to monitor Government action and regular reviews lead to realignment on national priorities. Civil servants, implicated in the change, are trained and prepared to own the new management tools, which are regularly reviewed in the light of experience. Resource allocations ensure the sustainability of the new methods, whose effect on the services provided by the Government becomes evident.</p>

Annex 4 – Changes Made to the CAP-Scan Matrix

Pillar / Dimension	Explanation
Pillar: Leadership – Sector: Agriculture	
Component 1.5 - Recommendation: Instead of “Regional Authorities”, the group recommended putting “Local Authorities”.	<i>After discussion, the agreement is to put “Regional/Local authorities”</i>
Component 1.6 – Recommendation: Rephrase to: “To what extent has the HR department built the capacity of administrative staff?”	<i>After discussion, the agreement is to keep it as it was.</i>
Component 1.8 – Recommendation: To add a new component: “To what extent does the Ministry or Department (or Agency, MDA), involve farmers or targeted clients in the planning and budget process?”	<i>After discussion, the agreement is to keep it as it was because in the pillar of planning and budgeting, component 4.3 reflects the demand. However, all agree to add the words “planning and” before “budget allocation”.</i>
Pillar: Leadership – Sector: Energy	
Component 1.8.- The recommendation is to add a new component with the following text: “To what extent does the leadership practice proper record management?”	<i>After discussion, the agreement is to accept the new question and to include it in the matrix and the journal, considering that during the training session there was a brief presentation on Records Integrity done by Mr. Muniru and Dr. Ann Thorten.</i>
Pillar: Monitoring and Evaluation – Sector: Agriculture	
Component 2.1.- Recommendation: Rephrase to: “Do you carry-out M&E programs for public policies with a view to adjusting performance objectives?”	<i>After discussion, the agreement is to keep it as it was because the component is clear enough.</i>
Component 2.4 . - Recommendation: Rephrase to: “Does the administration assess the satisfaction of uses regarding the quality of services delivery?”	<i>After discussion, the agreement is to keep it as it was because the component is clear enough.</i>
Component 2.6. - Recommendation: Rephrase to: “Does the administration have a common reporting and Data collecting procedures with institutions such as”	<i>After discussion, the agreement is to add the component with the following sentence:” To what extent does the Administration (Ministries, Directorates and Agencies, MDA) have integrated monitoring and evaluation (M&E) systems for decision making process?”</i>
Pillar: Accountability and Partnership – Sector: Agriculture	
Component 3.1.- Recommendation: Replace “Court of Auditors” for “Auditors General Department”.	<i>After discussion, the agreement is to accept and to include the new question in the matrix and journal.</i>
Component 3.7.- The recommendation is to add a new component that could say: “To what extent does the political opposition allow the government to operate freely”.	<i>After discussion, there was no agreement, because it is an issue related to political tolerance, which should work both ways, from the government to the political opposition and vice versa.</i>
Pillar: Accountability and Partnership – Sector: Transport	
Component 3.1.- The recommendation is to replace the question with the following: “ To what extent is the internal auditor able to function independently of management”?	<i>After discussion, the agreement is to accept the new question, knowing that the Independence of Justice remains out. The reason is because the Central Government does not have control over the Judiciary Power.</i>
Pillar: Statistics – Sector: Transport	
Component 5.7.- The recommendation is to add a new component that could say: “To what extent does the Administration use the information nation-wide, studies and surveys for policy and decision making?”.	<i>After discussion, the agreement is that the same question is already reflected in the new Component 2.6.</i>
Pillar: Statistics – Sector: Fisheries	
Component 5.4.- The recommendation is to replace the component with the following text: “To what extent has the administration improve on the quality of statistical data?”	<i>After discussion, the agreement is to not accept the new question, considering that is does not take into account the word means, that really address the way how the administration can improve on the quality of statistical data.</i>

Annex 5 – CAP-Scan Journal for Agriculture, Education, Energy and Finance

1. Leadership									
		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
1.1 Commitment	1.1. What is the decision-makers' level of commitment to a management for development results approach?	There is full leadership commitment to performance-based result, but not using the MfDR terminology itself. Doc: Performance contract	2.5	At the political level, ministries have entered performance based contract with the Presidency for which regular appraisals, performance and results are being conducted. Similar contracts between ministries, permanent secretaries and heads of department are now developed.	2.3	MfDR is being introduced for the first time in the country and some managers are showing commitment. Training of trainers in the use of MfDR tool is on-going.	0.0	Commitment from the Political Heads to MfDR filters through various Units of Divisions. Doc: Budget Call Circular. Macroeconomic projections, Aid Policy, Public Debt Law, Finance Acts, Government Statements of Financial and Economic Affairs, MOFED Website	2.5
1.2 Clarity and articulation of development orientations	1.2 To what extent does national planning clearly present the development objectives and form the frame of reference for Government action?	The management uses the Poverty Reduction Strategy Paper (PRSP) national plan as an instrument in setting developmental objectives. Doc: The PRSP and the Agenda for change	2.5	The national development plan for education is widely adopted as the action plan for the sector. However, there are still challenges in specific areas in terms of data collection and report systems. Doc: education sector plan, new education policy, etc.	2.0	A national development plan exists and articulates outcomes. However, the plan is not consistently applied throughout due to shortage of human resource and funding. Doc: WASH / Energy Policies and Strategic Plans	1.5	The Agenda For Change articulates Government Priorities and has a medium-term result framework. However, there is limited mainstreaming of the Agenda for Change policies in line MDAs. Doc: PRSP 2, Progress Report on the Implementation of PRSP 2, Joint Country Report (JCR). PEFA Report 2007, 2010.	2.5
1.3 Participation of non-State	1.3 To what extent do civil society	Government encourages the existence and	3.0	The ministry carries the practice of consulting and working in partner-	1.5	During the planning stage of any national development policy,	3.3	MoFED has a Non-State Actor Component within the IPFMRP. Also CSO members	2.8

1. Leadership									
		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
actors	organizations and the private sector participate by the side of the Government as partners in achieving development results?	participation of non state actor in the management of the state. Doc: Civil society bill		ship with civil society, and other development partners in the formulation of policies and design of action plans.		consultative workshops are normally held with the participation of necessary non-state actors Doc: List of participants at the National WASH / Energy Policy workshop and Radiation Protection Bill.		are engaged in activities like budget discussions, policy hearings and M&E. Doc: Project Appraisal Document of IPFMRP, GBAA 2005, etc.	
1.4 Resp. and delegation at senior level	1.4 Do the management practices of senior officials of the Administration encourage the development, involvement and motivation of civil servants?	Delegation of responsibilities takes place within the civil service and there are efficient officers in the service. However, the tools for performance assessment are yet to be implemented. Doc: Civil service code of conduct, The Government Budgeting and Accounting Act, General order and Financial order	3.3	These practices include teaching service commission, code of conduct of teachers, etc.	1.3	It is the normal practice for senior officers to delegate responsibilities to junior officers in order to enhance their managerial skills. However, some MDAs resist this practice. Doc: Organigrams, Job Description for Personnel and RPB Inspectors Manual.	2.0	The practice of delegation is mostly based on individual initiatives. However, there is a need to report more on delegated assignments.	2.0
1.5 Integration of the decentralization	1.5 To what extent do the Administration	There is a national decentralization secretariat which coor-	3.3	There are fundamental conflicts in areas and roles of responsibilities	2.8	Devolvement of some responsibilities from central to local autho-	2.8	The Local Government Act clearly identifies the devolved functions but some lead	2.5

