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## Terms of Reference

# Special Project Implementation Review/Midterm Review Kenema District Economic Recovery Programme, Sierra Leone

**March 2010**

**Terms of Reference**

**Special Project Implementation Review/Midterm Review Kenema District Economic Recovery Programme**

**United Nations Capital Development Fund  
United Nations Development Programme**

**Programme Data Sheet**

**Country:** Sierra Leone

**Programme Title:** Kenema District Economic Recovery Programme

**Programme nbr:** xxx

**Programme ATLAS Code (by donor):** UNCDF  
UNDP 00053898

**Financial Breakdown (by donor) (as of March 2009)**

<b>UNCDF</b> <b>UNDP</b>	\$1,458,000 \$835,000
<b>Delivery to date (per donor):</b>  <b>UNCDF</b> <b>UNDP</b>	  \$ 981, 305.33 \$290,017.51
<b>Total project Budget</b>	\$6,920,000

**Executing Agency:** UNCDF/UNDP

**Implementing Agency:** Kenema District Economic Recovery Programme (KDERP)

**Approval Date of project:** 2007

**Project Duration:** Five Years (5 Yrs.)

**Project Amendment:** None

**Evaluation Date:** 15 to 29 March 2010

**Composition of Evaluation Team:**

Team leader: Philip Bøttern  
International expert: Andrea Agostinucci  
National expert: Timbo Mohamed Bailor Allieu

**Other current UNCDF projects in-country: Development of Sustainable Pro-Poor Financial Sector in Sierra Leone, 2004-2009 (including extension to June 2010)**

**Previous UNCDF Projects:**

**Previous evaluations :** None

**1-The Special Implementation Review (SPIRE) Exercise**

The mid-term evaluation of the Kenema District Economic Recovery Programme (KDERP) falls within the UNCDF Special Projects Review Exercise (SPIRE). The SPIRE initiative has two purposes:

- 1) to ensure the UNCDF compliance with the mandatory requirements specified in its evaluation policy for the period 2009 to 2010 and,
- 2) to develop/experiment with cost-effective and rapid methods of undertaking mid-term and final evaluations which will yield credible, effective, independent evaluations in an efficient manner.

The mid-term evaluation therefore has two distinct objectives, the first to assess the KDERP as designed in its Programme Document and as implemented according to the expected outputs and outcomes, and the second to assess the KDERP's progress against the UNCDF's global corporate strategy of localising the Millennium Development Goals<sup>1</sup>.

Accordingly two sets of evaluation questions exist in these TOR, the first deriving from the KDERP programme document and the second deriving from the SPIRE Evaluation Framework as set out in the SPIRE Evaluation Matrix. The SPIRE Evaluation Framework and Matrix provide a template for all the country evaluations to be undertaken within this initiative. This template sets out the conceptual and methodological framework in terms of which the KDERP will be evaluated. It creates a bridge enabling the UNCDF to compare the programme results cross different countries that will be evaluated within the SPIRE initiative, assess country progress against its global corporate strategy objectives and draw lessons for future strategy formulation.

**2-Purpose, Uses and Timing of the Evaluation****a) Purpose**

1. To assess the performance of the KDERP against its intended objectives and to make recommendations to assist its implementation over the remainder of its term.
2. To assess the performance of the KDERP against the UNCDF's global corporate strategy objectives and draw lessons from the KDERP to inform UNCDF's future strategy debates.

**b) Objectives**

The objectives of the Mid-Term Evaluation (MTE) are:

- To assess the general performance of the programme contribution to decentralization and development in terms of its output and outcomes
- To assess the impact of the programme on the communities
- To assess the relevance of the programme from a national overview.

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<sup>1</sup> , The UNCDF's focus is on MDG 1 End Poverty and Hunger, 3 Gender Equality and 7 Environmental Sustainability. See UNCDF (2009) Corporate Management Plan 2010-2013, p. 7

- To determine the challenges and draw on lessons learnt for future programme implementation
- To make recommendations to improve programme performance and provide guidance for programme restructuring and/or re-alignment (if necessary)

Deriving from these objectives, the questions that guide the evaluation are set out in some detail in the evaluation matrix in annex 1.

### **C) Evaluation timing**

The KDERP started in 2007 as a five-year programme and a mid-term evaluation was originally scheduled for in September 2009, but has been deferred to March 2010.

### **D) Evaluation collaboration**

It has been agreed with UNDP to undertake a joint evaluation.

## **3-Programme profile**

### **3.1 Programme summary**

The Kenema District Economic Recovery Programme (KDERP) is a five year pilot community development initiative jointly funded by the United Nations Development Programme-Sierra Leone (UNDP-SL) and the United Nations Capital Development Fund (UNCDF). The project was formulated as a result of tripartite agreement between UNDP/UNCDF and the Government of Sierra Leone to respond to the desire of the post-war government to bridge the gap between rural and urban areas, government and the governed and limited the possible concentration of power at the center and its ultimate results. The project document was officially launched in July 2007, with a broad goal of reducing poverty and consolidation of peace and security in Kenema District which has been depicted as one of the poorest Districts in the Country (PRSP Report, 2002-2003).

The programme is built on the initial UNDP support to the decentralization process including the enactment of the Local Government Act 2004 and the efforts of introducing a sustainable mechanism of empowering local governments to provide basic services and to enhance revenue mobilization at the local level.

The KDERP targets two pilot local councils namely the city/urban and the district/rural councils of Kenema District. The main features of the programme include:

A district focus approach selecting local governments and traditional authorities as main actors and entry points for sustainable local development.

Matching budgeting support for infrastructure and services planned and delivered as close as possible to local people, with relevant technical assistance and capacity building on local development planning, budgeting, implementation and review process and to enhance the capacity of local councils in revenue mobilization particularly property tax and business licenses.

### **3.2 Programme Expected Result**

The overall goal of the programme is to contribute to poverty reduction in Kenema district and town. The programme achieves this goal through the following objective: Increase local economic development activity and infrastructure and service provision through dynamically-performing Kenema district and town councils. The four outputs to be achieved by KDERP are the following:

#### **Output 1**

Develop and implement innovative approaches to local economic development (LED) to increase economic activity in the agricultural sector, with particular regard to gender development and empowerment

#### **Output 2**

Develop and implement an equitable, economical, efficient and effective LG development planning and public expenditure management (PEM) system to increase local development, with particular regard to the most disadvantaged locations and population groups.

### **Output 3**

Achieve policy, legal and regulatory improvements through lessons learnt, to support Outputs 1 and 2, thus giving emphasis to LED in 1, planning and PEM in 2, and gender development through 1 and 2.

### **Output 4**

Ensure programme management, including HQ support, for successful delivery.

### **3.3 Expected Outcomes**

1. Enabling environment for private sector development and exports in place, and increased production, availability, accessibility and utilization of food by developing innovative approaches to local economic development (LED) to increase economic activity in the agricultural sector with particular regard to gender development and empowerment.
2. Transparent, accountable and democratic governance advanced at national and local levels, through equitable, economical, efficient and effective local development planning and public expenditure management (PEM) system to increase local development.
3. Decentralization process scaled up by promoting policy, legal and regulatory improvements through lessons learnt, to support outcomes 1 and 2, thus giving emphasis to LED in 1, planning and PEM in 2, and gender development through 1 and 2.