1. Leadership									
		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
dimension	and the regional/local authorities operate coherently with a view to achieving development results?	dinates the activities of local Government and liaises with the Central Government to ensure adherence to the devolution plan. Doc: Local Government Act 2004		in the Education Act of 2004. There is therefore the need to define roles and responsibilities to enhance effective collaboration between the central government offices and their local government partners.		rities has allowed both central and local authorities to operate coherently with a view to achieving development results. Doc: Local Government Act.		MDAs are reluctant to give up these functions to Local Councils. Doc: LGA 2004	
1.6 Change in management	1.6 To what extent has the Government provided itself with the means necessary for addressing capacity-building as a genuine project for in-depth change in the Administration and its practices?	There exists a training unit within the Ministry. Funds are also provided by Government for training of staff. A training policy has also been drafted for the effective coordination of civil service training. Doc: Civil service code and regulation and civil service training policy.	3.3	The recruitment of skilled personnel and the conduct of training programmes are randomly undertaken. Hence the gap in capacity.	0.8	Capacity building is necessary for achieving development results, but some MDAs undertake limited training of their staff due to limited funding and fear of being changed/ replaced. Some MDAs recommend the wrong people for training leading to frustration among the competent and qualified staff. Doc: Training files at MEWR.	1.5	Capacity building activities have now been addressed in a coherent and organized manner over the past year. However, there is need to ensure sustainability of funding for continuity. Doc: IPFMRP PAD	2.0
1.7 Human resources management	1.7 To what extent does RBM affect	Training in the MfDR principles and the practices of perfor-	1.8	Training in MfDR may have been undertaken in the past in an adhoc	0.3	MfDR is being introduced for the first time in the country.	0.5	Officials have been trained on basic RBM concepts and the tools are being used. For	1.8

1. Leadership									
		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
	management practices at the individual level?	mance measurement is yet in its early stage. There is limited allocation of funds to conduct training programs on MfDR. Doc: Government departmental budget allocation.		manner. A structured programme for training selected government officials is only being implemented now.		Training of trainers in the use of MfDR tool is on-going. However, no individual assessment has been done based on expected result.		Example RBM is practiced in most MDAs. There is a consolidated PFM National Action Plan geared towards achieving results. Doc: PTT) MDAs Strategic Plans. Doc: PFM National Action Plan, MDBS PAF	
1.8 Records management Systems	1.8 To what extent does the leadership practice proper records management?	There is a registration unit within the Ministry where all documents relating to personnel and other matters are kept. This unit is largely non functional. And the staff lacks capacity on proper records management. Doc: Human resources division MAFFS	1.3	Management and functional reviews were carried out in the ministry with structural recommendations, some of which are now being implemented. The ministry now operates with these systems to develop data management.	1.5	The Administration is conducting functional reviews in each sector in order to identify deficiencies. A report will be forwarded to the Authorities for concrete actions to be taken. Doc: Functional Review Document	1.5	Records Management in MOFED has improved. Payroll data has been validated with large number of ghost workers eliminated. Civil Service verification has been conducted and filed electronically. A large part of financial data is generated and stored electronically. Transfers of files and across the units are being recorded to trace documents. There has also been attempts to reduce the timing for processing documents in MoFED. Doc: FS Circulars, IFMIS Reports	1.0
Average for the Pillar			2.6		1.5		1.6		2.1

2. Monitoring and Evaluation

		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
2.1 National planning geared to development results	2.1 Are public policies subject to a regular and sustained monitoring and evaluation process that permits adjustments in performance objectives?	There is an M&E unit in the Ministry, with the required Human resource to function. Data are systematically collected to assess progress made on the development plan. Doc: M&E framework, Agricultural Master plan and Agricultural Bulletin.	3.3	There are structures in place for sustained M&E process. Data is regularly collected on key indicators such as enrolment in schools, teaching staff, training and learning materials, etc. Doc: education sector plan 2007-2015; national education policy 1995; draft revised education policy 2010	2.3	NPA has no designated person for M&E. Senior staff members carry out this responsibility. WSD/SALWACO - policies are there but no designated person. Doc: Protocols/reports from Radiation Protection Board Secretariat.	0.5	Progress in the Implementation of sector activities is assessed annually based on indicators and targets articulated in the Poverty Reduction Result Framework. Quarterly monitoring of sector projects is also being carried out. Public Expenditure Tracking Surveys (PETS) have been conducted regularly. Doc: Annual Progress Reports of PRSP2, PETS Report	2.0
2.2 Capacity for monitoring and evaluation of public policies	2.2 To what extent does the Administration possess adequate capabilities for ensuring monitoring and evaluation of public policies?	The release of fiscal resource hinders the progress of the M&E Unit. Doc: M&E framework, Agricultural Master plan and Agricultural Bulletin.	3.0	There are structures in place to ensure M&E of public policies, e.g. inspectorate, basic education secretariat, education coordinating office, etc.	2.0	Administration and Internal Audit possess some capabilities to ensure monitoring, but evaluation is partially done. Doc: Energy/Water Policies developed but Water Policy awaiting launching.	2.3	Capacity assessment has been carried out for Planning, Monitoring and Evaluation for the relevant units. African Capacity Building Foundation is providing capacity building support for implementing, monitoring and evaluating the Sierra Leone poverty reduction strategy. There is a national M&E plan for the implementation of SL-PRSP. Doc: Reports on Capacity assessment, ACBF document.	2.0

2. Monitoring and Evaluation

		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
2.3 Information system and decision-support tools	2.3 To what extent does the Administration have adequate tools, IT in particular, to ensure monitoring and evaluation of public policies and use of factual data in decision-making?	There is a Management Information System in place within the Ministry but its Management is highly centralized. Doc: M&E framework, Agricultural Master plan and Agricultural Bulletin.	3.0	Many departments/divisions are unable to use IT for data analysis. There are no trained IT personnel to ensure use of factual data for decision making.	1.0	NPA has an IT manager responsible for information management but lacks adequate tools. Radiation has IT software for which information is fed and retrieved. Three persons are allowed access into the software. Doc: Internal Audit manual RAIS Software (Regulatory Authority Information System) SALWACO has IT Consultant for the hardware. Internal Audit does the monitoring. WSD has an Internal Auditor for monitoring.	1.5	There is IFMIS in MOFED which has been rolled to key MDAs. Sierra Leone Information System provides information on spatial allocation based on geographic information. Doc: IFMIS Reports, SLIS reports	2.3

2. Monitoring and Evaluation

		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
2.4 System for measuring user satisfaction	2.4 Has the administration put to use means for measuring service quality in order to assess user satisfaction?	The Ministry has a Marketing Information Officer system in place that monitors agricultural production and consumption throughout the country but this unit needs is under capacitated. Doc: M&E framework, Agricultural Master plan and Agricultural Bulletin.	3.0	The devolution process is in progress. A joint team of Education, Health, Agriculture and Finance ministries is always sent out to monitor the flow and utilization of funds transferred to local councils.	0.8	NPA has a customer service section to assess customer satisfaction section but not fully developed. No systems for SALWACO/WSDRPB. ACT 2001 provides for the right to appeal by a customer for any unsatisfying action from members of the secretariat. Doc: Protection for Radiation Act 2001.	1.3	MOFED realizes the need about customer satisfaction rendered to the public, but no system for measuring user satisfaction is in place.	0.0
2.5 Administration performance geared to development results	2.5 To what degree is factual information from monitoring and evaluation used to improve the Administration for better development results?	The Administration is geared towards development results but the resources available hinder the full implementation of activities. Doc: M&E framework, Agricultural Master plan and Agricultural Bulletin.	3.0	Resource acquisition is still a problem to carry-out major activities. Budgetary allocations are inadequate and activities have to be prioritized. Also key Ministry functionaries are yet to be appointed.	0.5	All the sectors have monitoring units and the Administration is now trying to make use of the data to improve its efficiency and effectiveness. Doc: Audit Manuals/Check List	1.0	MoFED provides guidelines in the processing and accessing of funds to ensure that. Doc: PETS	2.0

2. Monitoring and Evaluation

		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development		
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	
2.6	Harmonization of information requests by TFPs	2.6 What is the level of harmonization among TFPs on national reporting procedures and on the organization of joint missions and studies?	The Ministry is coordinating a formalized reporting system to avoid wastages and duplication of resources. Doc: M&E framework, Agricultural Master plan and Agricultural Bulletin.	2.3	There is a standard reporting format in force which is used by the Ministry and other development partners, e.g. UNICEF, Save the children, ACC, European Union, Dfid, etc.	2.3	SALWACOM/SD - every partner has its own reporting pattern. PA – Some partners harmonise their activities with others whilst others do not. RPB has only one partner. Doc: Same Guidelines for Procurement of Services for Arab Banks. Different Guidelines for other donor organizations such as WB, DFID EU, JICA, etc.	0.5	An aid policy is being implemented. Joint Assessment missions by WB, EC, Dfid and AfDB are carried out using agreed benchmarks. Doc: SL Aid Policy, MDDB PAF, IMF Reviews, CAS, PER	2.3
2.7	Integration of M&E systems for decision making process	2.7 To what extent does the Administration (Ministries, Directorates and Agencies, MDA) use information from integrated M&E systems for decision making process?	The Ministry uses data generated for national planning and PRSP. But there is need for further collaboration with the Ministry of Finance for overall coordination and planning. Doc: M&E framework, Agricultural Master plan and Agricultural Bulletin.	3.0	The national M&E medium term expenditure framework, PETS and others are coordinated by the Ministry of Finance and Economic Development.	2.0	Some Audit Reports are used for decision making processes by the Administration Doc: Technical/Financial Audit Reports	1.0		2.0
Average for the Pillar			2.9		1.5		1.1		1.8	

3. Accountability and Partnerships

		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
3.1 Independence of Justice and of the higher Audit Institutions	3.1 To what extent do the control institutions (Auditors General Department) and the judiciary function independently of the executive branch?	There is an internal Audit Unit in the Ministry that oversees M&E activities and measures upon the effectiveness of the Ministry's internal control. But some audit functions and transactions appear to be influenced by some members of the higher authority. Doc: The Audit Manual (MoFED), the Government Budgeting and Accountability Act 2004	2.0	The internal audit department has been structured with the ministry of Finance and Economic Development. Auditors have been recruited and posted to key ministries including Ministry of Education. These officials work independently and report directly to the chief executive and receive professional directive from directors of internal audits of MoFED.	1.3	Internal Auditors have been appointed to every sector and report directly to the head of Internal Audit in the MOFED. Doc: Deployment of Internal Auditors	1.8	There has been improved conditions of the Audit Service with an Act to promote its independence or Autonomy. Doc: Audit Service Act.	3.5
3.2 Parliament's role in oversight of Government action	3.2 Up to what level does the Parliament fulfill its role of exercising oversight of Government action, particularly as regards	There are parliamentary oversight committees on, for example, Agriculture which reviews and oversees the functions of the ministry. Officials of the Ministry are normally invited to parliament	3.0	Parliament approves all government budgets in the forms of annual appropriation Act. Also, Parliamentary committees exist for every sector of government actions and programmes. They provide effective	2.5	Parliamentary oversight committees exist for every Government Ministry that approve the budget and monitor and evaluate all activities of their MDAs. Doc: 1991 Constitution of SL,	2.5	There are various Subcommittees of Parliament in all aspects of Government budget and policies. Donor intervention though minimal is aiding the capacity of parliament to carry out its oversight Functions. Doc: Legislative reviews, Budget Debates.	2.0

3. Accountability and Partnerships

3. Accountability and Partnerships									
		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
	economic policies and budget allocations?	for clarification of some policy issues. Doc: Parliamentary over sighted committee on Agriculture		oversight functions and influence significantly government actions.		Parliamentary ACT			
3.3 Media independence	3.3 To what degree are the (public and private) media, as a whole, able to play effectively their role in criticizing the authorities?	Freedom of the press exists in the country. The media reports on every aspect of the Ministry's operations and there is regular Agricultural bulletin produce by the Ministry. Doc: Freedom of information bill, The Electronic and print media, Agricultural Bulletin.	3.0	In recent time, the media has played a major role in reversing, popularising and reasserting educational policies relating to privatisation of government-assisted schools, girls and child education, etc.	2.5	Government is on the verge of reducing control over media by reforming SLBS to SLBC and through establishing an Independent Media Commission. The government is also in the process of ratifying the Press Freedom Bill and Freedom of Information bill. Doc: SLBC ACT of 2010	1.8	There is an independent media Commission which regulates the code and practices of the Media. There are weekly press conferences. The NSA is now part of MoFED. Doc: IMC Reports.	2.8
3.4 Public access to results	3.4 What is the assessment of the level of public dissemination of information by the Government?	The Ministry prepares a quarterly agricultural bulletin and an annual progress report on divisional performance. Doc: Annual progress report and agricultural bulletin.	2.5	A publication unit exists in the Ministry of Education, producing quarterly editions of the ministry's progress, with data and performance results. Some units have established publications on data and activities, e.g. non-formal education, basic education secretariat.	1.8	Limited publications of result data by GoSL. Therefore access to these data is low. GoSL printing press is not functioning, resulting in low production of GoSL Gazettes. Doc: GoSL Gazettes.	1.5	Government provides weekly press briefings. Some agencies like MOFED, NPPA, SSL DACO have websites for dissemination of information. Periodic bulletins and journals are produced by MDAs. Open Government Initiative. Doc: MoFED Websites, Media Reports, DSA Reports, Aid Policy Reports, Quarterly Allocation reports.	2.3

3. Accountability and Partnerships

3. Accountability and Partnerships										
		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development		
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	
3.5	Coordination among TFPs	3.5 To what extent do Administration mechanisms ensure effective coordination among TFP activities?	2.0	There is a central coordinating unit in the Ministry that coordinates all activities with TFPs in partnership with the Ministry. However this unit needs to be strongly capacitated. Doc: National Agricultural Coordinating Unit MAFFS.	2.5	National budget support is coordinated through multi-donor budgeting support in the MoFED. Specific support to education programmes is brought , through NGOs, technical committees, UNICEF or the Education Sector Plan.	1.5	Coordination meetings are periodically held with TFPs in the sector in managing for development results. Doc: Minutes of Coordination Meetings.	2.5	There is an Aid Coordination Policy, an Aid Coordination Unit, MDBS PAF. Doc: Aid Coordination Policy, MDBS PAF.
3.6	Alignment of partners on national priorities	3.6 To what extent do the Administration's good MfDR practices ensure the external partners' alignment on national priorities?	2.0	Public administration encourages alignment with partners to avoid duplication of resources and based on identified goals and objectives, in link with the Agenda for Change. Doc: PRSP, the Agenda for change.	1.3	The alignment of donor is largely based on global educational programmes, donor preferences, external protocols, treaties, and availability of committed funds, e.g. MDGs 2 and 3, EFA.	1.8	Alignments takes place but is dictated by availability of funds. Doc: Implementation of 33KV Transmission Line Project in Freetown (WB/JICA)	2.5	Efforts exist, but much remain for full compliance. DACO has an Aid Coordination Policy to align the interventions of donors to the country system. DEPAC and DAD are currently been utilized to ensure the implementation of the Paris Declaration. Doc: DEPAC Meetings, DAD, Aid Coordination Policy.
Average for the Pillar			2.4		2.0		1.8		2.6	

4. Planning and Budgeting

		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
4.1 Budget consistency with national priorities	4.1 Are the instruments of planning (ADPRS) and budgeting (MTEF and LdF) consistently articulated?	Funds are allocated according to Government priorities as indicated from the speech of H. E. the President, the PRSP and sectoral plan. Doc: 2004 Government Budgeting and Accounting Act.	2.8	The budget is based on the Agenda for Change (PRSP II). It is used for education of girls, payment fees subsidy, public examinations, teaching and learning materials, grants-in-aid, subventions, etc.	2.3	The instruments for Planning and Budgeting are articulated. Allocations are made according to GoSL's priority areas. Doc: PRSP II (Agenda For change)	2.5	MoFED articulates national priorities. Budgets are allocated and spent according to those priorities. Doc: Budget Statement, Quarterly Allocations. Agenda for Change (PRSP2)	3.5
4.2 Budget preparation based on objectives and results	4.2 Is budget allocation based on each department's results and objectives, taking into account the assessment of past results?	Allocation of resources is based on the availability of funds at national level and budget ceiling provided by the Ministry of Finance during the budget call circular.	2.0	Budgets are based on strategic plans prepared by respective divisions, programmes as well as procurement plans.	2.0	Budget allocation is based on past results from each department. Doc: National Budget	2.3	MDAs are provided with templates in the Budget Call Circular (BCC) to prepare their strategic plans. All units have individual strategic plans with clear objectives, outcomes and related activities costed, as well as milestones to reach expected outcomes and targets. Doc: Budget Call Circular, Strategic Plans. MDBS PAF, IMF Review, NDF Review, DBOC Reports	2.5