### **3.4. Progress (as of September 2009)**

*Outcome 1: Enabling environment for private sector development and exports in place, and increased production, availability, accessibility and utilization of food by developing innovative approaches to local economic development (LED) to increase economic activity in the agricultural sector with particular regard to gender development and empowerment.*

Efforts to promote Local Economic Development in Kenema District are gradually gaining momentum. A local consultant was hired to assess the economic potentials of the district and to identify possible areas of interventions of KDERP and other interested donors. Some of the identified interventions were included in the development plans of the two councils for implementation.

Through the Local Development Fund (LDF) to the two local councils, a market with stores, toilets and water facilities in Ngegbema community was completed; officially opened and handed over to the District Council and the Tunkia Chiefdom people.

The Market is currently accessed by two hundred and fifty petty traders (65% women) from Kenema city and the surrounding villages of Tunkia, Guara and Dama chiefdoms in Kenema District.

The new market in Ngegbema has already begun creating impact on the people of Tunkia chiefdom and the local councils. The monthly revenue of the chiefdom has increased slightly by 3% from the market dues collected since it became operational. According to information, there is potential for increase in revenues as more business people have been motivated by the complementary facilities such as the secured storage space and sanitation facilities. A committee has been set to carry out market surveys to determine the rate of revenue that is expected from markets dues.

The Kenema City Council also constructed three culverts and a bridge at the Njadayama section of the city to ensure free flow of both commercial vehicles and market women. This has increased the market dues for the City Council.

*Outcome 2: Transparent, accountable and democratic governance advanced at national and local levels, through equitable, economical, efficient and effective local development planning and public expenditure management (PEM) system to increase local development.*

There is continued improvement in revenue mobilization capacity of the Kenema City Council. The residential and commercial properties were numbered with paints according to international standards and 260 street sign posts were erected on 120 streets, in addition to the consolidation of council's cadastre and mapping of property and business houses. The exercise was done in tandem with intensive awareness- raising campaign, such as radio discussions, jingles and ward meetings to sensitize the community regarding the property tax and business licensing system.

The impacts of this exercise are of two fold:

Increase in the total number of residential and commercial properties to 8, 911 and 515 respectively.

Corresponding increase in revenue. The preliminary analyses indicate that if the average tax paid by residential properties is Le 35,000-Le 40,000, then the revenue will be in the region of Le 265.52 Million-Le 326.58 Million. The commercial properties will generate about Le 77.25 Million-Le 103.00 Million if the average rate is Le150.000-Le 200.000.It is therefore expected that councils will increase their revenues to 300% only on properties and businesses compared to previous years.

To ensure transparent and accountable public expenditure management systems in the two councils, the project has rendered technical and financial support to the local councils to review their development plans and budgets in a timely and participatory manner. A planning and budgeting training manual has been developed to guide the process and to ensure that bottom up and out put based approach is applied by the councils

The impact of this exercise does not only rest on the participatory approach to the development review, but also the fact that this is the first time ward committees have been allocated budgets and have actually identified their own priorities based on LDF budget allocation. The novelty of piloting the allocation formula jointly designed by KDERP and Local Government Finance Department (LGFD) in the seven selected wards has already sent signal to the central government, which has urged government to provide some funding for ward committee meetings.

Capacity assessments of the two councils to review progress on their capacities towards achieving decentralization objectives have been supported. The exercise was geared towards joint assessment of both the local councils and the devolved MDAs capacities in the implementation of devolved functions. As a result of this workshop, numbers of capacity gaps were identified in terms of personnel, training, assets etc. The workshop also identified coordination challenges among the councils and the MDAs and recommendations were made for the attention of both the councils and the government.

*Outcome 3: Decentralization process scaled up by promoting policy, legal and regulatory improvements through lessons learnt, to support outcomes 1 and 2, thus giving emphasis to LED in 1, planning and PEM in 2, and gender development through 1 and 2.*

Decentralization process scaled up by promoting policy, legal and regulatory improvements through lessons learnt, to support outcomes 1 and 2, thus giving emphasis to LED in 1, planning and PEM in 2, and gender development through 1 and 2.

At the policy level, UNDP/UNCDF is a member of the National Decentralization Task Force constituted by government to lead the policy formulation process. In 2008, the taskforce embarked on nationwide consultations with relevant stakeholders in the decentralization process, to sensitize and elicit the views of stakeholders and incorporate some of them in the draft policy document.

The consultative documents have been prepared and the process of engaging a consultant to prepare a draft decentralization policy has begun.

A national devolution Workshop has been held as the hallmark of Sierra Leone's decentralization is devolution which requires some MDAs to transfer some functions to local councils as stipulated the Local Government Act 2004. The main object of the workshop was to re-launch the entire devolution process with a view to sensitizing and motivating stakeholders involved in the devolution progress to fully support the process and to assess the level of progress that has been made in the devolution front, identify bottlenecks and collectively agree on a way forward.

The workshop resolved to set up a national task force on devolution to continually engage the MDAs that have not yet devolved their functions.

#### **4-Content and Scope of the Evaluation**

##### **4.1. Overall Results Achievement at the mid-term stage**

4.1.1 Has the programme made satisfactory progress in terms of achievement of programme outputs? How effectively and efficiently have these been achieved?

- |           |  |
|-----------|--|
| Output 1: | Did the programme develop and implement innovative approaches to local economic development?<br>Did it increase economic activity in the agricultural sector, with particular regard to gender development and empowerment?  |
| Output 2: | Did the programme contribute to an equitable, economical, efficient and effective LG development planning and public expenditure management (PEM) system?<br>Was there an improvement in local development, in the most disadvantaged locations and population groups? |
| Output 3: | Did the programme contribute to policy, legal and regulatory improvements?   |
| Output 4: | Did programme management deliver on time, including HQ support?  |

4.1.2 Is it likely that the programme will attain its immediate and development objective in relation to the following elements:

- Improving access to infrastructure and services
- Achieving more equitable participation and distribution of benefits across gender, ethnic and socio-economic groups
- Improving food security
- Strengthen local economic development
- Influence policy reforms and implementation that support effective decentralization
- Replication of the approach by Government and/or other donors.

4.1.3 Has the programme made satisfactory progress in terms of annual work plan targets and related delivery of inputs and activities?

4.1.4 Is capacity building build sufficiently into the programme structure?

##### **4.2 Sustainability**

What is the likelihood that the programme result will be sustained?

- Institutional capacity of partner institutions
- Ownership for planning, financial management, procurement and implementation procedures
- Embedment of programme activities in government structure
- Available funding for replication of model and pilot innovations
- Quality, operation and maintenance procedures for infrastructure investments
- Local generation of revenues (taxes, charges, fees, levies etc.)
- Participative planning procedures aligned with national planning

- Programme exit strategy

#### **4.3 Factors Affecting Successful Implementation and Results Achievement**

Were programme implementation and results achieved according to plan, or were there any obstacles/bottlenecks/issues on the UNCDF/UNDP/Government side that limited the successful implementation and results achievement of the programme?