4. Planning and Budgeting

		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
4.3 Participation of non-governmental actors in budget planning and preparation	4.3 To what extent do non-governmental actors participate in the planning, budget allocation process and in results assessment?	Participation at the budget oversight committee exists during the budget hearing, with subsequent follow up actions. But, it has not got the power to influence decision at management level.	2.5	The participation of NGOs in the planning, budget allocation process and in results assessment is established. Accountability and Finance Act, Government Budgetary and Accountability Act.	2.3	Budget Oversight Committees exist in every district comprising Local Authorities and Civil Society Groups. They actively participate in Budget allocation process at Budget hearing Meetings. Doc: Accountability Act 2005.	2.5	Legislation conducts all reviews pertaining to the budget process throughout the Budget cycle. Doc: Committee of Supply Reviews, Budget Debates.	3.3
4.4 Intra-departmental coordination	4.4 Does the preparation of the budget within a department reasonably correspond to objectives at the various levels?	There is a budget committee in the Ministry which coordinates and collates the various budget proposals from the various divisions to a unified budget.	3.0	The preparation of budget is coordinated by various units of the ministry.	1.8	Administration (PS) coordinates budget preparation in every department based on their objectives. Doc: MEMO from PS to every HOD.	1.5	MoFED engages all the various units in the Ministry to draw up their budgets for limited activities. Most other activities are coordinated at administrative division. Doc: Budget Call Circular.	1.3
4.5 Inter-sectoral coordination	4.5 To what extent does coordination on the basis of inter-sectoral objectives play a role in budget preparation?	There is adequate coordination which may result in decrease or increase in budget allocation.	2.0	There are annual reviews meetings on donors' interventions, eg. UNICEF, UNFPA, NGO supervisory committee, technical committee on child labour, WFP, etc.	2.0	Coordination exists between MDAs in areas of common interest based on Inter-sectoral objectives. This plays a role in budget preparation. Doc: Documentation on	2.0	Infrastructure, Health, Security and Justice sectors are attempting to work on joint budgeting in some areas of their activities. This process is being facilitated by Policy Hearings and Preliminary Budget Meetings in which the lead agency usually presents the	2.5

4. Planning and Budgeting

		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
						previous Inter-sectoral correspondences.		sectoral policies and activities. Doc: Budget Call Circular Policy Hearings Reports.	
4.6	Results management framework To what extent your line ministry has a result-oriented framework?	Government Ministers sign performance contracts with the president which is been cascaded down to civil servant.	2.0	Performance based contracts signed by ministries.	2.0	The Administration has performance tracking documents for every department. Doc: Performance Tracking Sheets.	2.0	A result framework for the PRSP is articulated with indicators and targets for each sector, and so is the PTT for a given year. The Performance Monitoring Plan (PMP) and the MDBS PAF. Doc: PTT,PMP, MDBS PAF, PEFA, IMF Review.	3.0
4.7	Donor link programming to results To what extent your ministry's donor funding is linked to programming by results?	The continuation of donor funded projects is based on the completion of predetermined targets.	2.5	Basic education projects such as Sababi funded by the Islamic Development Bank follow this.	2.0	Many donors have benchmarks on which continuous support. Doc: Country Assessment Reports	2.5	The Key Donors including IMF, WB, AfDB, DfID and EC conduct joint assessments and review missions to measure GoSL's performance using country data. Doc: IMF Review, MDBS PAF, PEFA SL, PER, etc	2.5
4.8	Percent of Donor funding What is the percentage of donor funding vis-a-vis the total expenditure budget of your line ministry?	N/A		Donor funding is partly made through direct budgetary support, as well as specific education projects. MoFED is better placed to submit figures in this regard.		Donors fund about 90% of project cost. GoSL provides 10% as the counterpart to the project. Doc: Project Documents-WB, AfDB, etc.	3.5	The donor support to the Government has been reducing over the years.	2.0
Average for the Pillar			2.4		2.0		2.3		2.6

5. Statistics									
		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
5.1 Statistics strategy and plan	5.1 What is the level of implementation of the national strategy for the development of statistics?	Statistics Sierra Leone works in collaboration with the Ministry for processing and analyzing data, in line with the national strategy for development of statistics.	3.3	There is a national strategy for development of statistics in Sierra Leone. It covers all sectors.	1.3	Statistics Sierra Leone is responsible for collating major statistical data of the country. Bank of Sierra Leone's Research and Development Section is responsible for financial Statistics. Doc: SSL Act of BSL	2.5	A NSDS is available and implemented throughout the country. A geographical integration System is well integrated into the statistical system. The NSDS now serves as the main reference for data collection in all sectors. Statisticians are being deployed in key MDAs and Agencies. Doc: NIS.	3.0
5.2 Data disaggregation	5.2 What is the Government's capacity in terms of data disaggregation?	The Ministry has a comprehensive data disaggregation system in place, conducted quarterly and annually. Doc: Agricultural Tracking Survey (ATS), Food Security and vulnerability Analysis.	3.5	Most surveys and data are presented to disaggregate various aspects such as age, sex, geographical location, etc.	2.3	Statistics Sierra Leone has the capacity to disaggregate statistical data. Doc: Reports from SSL.	2.8	Capacity has improved in terms of data aggregation. Also key service delivery sectors such as Agriculture, Health and Education participate in data analysis training. Doc: Back to Office Report.	2.5
5.3 Extent of data	5.3 Is the scope of available statistical data broad enough to measure all indicators related to national priorities?	The Ministry doesn't capture a broad enough scope of indicators.	2.3	Population census, school census, national surveys and others are conducted by the government. These surveys are used for most donor interventions.	2.0	Data collected by SSL is broad enough to capture all indicators related to national priorities.	2.5	Various data sets are available on different development topics, but the use of data is not reliable and limited in some sectors.	2.0

5. Statistics									
		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
5.4 Data quality assessment	5.5 Does the Administration have the capability to carry out country-wide surveys and to file and disseminate the findings?	Modern Statistical tools – such as GPS, statistical software – to improve the data collection process have been incorporated.	2.3	Until recently, most people used different data for different purposes. The Ministry is now aware that data must be reliable and certified by an authorised agency (statistics of Sierra Leone)	0.5	Performance tracking instruments are subject to reviews periodically by the Administration.	1.5	All sectors are required to liaise with SSL to conduct surveys for their activities as a way of adhering to the standards of statistics. Doc: Sector Surveys: Health Agriculture, Education.	2.3
5.5 Capacity for conducting and exploiting country-wide surveys	5.5 Does the Administration have the capability to carry out country-wide surveys and to file and disseminate the findings?	The Ministry and Statistics Sierra Leone conduct surveys such as Comprehensive Food Security and vulnerability Analysis (CFSVA), Agricultural Tracking Survey, etc. which are disseminated to developing partners.	3.0	Country-wide surveys are often under-taken by the government, civil society, donors and other development partners. National surveys with broad mandates are undertaken by Statistics of Sierra Leone.	2.0	The administration has the capability, but lacks the necessary logistical support to undertake country-wide surveys.	1.3	The following cross sectoral units are well coordinated: PETS, VAM , Integrated Household Surveys (HIS). Their findings are used for national planning and budgeting. Doc: HIS Reports, Sector Reports; Health, Agriculture, Eductaion, PETS Reports.	3.0

5. Statistics									
		Agriculture, Forestry and Food Security		Education, Youth and Sports		Energy and Water Resources		Finance and Economic Development	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
5.6 Capacity for analysis and modeling	5.6 Does the Administration have the capability to analyze statistical data for forecasting purposes?	Capacities exist at MDA level and at National level for modeling and analysis of data.	3.3	Statistics Sierra Leone which is the national statistical agency has capacities for analysis and modeling. This agency often collaborates with Emis.	1.3	Performance tracking is being implemented and information used for decision-making.	2.3	The ministry has developed a home grown macroeconomic forecasting model. Many staff members have been trained in financial programming and policies, and other statistical topics. Doc: Sierra Leone Integrating Macroeconomic Model (SLIM)	2.5
5.7 Performance measurement	5.7 To what extent is performance measurement available and used for decision making process?	The concept of performance culture is relatively new in Sierra Leone.	1.5	Performance measurement-data system doesn't exist.	0.8	SSL has the capability to analyze and model data for planning and forecasting purposes.	2.3	Performance measurement is the practice and guide for all government MDAs. There is a Performance Tracking Tool. M&E Unit also exists in MoFED to follow up on PFM action Plan. Doc: PTT, M7E Reports.	2.3
Average for the Pillar			2.7		1.4		2.1		2.5