##### **4.3.1 External Factors:**

- Has the policy environment had consequences for programme performance?
- To what extent does the broader policy environment remain conducive to the replication of the lessons learnt from the pilot programme?
- Are there any other external factors to the programme that have affected successful implementation and results achievement, and prospects for policy impact and replication?

##### **4.3.2 Programme-related Factors:**

###### *Programme design (relevance and quality):*

- Is the programme logic, designed and strategy optimal to achieve the desired programme objectives/outputs, given the national/local context and the needs to be addressed?
- Are resources allocated and management arrangements adequate
- Were relevant gender issues adequately addressed in programme design?
- Is the programme rooted in and effectively integrated with national strategies (e.g. poverty reduction strategy) and UN planning and results frameworks (UNDAF, CPD, CPAP, etc.) at country level?
- Have the programme's objectives remained valid and relevant? Has any progress in achieving these objectives added significant value?

###### *Institutional and implementation arrangements:*

- Were the programme's institutional and implementation arrangements appropriate, effective and efficient for the successful achievement of the programme's objectives?
- Were there any institutional obstacles hindering the implementation/operations of the programme?

###### *Programme management:*

- Were the management arrangements for the programme adequate and appropriate?
- How effectively has the programme been managed at national and district level?
- Is programme management results-based and innovative?
- Has financial management been sound?
- Have the programme's management systems, including M&E, reporting and financial systems functioned as effective management tools, and facilitated effective implementation of the programme?
- Have the programme's logical framework, performance indicators, baseline data and monitoring systems provided a sufficient and efficient basis for monitoring and evaluating programme performance? Has the M&E system supported effective programme management, corporate decision-making and learning?
- Is the M&E system working properly to support management decisions

###### *Technical backstopping:*

- Has technical assistance and backstopping from UNCDF been appropriate, adequate and timely to support the programme in achieving its objectives?

#### **4.4 Strategic Positioning and Partnerships done**

4.4.1 Has UNCDF, through this programme and any other engagement in the country, optimally positioned itself strategically, with respect to:

- UNDP and other UN/donor/government efforts in the same sector in the country?
- Implementing national priorities, as reflected in national development strategies?



- UNCDF corporate priorities?

4.4.2 Has UNCDF leveraged its comparative advantages to maximum effect?

4.4.3 Has UNCDF leveraged its current/potential partnerships to maximum effect?

#### **4.5 Future UNCDF role done**

4.5.1 What are the remaining challenges and gaps in the area of decentralization in the country? How are various actors positioned to address these? Is there a conducive environment for further progress on decentralization? In light of the above, is there a future opportunity for UNCDF to add value following the end of the current programme? In what capacity?

4.5.2 Analyse and comment on any emerging vision, strategy and measures proposed for disengaging or continuing UNCDF's programming in the country.

4.5.3 What are findings and lessons from the mid-term evaluation of the current programme that should influence any decision on a future role for UNCDF and its partners?

### **5-Evaluation methodology and instruments**

#### **The SPIRE approach**

The evaluation methodology used in the mid-term assessment of the KDERP is based on an approach developed within the SPIRE initiative. The approach is to test the development theory underlying a programme against evidence on its implementation performance. The findings are built incrementally through pre-mission desk work followed by mission field work. The team's understanding of the programme design and its emerging findings and recommendations are deepened through a structured dialogue with the programme stakeholders and the service users in a series of interviews, focus group discussions and facilitated kick off and debriefing workshops.

This SPIRE methodology involves the following steps:

- a) Establish the development hypothesis underlying the programme
- b) Construct the intervention logic that flows from the development hypothesis
- c) Construct an evaluation framework based on the anticipated effects of the intervention and visualised through an effects diagram
- d) Construct an evaluation matrix that formulates and clusters evaluation questions along the causal sequence reflected in the effects diagram, and includes indicators of performance, evaluation tools and sources of information.
- e) Apply the evaluation methodology in the field through a sequence set out in the fieldwork calendar.

#### 5.5.1 The development hypothesis

The **development hypothesis** underlying the UNCDF's model of local development is that the efficiency and effectiveness of service delivery in LDCs will be increased and the level of poverty reduced by decentralising service delivery to democratic local government, using capital development funds to provide grants for investment in small scale service infrastructure that is constructed and maintained either directly by local government or by communities and/or the private sector with financial inputs and supervision from the local government.

The particular hypothesis underlying the KDERP will be formulated and tested by the evaluation team against evidence of programme performance.

#### 5.5.2 Intervention logic

A model design of the UNCDF's LDPs setting out the intervention logic is presented in Annex 1. The intervention logic for the pilot programme is that financial, technical and advocacy inputs resource activities that lead to capacity building and service delivery outputs in the form of Infrastructure and Service Delivery (ISD), Natural Resource Management (NMR) and Local Economic Development (LED). The resulting outcome is improvements in access to these services for poor people, the intended impact of which is to lower poverty levels. The intervention logic for the replication and national roll out of the programme is that the experience gained in the pilot area leads to replication of the programme in other areas of the county and the lessons learned from it inform policy debate, reform and, eventually a national roll out programme. The experience gained in the programme country is assessed against UNCDF global aims to localise the MDGs and the lessons learned inform future corporate strategy.

The design illustrated in Annex 1 is generic and applies to all country programmes. The evaluation team will reconstruct the programme design for the KDERP based on its Results and Resources.

#### 5.5.3 Evaluation framework

The evaluation framework is based on the intervention logic described above, and is illustrated in Annex 2. It sets out in detail the chain of anticipated effects brought about by the programme's intervention. The evaluation framework traces the effects of the intervention from inputs to indirect outputs, through outcomes and impacts, distinguishing the different areas of capacity building and service delivery. It traces how experience gained in the local arena informs replication, policy reform and national roll-out of the programme. It shows how experience in the country relates to the UNCDF's global objectives and informs future strategy debate.

The template in Annex 2 is generic and applicable to all country programmes. The relevant elements of the template will be drawn upon to trace the effects of interventions anticipated within the KDERP.

#### 5.5.4 Evaluation matrix

The evaluation matrix (annex 3) corresponds in structure to the evaluation framework described above. The questions posed in the evaluation matrix seek to establish whether the anticipated effects illustrate in the evaluation framework have actually been achieved. The evaluation matrix relates each question to indicators, evaluation tools and sources of information. The tools used by the team are documentary and data review, key stakeholder interviews, facilitated kick off and debriefing workshops, focus group discussions, community meetings and site visits.

The evaluation matrix, in its general formulation, descending from the general evaluation framework and therefore applicable to different country programs. As described above with reference to the evaluation framework, the general matrix shall serve as reference tool and guidance in tailoring and applying question on the basis of the specificity of each programme.

### **6-Evaluation steps and sequence**

The sequence of evaluation steps are as follows:

#### *a- Pre-mission:*

- Review of background literature and project documentation, necessary clarifications by UNCDF personnel, including KDERP staff, UNCDF programme officer and UNCDF Regional Technical Advisors.

#### *b- In Freetown:*

- Evaluation team hypothesis workshop and preparation for fieldwork
- Briefing of the Evaluation Team by UNCDF personnel,
- Kick off workshop for Reference Group set up to interact with the Evaluation Team.
- Interviews by the team with national stakeholders such as key ministries (MIALGCD)

#### *c- In the implementation areas – Kenema town and district*

- initial meeting Kenema with KDERP team and the Town and District councils.

- Kickoff workshop with local actors involved in the programme;
- Interviews with local government political representatives and officials;
- Interviews/focus group discussions with infrastructure and associated service providers and users;
- Interviews with private sector operators involved in construction and maintenance;
- Interviews with knowledgeable informants;
- Focus Group Discussions with people representing communities
- Inspection of physical infrastructure projects.

*d- In Freetown:*

- Debrief UNCDF/UNDP
- Debriefing of the Resident Coordinator and UNDP Country Director and Assistant Country Director.
- Debriefing of the MIALGCD and MoF
- National debriefing workshop with Reference Group and programme stakeholders to present and discuss findings & recommendations
- Final wrap up meeting with UNCDF/UNDP
- Briefing UNCDF senior management via teleconference

*e- Completion of final report and executive summary:*

- Incorporate feedback as well as observations from stakeholders
- The final report should contain a matrix of recommendations to be used for the management response and action, and recommendations for the next phase of the programme.
- Provision of a 500-word synopsis of the evaluation and key findings and recommendations.

The evaluation calendar is illustrated as a detailed tentative work-plan in annex 4.

## **7-Deliverables**

The mission will be responsible for submitting the following deliverables:

- Executive Summary (max 6 pages);
- Final Evaluation Report (max 20 pages including standard data tables/graphs for which template will be provided, but excluding annexes)
- Brief synopsis of evaluation and key findings (500 words for corporate communications use)
- Management Response matrix with recommendations (rest of document to be completed by UNCDF)
- Based on comments received on the drafts, the team leader will finalise the deliverables, with inputs from other evaluation team members, as required, and submit to the UNCDF Evaluation Unit by the agreed date.
- The Evaluation Unit is responsible for circulating the finalised report to all concerned parties, for inclusion on the UNCDF website and the UNDP Evaluation Resource Centre database.

## **8-Composition of Evaluation team**

Evaluation teams for mid-term evaluations will consist of three people:

Team Leader: Philip Bottern

International expert: Andrea Agostinucci

National expert: Timbo Mohamed Bailor Allieu

Detailed CV's are presented in annex 6.

**ANNEXES:**

**Annex 1 – Local development Intervention logic**

**Annex 2 – The Evaluation framework**

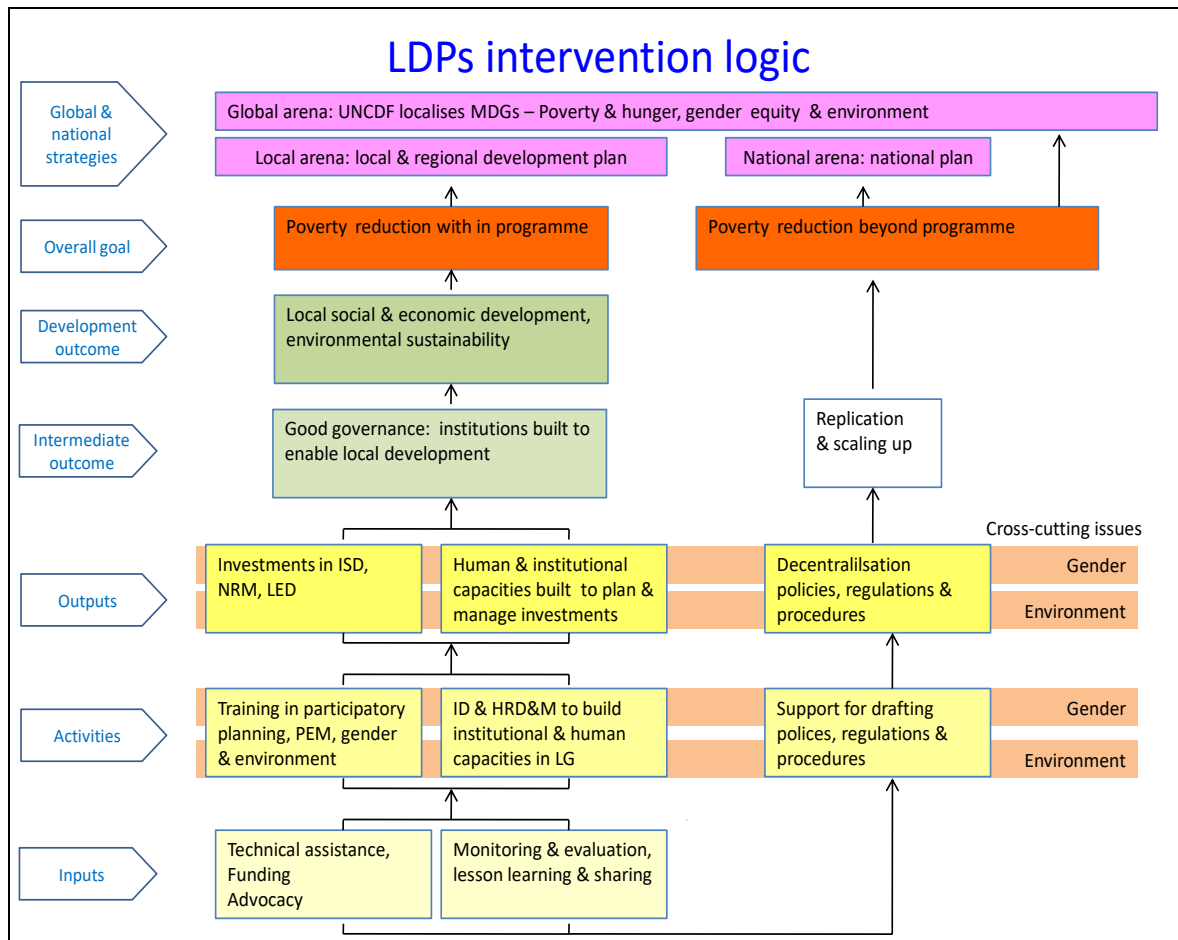
**Annex 3 – LDP Evaluation matrix**

**Annex 4 – Draft mission plan**

**Annex 5 - Indicative Documentation List**

**Annex 6 - Detailed CV's of evaluation team.**

## Annex 1: Local development intervention logic





## **Annex 2: The Evaluation Framework**

The figure illustrates the causal chain linking anticipated effects at different levels is at the core of the methodology. The following explain in detail the framework which is visually represented by the effects diagrams.

It has been reconstructed on the basis of the team's understanding of the hierarchy of objectives of UNCDF as they emerge, explicitly or implicitly, from UNCDF corporate documents and a sample of country level programme documents. It should be emphasised that this is an ideal type from which any given country LDP deviate to a greater or lesser extent.