Annex 6 – CAP-Scan Journal for Fisheries, Health and Transport

1. Leadership							
		Fisheries and Marine Resources		Health and Sanitation		Transport and Aviation	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score
1.1 Commitment	1.1. What is the decision-makers' level of commitment to a management for development results approach?	Implementation of activities within the Ministry is based on Results Based Management (RBM) approach. Doc: Performance Tracking Table Quarterly Reports	2.3	Weekly meeting to discuss plans and achievements.	0.3	If the PTT represents MfDR, then full commitment exists between sectors. However, there is room to improve on the support of every staff within the sector.	2.5
1.2 Clarity and articulation of development orientations	1.2 To what extent does national planning clearly present the development objectives and form the frame of reference for Government action?	The ministry prioritizes activities based on the availability of resources. Inadequate availability of resources exist. Doc: Ministry's Strategic Plan.	2.5	National Health plans articulate actions, inputs and outcomes but very little follow up on results. Therefore impact cannot be assessed. Doc: Annual plan.	1.3	Sector strategic plan is clear and understood by all agencies within the sector. However, improvement in the collection and use of data in decision making is required.	2.0
1.3 Participation of non-State actors	1.3 To what extent do civil society organizations and the private sector participate by the side of the Government as partners in achieving development results?	Most of the implemented activities by the ministry are projects. It is usually a condition by donors for the ministry to involve targeted beneficiaries.	1.5	The private sector participate in health campaigns and promotions.	0.5	The participation of non-state actors in the making of decisions that affects the public is highly encouraged.	3.0

1. Leadership							
		Fisheries and Marine Resources		Health and Sanitation		Transport and Aviation	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score
1.4 Resp. and delegation at senior level	1.4 Do the management practices of senior officials of the Administration encourage the development, involvement and motivation of civil servants?	Management and Functional Review (MFR) have been done for the ministry with roles and duties clearly defined. A revised scheme of service or job description for all positions has been developed. However, capacity is inadequate.	2.5	Most top managers delegate but at very low level.	0.5	The structure for accountability and delegation exists within the sector. Enforcement is not complete.	2.0
1.5 Integration of the decentralization dimension	1.5 To what extent do the Administration and the regional/local authorities operate coherently with a view to achieving development results?	The ministry has devolved some activities to local councils and assigns officers to them for technical support. However, capacity of local council is inadequate to implement devolved functions. Doc: Devolution Act 2004	2.5	The need to plan with the local authorities is only emerging now and plans are being put into place to enhance integration for synergy. The acts and laws such as the Local Government Act and the Hospital Board Act need to be harmonized	0.3	All agencies within the sector are decentralized, but not devolved. Therefore, decisions relating to planning and budgeting are highly centralized.	1.0
1.6 Change in management	1.6 To what extent has the Government provided itself with the means necessary for addressing capacity-building as a genuine project for in-depth change in the Administration and its practices?	The Ministry does not have a human resource unit and training is done centrally by the Public Service Commission (PSC). This limits the Ministry's ability to make conscious efforts for capacity building in a coherent way. However, there is presently a consultant reviewing human resource development in the Ministry.	1.8	Top management is still comfortable with the administration's stereotype.	1.3	Capacity building across the sector is recognized as very important but funding constraints hamper the implementation of capacity building programs.	1.3

1. Leadership							
		Fisheries and Marine Resources		Health and Sanitation		Transport and Aviation	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score
1.7 Human resources management	1.7 To what extent does RBM affect management practices at the individual level?	Knowledge of RBM is limited to Senior Officers in the Ministry. Individuals are not accountable for their results. Also, work plans are yet to be developed at individual level.	0.8	Few managers are aware of results-based management actions.	0.3	MfDR is a new phenomenon introduced in the public sector. As such very few executives are knowledgeable about this management approach.	0.3
1.8 Records management Systems	1.8 To what extent does the leadership practice proper records management?	Management and Functional Reviews (MFR) have been done in the Ministry. But no concrete actions have been undertaken to implement its recommendations. Doc: MFR	1.5	The Ministry performs records management functions, but proper records management is questionable. No trained personnel. Records Section is under resourced.	0.8	Continuous training at all level doesn't exist to deliver quality record management service to the sector.	2.0
Average for the Pillar			1.9		0.6		1.8

2. Monitoring and Evaluation							
		Fisheries and Marine Resources		Health and Sanitation		Transport and Aviation	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score
2.1 National planning geared to development results	2.1 Are public policies subject to a regular and sustained monitoring and evaluation process that permits adjustments in performance objectives?	The Ministry does not have a M&E unit. But M&E is incorporated in all projects. The Ministry is setting up Planning and Monitoring Unit. Doc: Proposal on setting up a centralized Planning and Monitoring Unit.	1.3	M&E Unit exists. M&E officers are deployed across the country. Data are generated for national use. Doc: The Health Policy.	2.5	A M&E Unit does not exist in the Ministry. However, M&E functions are performed in various forms and at agency level.	2.0
2.2 Capacity for monitoring and evaluation of public policies	2.2 To what extent does the Administration possess adequate capabilities for ensuring monitoring and evaluation of public policies?	M&E staff members whom are working within projects leave after projects phase out. There is no institutional memory.	0.5	Trained M&E Officers have been deployed in all established units in all the districts headquarters. Doc: Monthly M&E Reports.	2.8	The PTT monitors and tracks progress on sector targets with a focal point who does the coordination.	2.0
2.3 Information system and decision-support tools	2.3 To what extent does the Administration have adequate tools, IT in particular, to ensure monitoring and evaluation of public policies and use of factual data in decision-making?	Projects have requisite staff and equipment. Donors are very keen on M&E. This does not apply to the whole Ministry. Doc: Project Report.	1.0	There is Health Management Information system at both Headquarter and District Levels. Data is collected at all levels and used for decision making and to evaluate performance. Doc: Periodic M&E Reports Generated	3.0	There is no sector policy in respect of MIS.	1.0

2. Monitoring and Evaluation							
		Fisheries and Marine Resources		Health and Sanitation		Transport and Aviation	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score
2.4 System for measuring user satisfaction	2.4 Has the administration put to use means for measuring service quality in order to assess user satisfaction?	Feedback sessions are usually held after workshops to get information from beneficiaries. Stakeholder meetings and field visits are also done. Doc: Workshop Report; Field Report.	1.5	RCH is exploring Maternal Death Review. Doc: Death Review report.	1.3	There is an informal customer satisfaction measurement system operating in the sectors' agencies. However, such a system lacks the capability to translate intentions into formal concrete actions.	2.0
2.5 Administration performance geared to development results	2.5 To what degree is factual information from monitoring and evaluation used to improve the Administration for better development results?	Information collected is used for on ward planning of activities. Doc: Strategic Plan.	1.0	A Health Management Information System is established at the national level, with data collection at district level for national decision. Health Information system rated by Health Matrix Network (HMN).	3.3	There is a strong commitment for modernizing on the basis of MfDR. However, formalizing the structure for MfDR doesn't exist across the sector.	1.0
2.6 Harmonization of information requests by TFPs	2.6 What is the level of harmonization among TFPs on national reporting procedures and on the organization of joint missions and studies?	There is policy on harmonizing information requests by donors. But there is a problem with its implementation. Doc: Revised National Fisheries Policy and Implementation Strategy 2010.	2.0	Health is in the process of developing the SL Health COMPACT that harmonizes sharing of information, etc.	2.5	Coordination of Donor support is done from outside the Transport sector by MoFED.	0.0
2.7 Integration of M&E systems for decision making process	2.7 To what extent does the Administration (Ministries, Directorates and Agencies, MDA) use information from integrated M&E systems for decision making process?	All projects within the Ministry have M&E components. There is already a proposal for a centralized Planning and Monitoring Unit. Doc: Proposal for setting up Planning and Monitoring Unit.	2.0	Decision making is based on the information generated from the M&E Unit. Doc: M&E Reports. Free Health Care Initiative. HMN.	3.0	What appears as M&E is done only at sub-sector level. It is not clear how much the data collected from such an exercise is used for informed decision-making at that level.	1.0
Average for the Pillar			1.3		2.6		1.3