The proposed effects diagrams for the SPIRE exercise are composed of six lines included in - and interacting with – the national context, which is shown through two arrows encompassing all columns. This highlights that the context is not only significant for the design of the programme, but affects and is affected-by the whole sequence of effects across the diagram.

In addition, the diagram identifies two main areas that cut vertically through the diagram: i) the local arena that presents the expected sequence of effects at the local level (typically associated with a UNCDF pilot project); and ii) the national arena that presents the expected sequence of effects related to the scaling up of activities and / or a phase II or III of a UNCDF project). This also means that while in some (or most) cases the effects at the national level will only be witnessed following the completion of the sequence of effects at the local level, in others the two sequences of effects may take place simultaneously.

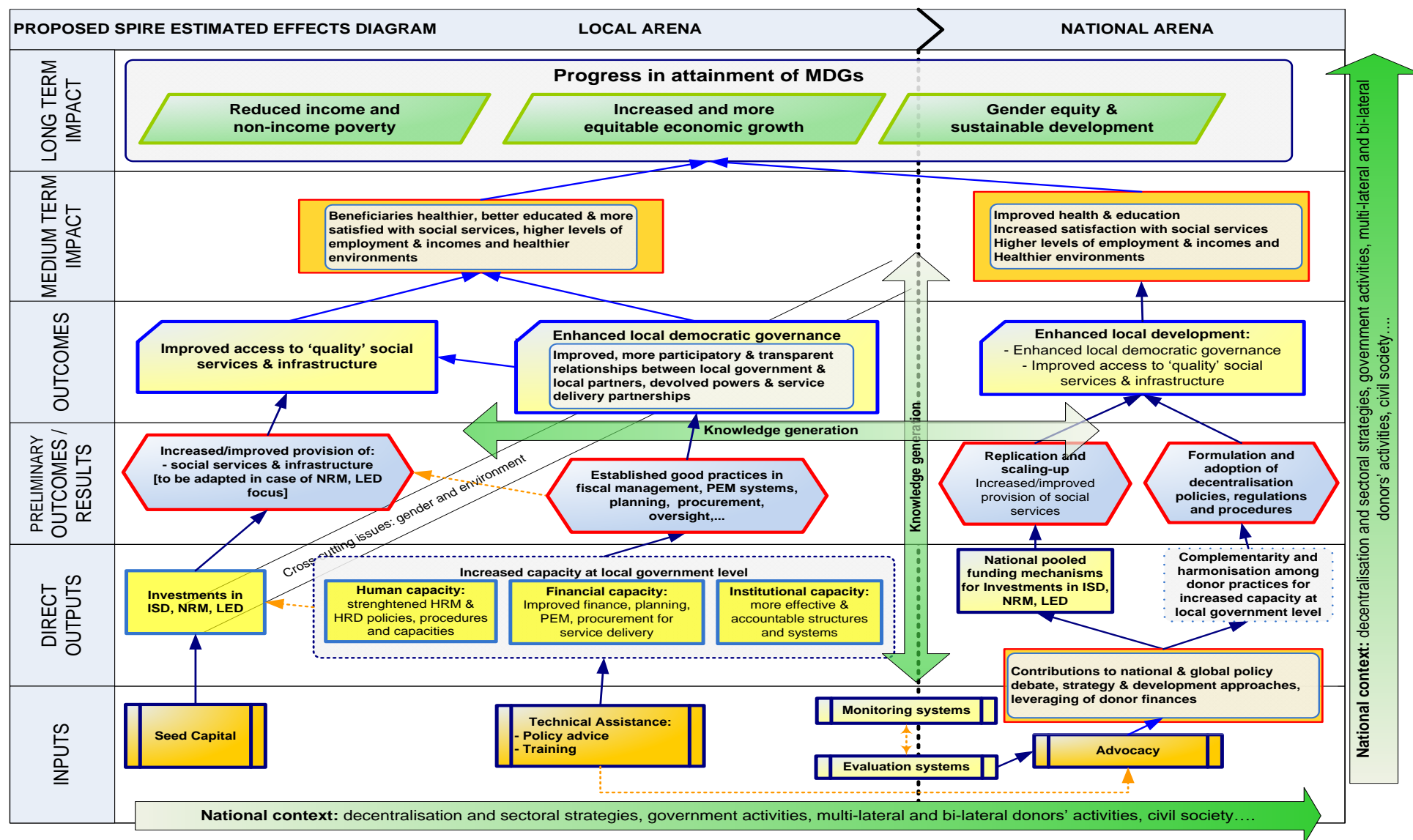
The description of the specific levels provide in the following paragraphs relates to the LD practice area.

The logical levels considered are from the bottom to the top of the effect diagrams and include: inputs, direct outputs, preliminary outcomes/results, outcomes, mid-term impact and long-term impact.

The scheme outlined draws a distinction between direct outputs, preliminary outcomes/ results, outcomes, mid and long term impacts. This distinction has been adopted to provide a better understanding of the results' chain, thereby enhancing the usefulness of the same diagram for the two types of evaluations (mid-term and final) as well as for pilot programmes and 'phase II or III' programmes. In addition, through this subdivision in multiple stages it is easier to catch the results and related trends across the stages where the processes of implementation are longer.

**Figure      The      reconstructed      SPIRE      estimated      effects      diagram      for      Local      Development  
interventions**





**AnNEX 3: LDP evaluation matrix**

<b>EVALUATION QUESTION No. 1: To what extent does the programme design meet UNCDF's LDP intervention logic and the development objectives of the partner country?</b>				
<b>Sub-questions</b>		<b>Indicators</b>	<b>Data Collection Methods</b>	<b>Information Sources</b>
<b>1.1</b>	<b>To what extent does the programme design meet the needs of the LGs / partner country?</b>			
1.1	To what extent does the programme meet the needs of the partner country?	<ul style="list-style-type: none"> <li>Consistency between the goals, intervention logic and principles of the programme and those of the recipient country's PRSP and other national strategy document</li> <li>Programme embedded into existing national structure / no evidence of a parallel programme structure</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>National Government, Policy documents, PRSPs, other strategy document</li> </ul>
1.2	To what extent is the programme aligned with the needs / system of the LGs/ partner governments?	<ul style="list-style-type: none"> <li>Consistency between the programme's interventions and national legislation and strategy on local governments</li> <li>Programme design has taken into account LGs absorption capacity</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Municipal Law and regulations</li> <li>Ministry of Local Government</li> <li>Associations of LGs</li> <li>Assessment by development partners</li> </ul>
1.3	To what extent do the programme activities meet the needs of the private sector and local communities?	<ul style="list-style-type: none"> <li>Consistency between activities foreseen in ISD, NRM, and LED and needs of local communities / private sector</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Business sector organizations, Chambers of Commerce, CSOs</li> </ul>
1.4	How well is the programme integrated into the Country Programme Action Plan (CPAP) and UN Development Assistance Framework (UNDAF)?	<ul style="list-style-type: none"> <li>Degree of explicit/implicit integration of UNCDF's programs within CPAP/UNDAF</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>UNCDF documents and guidelines</li> <li>UNCDF staff and gov't officials, and representatives of other UN agencies</li> </ul>
<b>1.2</b>	<b>To what extent does the programme design meet UNCDF's LDP intervention logic?</b>			
1.5	How does the programme design correspond to the UNCDF's LDP intervention logic?	<ul style="list-style-type: none"> <li>Consistency between programme design and UNCDF's standard programme</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>UNCDF documents and guidelines</li> <li>UNCDF staff and gov't officials, and representatives of other UN agencies</li> </ul>
1.6	How well has the programme integrated cross cutting issues?	<ul style="list-style-type: none"> <li>Participation and promotion of gender</li> <li>Consideration of environment themes</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Relevant benefices CSOs, government institutions</li> </ul>

<b>EVALUATION QUESTION No. 2: To what extent has the programme contributed to increased capacity at local government level?</b>				
<b>Sub-questions</b>		<b>Indicators</b>	<b>Data Collection Methods</b>	<b>Information Sources</b>
<b>2.1</b>	<b>To what extent has the programme contributed to increased human capacity at local government level?</b>			
2.1.1	How well has the LD programme strengthened <b>human resource management</b> capacities (elected gov.t officials and technical staff)?	<ul style="list-style-type: none"> <li>Organisation chart / Clear division of roles (human resources, gender balance)</li> <li>Manuals / Procedures / tools in place and their quality</li> <li>Decision-making processes and procedures established and accepted</li> <li>Regularity of report-back meetings;</li> <li>Regularity and quality of written reports</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews of staff</li> </ul>	<ul style="list-style-type: none"> <li>Organisation charts, manuals, procedures</li> <li>Reports to Councils</li> <li>Strategic plan document</li> <li>Project Quarterly progress reports</li> </ul>
2.1.2	How well has the LD programme strengthened <b>human resource development</b> capacities (elected gov.t officials and technical staff)?	<ul style="list-style-type: none"> <li>Increased sectoral knowledge among LG staff / Range of sectoral skills (before / after, as reported)</li> <li>Ability to report on programme work</li> <li>Staff understanding of programme &amp; aims,</li> <li>Regular Management Committee, Council and Staff Meetings</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews of staff</li> </ul>	<ul style="list-style-type: none"> <li>Public and Councillors satisfaction survey</li> <li>Reports to Councils</li> <li>Strategic plan documents</li> </ul>
<b>2.2</b>	<b>To what extent has the programme contributed to the strengthening of the financial capacity at local government level?</b>			
2.2.1	To what extent has the LD programme increased the <b>ability to raise and collect taxes</b> , fees and levies/charges?	<ul style="list-style-type: none"> <li>Increase in local revenue generation (taxes, fees, charges, levies etc.)</li> <li>Existence of a revenue manual with clear guidelines for revenue management following national legislation</li> <li>Computerised system for revenue management and collection</li> <li>LG financial department staff trained</li> <li>Improved service to the citizens in revenue collection (raise of taxpayer number)</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> <li>Observation</li> </ul>	<ul style="list-style-type: none"> <li>Revenue statistics (Finance dep., Ministry of Finance/Local Gov., National Finance Commission/Committee, Statistic Institution)</li> <li>LG Finance Department</li> <li>LG Finance Department</li> <li>LG Structure and Location/Tax payers</li> </ul>
2.2.2	To what extent has the LD programme improved <b>budgeting capacity</b> at local government level?	<ul style="list-style-type: none"> <li>Budget review system established and Business plan for LGs up-to-date and implemented</li> <li>Existence of budgeting manuals/guidelines aligned with national legislation/guidelines</li> <li>Inclusive budget covering all expenditures and revenues of the LG</li> <li>Inclusive and timely budget procedure</li> <li>Participatory budgeting system introduced and debt management policy approved by Council</li> <li>Realistic budgeting (execution compared to budgeted amounts) and ability to plan on a 3 to 5 years horizon</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> <li>Observation</li> </ul>	<ul style="list-style-type: none"> <li>Manual, LG Finance Department</li> <li>Budget and account, LG Finance Department</li> <li>LG Finance Department, Council</li> </ul>

<b>EVALUATION QUESTION No. 2: To what extent has the programme contributed to increased capacity at local government level?</b>				
<b>Sub-questions</b>		<b>Indicators</b>	<b>Data Collection Methods</b>	<b>Information Sources</b>
2.2.3	To what extent has the LD programme increased <b>PEM capacity</b> at local government level?	<ul style="list-style-type: none"> <li>PEM manuals prepared (or provided) aligned with national legislation/guidelines</li> <li>Clear procedures for authority to spend following the budgeted amounts</li> <li>Regular (monthly/quarterly) budget follow-up</li> <li>Ability to follow manuals and apply correct procedures</li> <li>Workshop held on performance management (work plans/action plans) together with On-the-job training programmes</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Manual, LG Finance Department</li> <li>LF Finance Department, Local Council, Mayor's Office</li> <li>LG Finance Department</li> <li>Remarks and comments, Ministry of Finance</li> <li>Audit reports, National audit institutions</li> </ul>
2.2.4	To what extent has the LD programme increased <b>accounting capacity</b> at local government level?	<ul style="list-style-type: none"> <li>Existence of yearly accounts of expenditures and revenues</li> <li>Existence of an accounting system following national standards</li> <li>Existence of an accounting manual</li> <li>Computerized accounting system</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>LG Finance Department, Ministry of Finance</li> <li>Ministry of Finance/LG Finance Department</li> <li>LG Finance Department</li> <li>LG Finance Department</li> </ul>
2.2.5	To what extent has the LD programme increased <b>accountability</b> at local government level?	<ul style="list-style-type: none"> <li>Regular presentation of accounts to the citizens (meetings, information board etc.)</li> <li>Presentation in clear, concise and understandable way</li> <li>Ability and willingness to be questioned by the citizens</li> <li>Regular auditing (internal or from independent national institutions)</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>LG Council, Mayor's office</li> <li>Citizens</li> <li>Citizens, LG Administration</li> </ul>
<b>2.3</b>	<b>To what extent has the programme contributed to increased institutional capacity at local government level?</b>			
2.3.1	To what extent has the LD programme improved <b>decision-making processes</b> at LG level?	<ul style="list-style-type: none"> <li>More regular and participative council meetings</li> <li>Inventory of current policies, strategies, tools being undertaken</li> <li>Areas requiring new management policies being identified</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>LG administration</li> </ul>
2.3.2	Did the project contribute to improve <b>administrative efficiency</b> ?	<ul style="list-style-type: none"> <li>Reduced red-tape for both staff members and users</li> <li>Human Resource problems reduced (absenteeism, lack of motivation/competence, HR turnover)</li> <li>Monitoring and evaluation system in the form of monthly reports by departments</li> <li>Improved professional development within staff members</li> <li>Existence of training workshops on report writing</li> </ul>	<ul style="list-style-type: none"> <li>Interviews with users and staff members</li> </ul>	<ul style="list-style-type: none"> <li>LG Council, Mayor's office</li> <li>Citizens</li> <li>Citizens, LG Administration</li> </ul>