3. Accountability and Partnerships							
		Fisheries and Marine Resources		Health and Sanitation		Transport and Aviation	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score
3.1 Independence of Justice and of the higher Audit Institutions	3.1 To what extent do the control institutions (Auditors General Department) and the judiciary function independently of the executive branch?	The complete detachment of the Audit Service from the Accountant General's office makes it capable to perform its functions without fear or favour.	3.5	The Internal Auditor has authority to independently plan, execute and report on ministry of health. Effective action on its report is very limited. There is no internal Audit Committee established.	1.0	The regulations and structures indicate that the Internal Audit Unit is independent of management.	2.0
3.2 Parliament's role in oversight of Government action	3.2 Up to what level does the Parliament fulfill its role of exercising oversight of Government action, particularly as regards economic policies and budget allocations?	There are active Parliamentary Oversight Committees for all Ministries. However, their functions are limited by inadequate resources and sometimes their actions may be influenced by political party affiliation.	2.5	Parliamentary subcommittee or Public Accounts Committees review the Auditor General's Annual Report on the Accountant General's Final Account. Parliamentary Committee on Health participate in budget hearings. Very little impact on economic policies and budget allocations. Structures are established for oversight functions.	1.3	The oversight functions of Parliament do not always have the desired outcome.	2.5
3.3 Media independence	3.3 To what degree are the (public and private) media, as a whole, able to play effectively their role in criticizing the authorities?	The media still not have access to certain information of public interest because of the oath of secrecy.	2.8	The Media Commission exists to regulate the media. Some structures are still being put into place for press freedom	1.5	The media is largely independent.	2.3

3. Accountability and Partnerships							
		Fisheries and Marine Resources		Health and Sanitation		Transport and Aviation	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score
3.4 Public access to results	3.4 What is the assessment of the level of public dissemination of information by the Government?	The creation of the Open Government Initiative (OGI), Attitudinal and Behavioral Change Secretariat, Office of the government spoke person and the weekly press briefings by the Ministry of Information and Communication are helping greatly in public dissemination of information by the Government.	2.8	The structures do exist for dissemination of information, but are inadequately utilized.	1.0	Much effort is made to improve access of the public to information relating to activities of the sector.	1.0
3.5 Coordination among TFPs	3.5 To what extent do Administration mechanisms ensure effective coordination among TFP activities?	There is a Development Assistance Coordination (DACO) unit in the MoFED. At the Ministry of Fisheries and Marine Resource, all donors consult with the Ministry for specific areas of intervention to avoid duplication.	2.3	Regulations exist (NGO Desk at MoFED, Donor relations officer at Ministry of Health etc). NGO and Donor Forum exist (Periodic Meetings at MoHS). No actual coordination among TFPs take place.	0.3	Coordination of donors is done outside the sector, by the MoFED.	1.0
3.6 Alignment of partners on national priorities	3.6 To what extent do the Administration's good MfDR practices ensure the external partners' alignment on national priorities?	Some projects are implemented within the Ministry's structure and aligned with the priorities of the Ministry, such as with the World Bank Regional Fisheries Project and the proposed project for World Bank Fishing Harbour and UNIDO project for the construction of Fisheries Training School. However, some NGOs do execute certain activities without prior notification to the Ministry.	1.5	The following plans exist: National Health sector Strategic Plan, Vision 2025, PRSP 1 & 2, the MDGs, etc. However, low level of alignment of donors to with national priorities exists.	0.5	External partners' alignment to national priorities takes place outside of the sector, in MoFED.	1.0
Average for the Pillar			2.5		0.9		1.6

4. Planning and Budgeting							
		Fisheries and Marine Resources		Health and Sanitation		Transport and Aviation	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score
4.1 Budget consistency with national priorities	4.1 Are the instruments of planning (ADPRS) and budgeting (MTEF and LdF) consistently articulated?	There is always a realistic budget prepared by the Ministry based on national priorities. But allocation is very unrealistic. It is small and untimely. Also, disbursement is far less than allocation and very untimely. Doc: Ministry's Annual Budgets, MoFED approved Budget for the Ministry.	2.3	A common template is used for Planning and Budgeting. Doc: National Health strategic Plan, MTEF, Annual Budget Allocation, Annual Health Operational Plan, MDGs.	3.5	There is an inclusive and transparent process that links the budget to national priorities.	3.0
4.2 Budget preparation based on objectives and results	4.2 Is budget allocation based on each department's results and objectives, taking into account the assessment of past results?	The Ministry budget preparation adheres to results-based management principles. But allocation is inadequate in meeting targets. Doc: Strategic Plan; Result Based Management.	3.0	Delink between budgetary allocation by MoFED and Health Ministry activities. GoSL's commitment to meet the Abuja Declaration target to allocate 15% of its budget to Health has not been met.	1.3	Budgetary decision is based on progress against targets in most but not all of the units within the sector.	2.0
4.3 Participation of non-governmental actors in budget planning and preparation	4.3 To what extent do non-governmental actors participate in the planning, budget allocation process and in results assessment?	While preparing budgets, the Ministry factors in feedback from beneficiaries. Budget calls from the MoFED exist to discuss draft budgets with civil society (budget hearing). The draft is presented to the Parliamentary Budget Oversight Committee for scrutiny. Doc: Budget Hearing Report; Civil Society Organizations Reports.	3.0	Not all the non-governmental actors are involved in the planning and budgeting process.	1.5	Virtually all units within the sector with exception of headquarters encourage the participation of non state actors in the Budget preparation process.	3.0

4. Planning and Budgeting							
		Fisheries and Marine Resources		Health and Sanitation		Transport and Aviation	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score
4.4 Intra-departmental coordination	4.4 Does the preparation of the budget within a department reasonably correspond to objectives at the various levels?	There is coordination among units in the Ministry. This is reflected in the formation of committees within the Ministry, e.g. Management, Budget and Procurement Committees. Staff capacity is inadequate.	3.0	Limited intra-departmental coordination exists because of decentralization.	1.5	There is effective intra-departmental coordination in the budget preparation process.	3.0
4.5 Inter-sectoral coordination	4.5 To what extent does coordination on the basis of inter-sectoral objectives play a role in budget preparation?	There is awareness about inter-sectoral coordination on budget preparation, but line ministries are part of the budget preparation only at project level.	0.5	Low inter-sectoral coordination is in place. For example, the school health program does not collaborate with the Ministry of education.	0.5	There is an effective inter-sectoral coordination in the budget preparation process.	3.0
4.6 Results management framework	To what extent your ministry has a result oriented framework?	For the past three years, the operations of the Ministry have been largely based on results.	3.0	Results are used to determine the need to review policies	1.5	The current management system is substantially results-oriented across the sector.	2.0
4.7 Donor link programming to results	To what extent your ministry's donor funding is linked to programming by results?	Donor projects are always performance based. Bench marks are set and time bound. Funding is usually withdrawn when bench marks are not met.	3.8	Donor funds are largely linked to results.	2.5	Funding decisions by both the Donors and the Government/sector is determined by performance.	3.0
4.8 Percent of Donor funding	What is the percentage of donor funding vis-a-vis the total expenditure budget of your line ministry?			60% of the national budget allocation is donor funded.	1.0	The percentage of donor support to the sector is in higher than ten.	3.0
Average for the Pillar			2.6		1.7		2.8

5. Statistics							
		Fisheries and Marine Resources		Health and Sanitation		Transport and Aviation	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score
5.1 Statistics strategy and plan	5.1 What is the level of implementation of the national strategy for the development of statistics?	The Ministry uses ARTFISH-IFDAS computer software to assess data and information. This is circulated to relevant national bodies such as Statistics Sierra Leone, Bank of Sierra Leone and related international bodies. Data is also used to manage fisheries resources. However, manpower and logistics capacity is extremely inadequate. No IT unit exists at the Ministry, resulting in statistical data not inputted and analyzed. Doc: Ministry's Statistical Data Report.	2.5	Statistics is generated but full utilization is yet to be realized.	2.8	The issue of statistics has been centralized to a point that access to comprehensive data is limited.	1.0
5.2 Data disaggregation	5.2 What is the Government's capacity in terms of data disaggregation?	There is a statistics unit in the Ministry that collects, assesses and analyzes data. However, there is inadequate manpower and logistical capacities. The Ministry relies heavily on donor project support which is not sustainable.	2.3	Data collected by the ministry is disaggregated.	2.5	Efforts are now made to disaggregate data to ensure effective planning.	2.0