<b>EVALUATION QUESTION No. 2:</b>		<b>To what extent has the programme contributed to increased capacity at local government level?</b>		
<b>Sub-questions</b>		<b>Indicators</b>	<b>Data Collection Methods</b>	<b>Information Sources</b>
2.3.3	Have LGs improved <b>understanding of respective roles</b> (LG elected representatives, technical staff, citizens)?	<ul style="list-style-type: none"> <li>Workshops held on roles of Councillors and the Executive, on Standing Rules of Procedure in LGs</li> <li>On the job training on job descriptions and performance appraisals carried out</li> <li>Established joint committees</li> <li>Facilitated regular meetings by Staff Management, Management Committee of Council, the Council</li> <li>Improved relations between elected representatives and LG staff members</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>LG Council, Mayor's office</li> <li>LG Administration</li> <li>Deconcentrated administration bodies</li> </ul>

<b>EVALUATION QUESTION No. 3: To what extent has the programme contributed to the improved planning, funding and management of infrastructure investments for local government service delivery?</b>				
<b>Sub-questions</b>		<b>Indicators</b>	<b>Data Collection Methods</b>	<b>Information Sources</b>
<b>3.1</b>	<b>To what extent has the programme contributed to improve planning of local governments' infrastructure investments (ISD, NRM, LED) for service delivery?</b>			
3.1.1	To what extent do local governments' development plans take into account and respond to communities needs?	<ul style="list-style-type: none"> <li>Overall coverage of development plan</li> <li>Inclusion of participatory approaches in the preparation of the development plans</li> <li>Representation of Community leaders at LG planning meetings / processes</li> <li>Women's participation in LG planning processes</li> <li>Inclusion of gender specific activities in plans</li> <li>Realistic development plans (funding, HR for implementation)</li> <li>Perception of community representatives (including women) on the responsiveness of investments to their needs</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> <li>Focus groups</li> </ul>	<ul style="list-style-type: none"> <li>LG planning department, national planning institution, LG development plans</li> <li>Evaluation reports</li> <li>Women's CSOs, community leaders, councillors (females)</li> <li>Associations of users and citizens</li> </ul>
3.1.2	Is local planning well integrated with regional and national planning?	<ul style="list-style-type: none"> <li>LG planners' awareness of hierarchical national planning structure</li> <li>No duplication of activities in local, (regional) and national plans</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>LG planning department, National planning institution, planning law</li> </ul>
3.1.3	Do investments conform to environmental standards?	<ul style="list-style-type: none"> <li>Screening of consequences for environment of investment following nationally defined standards</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>LG technical section/planning, UNCDF programme officers, Ministry of Environment</li> </ul>
<b>3.2.</b>	<b>To what extent has the programme contributed to improved funding and management of infrastructure investments for local government service delivery?</b>			
3.2.1	How effectively have funds from the programme been transferred to local governments?	<ul style="list-style-type: none"> <li>Timely and transparent information on available funds</li> <li>Timely disbursement</li> <li>Correspondence between information on funds, released and received amounts</li> <li>Well defined (and respected) payment triggers</li> </ul>	<ul style="list-style-type: none"> <li>Track studies</li> <li>Interviews</li> <li>Document analysis</li> </ul>	<ul style="list-style-type: none"> <li>MoF, Ministry of Local Governments, UNCDF</li> <li>Receiving agents: Local governments</li> <li>Association of LGs</li> </ul>
3.2.2	Have funds for operation and maintenance been provided for in the investment plan?	<ul style="list-style-type: none"> <li>Investment profiles</li> <li>LGs Budget</li> <li>Financial plans</li> <li>Actual investment maintenance</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> <li>Site inspections</li> </ul>	<ul style="list-style-type: none"> <li>LG Finance department, LG Finance commission/department</li> </ul>
3.2.3	How effectively have investments been managed by local governments?	<ul style="list-style-type: none"> <li>Procurement procedures regularly followed</li> <li>Full integration of funds into local budgets</li> <li>Existence of investment implementation plan</li> <li>Implementation of projects on time (according to budget)</li> <li>Existence of a monitoring and evaluation system to assess the progress of the Business Plan on a quarterly basis</li> <li>Regular inspections of construction progress</li> <li>Degree of correspondence between development plan, budget and actual investments (number and costs)</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Local Government administration (town clerk, Executive director etc. finance department), Procurement plan, investment plan and budgets</li> <li>LG technical section/planning, UNCDF programme officers, Yearly reports</li> </ul>

<b>EVALUATION QUESTION No. 4a</b>		<b>To what extent has the programme contributed to improved availability and access to 'quality' infrastructure and social services?</b>		
<b>Sub-questions</b>		<b>Indicators</b>	<b>Data Collection Methods</b>	<b>Information Sources</b>
4.a.1	To what extent has the programme contributed to improved access to service delivery?	<ul style="list-style-type: none"> <li>Trends in distance to site relative to previous service used by beneficiary population</li> <li>Trends in fees charged for service</li> <li>Perceptions of service users on reduced fees</li> <li>Increased use of services provided (e.g. attendance rates,...)</li> </ul>	<ul style="list-style-type: none"> <li>Interviews</li> <li>Focus groups</li> </ul>	<ul style="list-style-type: none"> <li>Service providers on site</li> <li>Service users</li> <li>LG staff</li> </ul>
4.a.2.	To what extent has the programme contributed to the improvement of the quality of services?	<ul style="list-style-type: none"> <li>Trends in qualifications and numbers of staff providing service (e.g. teachers, nurses)</li> <li>Trends in ratio service providers / service users (actual data or perceptions)</li> <li>Ranking of quality of service by LG officials</li> <li>Ranking of quality of service by service providers on scale 1 to 5 (before / after)</li> <li>Ranking of quality of service by service users on scale 1 to 5 (before /after)</li> </ul>	<ul style="list-style-type: none"> <li>Interviews</li> <li>Focus groups</li> </ul>	<ul style="list-style-type: none"> <li>Service providers on site</li> <li>Service users</li> <li>LG staff</li> </ul>

<b>EVALUATION QUESTION No. 4b</b>		<b>To what extent has the programme contributed to enhanced local democratic governance?</b>		
<b>Sub-questions</b>		<b>Indicators</b>	<b>Data Collection Methods</b>	<b>Information Sources</b>
4.b.1.	Has a system of local election been put in place and are elections being held according to constitutional requirements?	<ul style="list-style-type: none"> <li>Electoral system enshrined in constitution, laws and regulations.</li> <li>Elections held in terms of legal requirements</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Programme officer</li> </ul>
4.b.2	To what extent has the LD programme increased <b>community involvement/participation</b> at local government level?	<ul style="list-style-type: none"> <li>Increasing trends in participation to council meetings and committees</li> <li>Active participation of communities in LG activities</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Council minutes, committee minutes.</li> <li>Local government officials.</li> <li>Local councillors</li> <li>Community members</li> </ul>