5. Statistics							
		Fisheries and Marine Resources		Health and Sanitation		Transport and Aviation	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score
5.3 Extent of data	5.3 Is the scope of available statistical data broad enough to measure all indicators related to national priorities?	Statistics are collected, assessed and analyzed by the Ministry and used by other agencies like Statistics Sierra Leone, Bank of Sierra Leone, Institute of Marine Biology and Oceanography, and the World Bank. Doc: Fisheries Bulletin.	2.0	Getting data from hospitals is difficult.	2.5	The collection and disaggregation of data is not fully relevant and reliable.	2.0
5.4 Data quality assessment	5.4 What are the means used by the Administration to improve the quality of statistical data?	There is a statistics unit within the Ministry with competent manpower that uses standardized data collection packages such as ARTfish, IFDAS, FiSat collects, assesses, and analyses data.	3.3	The ministry uses software to process data. Data from data warehouse is sent to headquarters electronically.	3.3	DQAs are still to be applied across the sector.	2.0
5.5 Capacity for conducting and exploiting country-wide surveys	5.5 Does the Administration have the capability to carry out country-wide surveys and to file and disseminate the findings?	The Ministry collaborates with other sectors like universities and line ministries to carry out country-wide surveys. However, this is irregular and dissemination of results is not appropriate due to lack of funds and low manpower capacity. Country-wide survey is highly dependent on donor funding, which is not sustainable. Doc: Institutional Support for Fisheries Management Survey, National Frame Survey for Artisanal Fishing.	2.5	This is done in collaboration with Statistics Sierra Leone and other development partners.	3.5	Data available within the sector has been documented but is still to be disseminated widely within the sector.	2.0

5. Statistics							
		Fisheries and Marine Resources		Health and Sanitation		Transport and Aviation	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score
5.6 Capacity for analysis and modeling	5.6 Does the Administration have the capability to analyze statistical data for forecasting purposes?	The statistics in the Ministry is conducted by a single but capable officer. This is not enough to analyse and produce up to date statistical information for decision making. In addition, computers and other accessories for effective data entry, collation and analyses are missing.	2.0	It exists in collaboration with statistics Sierra Leone.	3.3	Data is highly appreciated for decision making but currently limited in circulation.	0.5
5.7 Performance measurement	5.7 To what extent is performance measurement available and used for decision making process?	The Ministry uses performance data to determine the exploitation level of the fisheries resources and the number of fishing licenses to be issued. Need assessments and plans for target beneficiaries are based on performance data. Doc: Survey Analysis Reports.	3.0	Performance management is recognized as key to the development process.	2.5	We are still to achieve the status of full implementation. Some units collect data as a requirement. Managers should encourage the collection and use of data for decision making.	4.0
Average for the Pillar			2.5		2.9		1.9

Annex 7 – Analysis of the Results by Sectors

The following table presents a summary of the average capacity by pillar for each sector, as identified during the self-assessment. Further below is reproduced an analysis by sector. Sectors are listed in decreasing order, by their average capacity to manage for development results as identified during the self-assessment. Annexes 5 and 6 also reproduces explanations given by sectors for the capacity score of each component.

Table 4: Capacity Scores by Sector for Each Pillar

MfDR Pillars	Agriculture	Education	Energy	Finance & Dev't	Fisheries	Health	Transport	National Average
Leadership	2.60	1.50	1.60	2.10	1.90	0.60	1.80	1.73
Monitoring and Evaluation	2.90	1.50	1.10	1.80	1.30	2.60	1.30	1.79
Accountability and Partnership	2.40	2.00	1.80	2.60	2.50	0.90	1.60	1.97
Planning and Budgeting	2.40	2.00	2.30	2.60	2.60	1.70	2.80	2.34
Statistics	2.70	1.40	2.10	2.50	2.50	2.90	1.90	2.29
Average	2.60	1.68	1.78	2.32	2.16	1.74	1.88	2.02

1. Agriculture—Scored 2.60

Agriculture is scored the highest among all sectors involved in the self-assessment in terms of effectiveness in applying MfDR strategies. All MfDR pillars are scored higher than 2, placing the sector in the transition phase. The highest scored pillar is Monitoring and Evaluation (2.9) while the lowest scored pillars are Accountability and Partnership, as well as Planning and Budgeting, with a 2.4 score each. This leaves a performance range of 0.5. Agriculture sector's MfDR capacity is consistent across pillars, as shown by the dispersion of the scores around the average. Scoring the highest in M&E, the Ministry of Agriculture, Forestry and Food Security is known to have had a very strong planning, monitoring and evaluation division with highly qualified personnel, the Policy Evaluation, Monitoring and Statistical Division. It is logical that capacities in Planning and Budgeting, Statistics, as well as in M&E are in the transition phase since these three MfDR functions are coordinated within the same division in the Ministry.

With an average 2.6 score, the Leadership pillar is scored fairly high. Top management is reported to be committed to results although the concepts of MfDR are still in their embryonic state in the sector. Sector plans are well aligned to national priorities. The parliament, media and other non-state actors play an active role in the sector operations. There is delegation of responsibilities from top management, but system for performance assessment is weak. With regard to Accountability and Partnerships, an internal audit system is said to be in place, but its work is influenced by top management. There is parliamentary oversight to the functioning of the sector and the Ministry of Agriculture prepares quarterly as well as annual progress reports for the consumption of the public. A unit exists for the coordination of donor activities within the sector but seriously needs capacity building.

2. Finance and Economic Development—Scored 2.32

Finance and Economic Development is next to agriculture in terms of effectiveness in applying MfDR principles according to the assessment. This sector coordinates the preparation and implementation of national development programmes. It is scored highest in the areas of Accountability and Partnerships, as well as in Planning and Budgeting, with 2.6 each. This reflects the results of the actions undertaken by government and donors to strengthen MoFED. Within the PFM reform programme coordinated by MoFED, the Accountant General's Department has been strengthened; the functioning of the Audit Service in the country now makes a clear distinction between internal audit undertaken by MoFED's dedicated directorate and external audit carried out by independent and autonomous body in coordination with the Auditor General's Office established by an Act of Parliament; Parliament and Civil Society are now active on PFM issues in the country. The Budget Bureau in MoFED has highly qualified personnel to ensure effective fiscal planning for the state. The lowest scored pillar is Monitoring and Evaluation with a 1.8 score. M&E remains in the exploration phase. Overall, MoFED's performance range is of 0.8, compared to 0.5 for agriculture. Leadership and Statistics are in the transition phase, respectively with scores of 2.1 and 2.5.

It might have been expected that the score of the Monitoring and Evaluation pillar would be close to the Planning and Budgeting one, as evident for the Agriculture sector. However, Monitoring and Evaluation activities are conducted by different units within MoFED and are not well coordinated. The linkage between the Central Planning, Monitoring and Evaluation (CPM&E) Division within MoFED and the M&E Units in the other directorates is not strong. Likewise, the linkage between MoFED, responsible for coordinating national M&E, and sectoral M&E activities does not perform well. The weakest M&E aspect identified during the assessment is the lack of a 'system for measuring user satisfaction' in terms of sector service delivery to the public. Overall, MoFED performs better than 4 sectors out of the 7 assessed in terms of M&E, after Agriculture and Health.

3. Fisheries—Scored 2.16

This sector is scored the third highest amongst those assessed and is also in the transition phase in the application of MfDR principles. Three pillars are ranked in the transition phase, with Planning and Budgeting scored 2.6, followed by Accountability and Partnerships, as well as Statistics, both scored 2.5. The least scored is the Monitoring and Evaluation pillar with a 1.3 score. This leaves a performance range for the sector of 0.9. The M&E score for fisheries is the second lowest for all sectors and pillars. Of particular concern as identified during the assessment is the issue of having sustained 'capacity for monitoring and evaluation of public policy' within the Ministry of Marine Resources. The ministry does not have a M&E unit. There are such units in all projects within the sector but these always phase out as the projects end.

The Leadership pillar is rated close to the transition phase with a 1.9 score. This rating results from reportedly weak 'human resource management', followed by low capacity in

‘records management’, and ‘participation of non-state actors’ in the sector activities. However, the leadership score is above the national average – scored 1.73. The sector has high rating on Planning and Budgeting’ (scored 2.6) which is attributed to (a) strong intra-department coordination, (b) active participation of fishery communities in budget preparation process, (c) ensuring that the budget planning is results-oriented, (d) the fact that donor assistance to the sector is linked to planned results. It is also rated pretty high on Accountability and Partnerships – scored 2.5 – owing to (a) improved independence of internal audit as a results of the removal of this function from Accountant General’s Office, (b) improved dissemination of sector information and results through *inter alia* the Open Government Initiative of the Government and the weekly Press Briefing organised by the Ministry of Information.

4. Transport—Scored 1.88

The only MfDR pillar scored high during the self-assessment for the transport sector is Planning and Budgeting, with 2.8 in the transition phase. The rest of the pillars are in the exploration phase, with Monitoring and Evaluation being the lowest scored with 1.30, similarly to the Fisheries sector. This leaves a performance range of 1.5. No M&E unit exists in the Ministry of Transport and Aviation. Monitoring of activities takes place at various forms and at agency level. The sector is monitored by the Office of the President using the performance tracking table (PTT), which tracks progress made in achieving sector targets set out at the beginning of each fiscal year. In the absence of a structured M&E system, the sector cannot carry out effective internal tracking of performance. There is no sector policy for the development of management information system. The low score on Accountability and Partnerships pillar partly stems from the fact that coordination of technical and financial partners is reportedly not taking place within the sector. It is said to be carried out by MoFED only, thus the sector does very little in ensuring the alignment of sector TFPs’ activities to sector priorities. Access to sector information by the public remains low.

The Leadership pillar is scored 1.8, which is close to the transition phase and above national average. There is high commitment of top management to results, as demonstrated by the application of MfDR tools such as the PTT to track sector performance. There is a clearly articulated sector plan and priorities. Non-state actors actively participate in setting out these priorities as well as in the budget preparation processes. There is a fairly good delegation of responsibility. What appears to have mainly affected the Leadership score is (a) the weak human resource management in respect of low staff knowledge in the appreciation and application of MfDR concepts, (b) inadequate resources to address the capacity needs of the sector, and (c) slow pace of devolving central functions to the local councils.

5. Energy and Water Resource—Score 1.78

Consistent with the national results, this sector is scored high on Planning and Budgeting, and Statistics pillars, 2.1 and 2.3 respectively. It is reported that the sector’s development plan is well oriented towards national priorities and sector development decisions are

informed by M&E outcome. Explanations provided to justify the score stress that civil society actively participates in the preparation and scrutiny of energy sector budget during the national budget preparation process including members from the District Budget Oversight Committees. On Statistics, the sector collaborates with Statistics Sierra Leone on collecting energy-related data and ensures disaggregation of such data accordingly to inform policy. In terms of ensuring data quality, sector performance tracking instruments are reviewed periodically by the administration. However, while the administration has the technical capability to conduct country wide surveys, it is limited by the lack of necessary logistical support to undertake these surveys. Performance tracking is being implemented and information used for decision making.

Although still in the exploration stage on Accountability and Partnership, and Leadership pillars, the scores of respectively 1.8 and 1.6 show encouraging progress toward the transition phase. Regarding accountability issues, internal audit units now exist in the sector, parliament plays strong oversight role in the functioning of the sector and the improved media atmosphere in the country provides the opportunity for the sector to relate better with the public on its assignments. However, direct access to sectoral information by the public is limited, notably due to non-functional GoSL's printing press which makes difficult the publication of results data. For leadership, it is reported that sector management is committed to results, but there is little knowledge on the concepts and application of MfDR principles. While sector plans are oriented towards national priorities, the sector is constrained by inadequate technical staff in carrying out planning activities. There is also limited funding for staff training.

The lowest scored MfDR pillar is M&E (1.1), which results from the facts that the National Power Authority has no designated person for M&E; senior staff members carry out this responsibility but there is no established section to handle M&E activities. There are clear policies on the need for tracking sector results, but this has not been undertaken in a coherent and structured way. This is true for other sections like Water Supply Division and Sierra Leone Water Company.

6. Health—Scored 1.74

Health is scored the highest in Statistics (2.9), followed by Monitoring and Evaluation (2.6), and lowest in leadership (0.6). This leaves a performance range of 2.3. Leadership, as well as and Accountability and Partnerships pillars in health are scored the lowest across all sectors and pillars, while Statistics (2.9) is scored the highest across all sectors and pillars. The sector's average is seriously pulled down by the very low score on Leadership, followed by Accountability and Partnership, both of which are rated in the 'awareness stage'.

The low score on Leadership is attributed to the fact that (a) national health plans articulate actions, input and outcomes but very little follow up on results are made to determine impact of actions; (b) top management delegates responsibilities but to a limited extent; (c) devolution of central functions is challenged by the lack of harmonisation between the Local Government Act and other Acts such as the Hospital

Board Act; (d) there is limited knowledge in basic concepts and practice of MfDR among sector staff; and (e) the records management unit of the ministry is not well functioning.

In terms of Accountability and Partnership in the Health sector, the internal audit is independent in its functions, but taking actions on internal audit report is very limited; there is a structure for information dissemination, but it is not adequately utilised; there is limited coordination among sector TFPs although regulations do exist in this respect; and while the health sector is noted to be receiving huge donor support, the alignment of donor intervention to sector priorities is low.

With regard to Planning and Budgeting (scored 1.7), the sector is reported to have conducted actions to use a common template for sector planning and budgeting so as to ensure consistency between sectoral plans and national priorities. This pillar's rating is low due to limited involvement of non-state actors in the planning and budgeting processes, limited intra- and inter-departmental coordination, and by the fact that the overall budget of the sector is still dominated by donor support.

The sector's M&E and statistical system is reportedly one of the best in the country. Well trained M&E officers are deployed in all health facilities in district headquarters. There is a well established central M&E system coordinating M&E activities in all districts, as defined in the MoFED's M&E plan for the implementation of the PRSP. A health management information system exists at both headquarter and district level. Capacity to disaggregate the collected data is high. The sector uses a software for processing health information. Thus, to a great extent, the decision-making process benefits from the M&E and statistics capacities in the Health sector.

7. Education—Scored 1.68

Education is least scored in terms of capacity to implement MfDR strategies among the seven sectors reviewed. None of the pillars assessed was scored into the transition phase, with Accountability and Partnerships, as well as Planning and Budgeting (both scored 2), being closest. The least scored is the Statistics pillar with a 1.4 average. This leaves a performance range of 0.6.

In terms of Statistics, performance measurement data system has not been developed; capacity to analyse data is very weak; countrywide surveys are often undertaken by government, civil society, donor and other development partners; there has not been an effective system for data quality control. Regarding M&E, many departments and divisions are unable to use modern techniques for data analysis; there are a few trained IT personnel in the sector; different structures exist for monitoring public policies; however, data is regularly collected.

With regard to Leadership, there has been a demonstrated commitment to results with the implementation of the performance management contract signed between Ministers and the President. However, knowledge of MfDR is still very little among sector staff. Roles

and responsibilities of central ministry and local councils are unclear, due to inconsistencies between the Local Government Act and the Education Act.

Accountability has improved in the sector with the deployment of an internal audit unit which is independent and reports directly to the chief executive, while receiving professional directive from the Ministry of Finance and Economic Development. The media has played major role in influencing education policies. Parliament has also been active in influencing education policies and activities, given the existence of a committee on educational issues in parliament and the parliamentary public finance and account committees that participate in matters relating to public financial management in Sierra Leone.

Regarding the Education's sector capacity in Planning and Budgeting, there is improved consistency between sector budget planning and national priorities with the introduction of the MTEF that all ministries adhere to. Non-state actors have been very active in the planning of the Education budget through the framework of budget and policy hearings coordinated by MoFED each year.