EVALUATION QUESTION No. 4b		To what extent has the programme contributed to enhanced local democratic governance?		
Sub-questions		Indicators	Data Collection Methods	Information Sources
4.b.3	To what extent has the LD programme contributed to increase LGs capacity to <b>identify and express needs</b> ?	<ul style="list-style-type: none"> <li>Increased information on LG activities and service, made available</li> <li>Perception of LG officials and citizens on the changes induced in their relationship</li> <li>Perception of community members on the capacity of local councillors to represent their constituencies</li> <li>Community mobilisation campaigns</li> <li>Existence of consumer satisfaction survey</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>LG Administration</li> <li>LG Council</li> <li>Mayor's office</li> <li>Citizens</li> </ul>

EVALUATION QUESTION No. 5:		To what extent are the programme results likely to be sustainable in the longer-term?		
Sub-questions		Indicators	Data Collection Methods	Information Sources
<b>5.1</b>	<b>To what extent are LGs preparing the phasing out following the exit of UNCDF?</b>			
5.1.1	Evidence that LGs/ associations <b>maintain the infrastructure</b> and operations after completion of the intervention (O&M): (buildings, teachers, equipment, health staff, etc.):	<ul style="list-style-type: none"> <li>Evidence of "ownership" of infrastructure &amp; services as reflected in user perceptions</li> <li>Regular payment of user fees (when/ where established)</li> </ul>	<ul style="list-style-type: none"> <li>Interviews</li> <li>Budget analysis</li> </ul>	<ul style="list-style-type: none"> <li>LG Council, Mayor's office</li> <li>LG Administration</li> </ul>
5.1.2	Was the programme <b>conducive to financial viability of service delivery</b> and infrastructure maintenance by LGs?	<ul style="list-style-type: none"> <li>Evidence of emergence of local sources of revenue to maintain the results of the interventions (user fees)</li> <li>Other donor financing</li> <li>National Treasury transfers</li> <li>Private-public partnerships, municipal bonds</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> </ul>	<ul style="list-style-type: none"> <li>Ministry of Finance</li> <li>Ministry of decentralisation</li> </ul>
5.1.3	How <b>far are LGs / associations empowered</b> (legal, technical and economic capacity) to maintain infrastructure and services?	<ul style="list-style-type: none"> <li>Evidence of planning, programming, funding and timely implementation of maintenance of infrastructure</li> <li>Evidence of emergence of local sources of financing to maintain the results of the interventions (user fees)</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>LG Council, Mayor's office</li> <li>LG Administration</li> <li>Working sessions with associations of users</li> </ul>
<b>5.2</b>	<b>To what extent can development planning and management processes continue to be observed at LG level?</b>			
5.2.1	Are LGs / associations empowered (legal, technical and economic capacity) to access additional funding?	<ul style="list-style-type: none"> <li>Evidence of significant initiatives taken by LGs after the intervention</li> <li>Evidence of LG capacity to tap on other resources: pooled funds, private-public partnership, national transfers</li> </ul>	<ul style="list-style-type: none"> <li>Interviews</li> <li>Budgeting, monitoring &amp; planning document analysis</li> </ul>	<ul style="list-style-type: none"> <li>LG Council, Mayor's office</li> <li>LG Administration</li> <li>Working sessions with associations of users</li> </ul>
5.2.2	It there continued involvement of LGs in development planning and implementation of the kind introduced by the LDP?	<ul style="list-style-type: none"> <li>Evidence of local actors engaged in the local development process after the intervention</li> <li>Improved working relations with service providers, institutions and citizens</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>LG Council, Mayor's office</li> <li>LG Administration</li> </ul>
<b>5.3</b>	<b>To what extent was a phasing out strategy incorporated in programme design?</b>			



EVALUATION QUESTION No. 5: To what extent are the programme results likely to be sustainable in the longer-term?				
Sub-questions		Indicators	Data Collection Methods	Information Sources
5.3.1	Were <b>sustainability</b> concerns integrated into program design?	<ul style="list-style-type: none"> <li>Number of relevant indicators in the original logical framework</li> <li>Local authorities involved in the drawing of UNCDF's programme, its implementation and its evaluation</li> <li>Existence of central institutional arrangements to steer the LD process from local level (local committees etc..)</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>PRODOC</li> <li>Interviews with PSU, central Gov.t and main donors</li> </ul>
5.3.2	Has political advocacy for the LDP approach been successfully carried out at the local and national levels?	<ul style="list-style-type: none"> <li>Number of high-level meetings between UNCDF's programme management and central govt.</li> <li>Coordination mechanisms in place at national level</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Interviews with PSU, central Gov.t and main donors</li> </ul>
5.3.3	Are the programme's means (technical and financial) adequate to the <b>absorption capacity</b> at the local level (LGs, associations, national decentralised institutions)?	<ul style="list-style-type: none"> <li>Better understanding and commitment from LG administration to the project's goals</li> <li>Ability of the Councils to follow the pace of the projects' activities</li> <li>Stakeholders involved</li> <li>No interferences between project's timeline and LGs' annual programme</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>PSU</li> <li>LG Council</li> <li>LG administration</li> </ul>

EVALUATION QUESTION No. 6: How effective has management of the programme been at national and local level?				
Sub-questions		Indicators	Data Collection Methods	Information Sources
6.1	How well is the management system embedded in government institutions?	<ul style="list-style-type: none"> <li>Management arrangements, appointments/secondments</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Programme reports,</li> <li>PSU staff, local government department staff</li> </ul>
6.2	How effectively has management delivered on the annual work plans?	<ul style="list-style-type: none"> <li>Achievements against targets</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> </ul>	<ul style="list-style-type: none"> <li>Work plans</li> </ul>
6.3	To what extent is programme management aligned with local government departments' standards and procedures?	<ul style="list-style-type: none"> <li>Degree of alignment of objectives and procedures</li> <li>Working relationships with department staff, understanding of programme logic by departments' staff</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>PSU staff, local government department staff.</li> </ul>
6.4	How well has monitoring and evaluation been linked to the management processes?	<ul style="list-style-type: none"> <li>Up to date indicators of project progress, regular and informative reports</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Data sources of M&amp;E unit, reports, M&amp;E staff and PSU staff</li> </ul>
6.5	Are M&E data and reporting used to make strategic decisions about service delivery and for drawing lessons from experience?	<ul style="list-style-type: none"> <li>Degree of use of data from M&amp;E to make investment decisions</li> <li>Degree of use of data and reports to enhance knowledge basis of local and national policy makers</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Data system used by M&amp;E unit;</li> <li>M&amp;E reports;</li> <li>Interviews with M&amp;E and PSU staff</li> </ul>

<b>EVALUATION QUESTION No. 7: How well have partnerships with donors and governments supported the programme?</b>				
<b>Sub-questions</b>		<b>Indicators</b>	<b>Data Collection Methods</b>	<b>Information Sources</b>
<b>7.1</b>	<b>Has the partnership mobilized additional resources for programme implementation / replication?</b>			
7.1.1	Were additional investment funds leveraged at the local and national levels?	<ul style="list-style-type: none"> <li>Ratio of additional donors' resources to UNCDF resources</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Program documents and reports</li> <li>UNCDF and other relevant donors' staff</li> <li>Donors' programs documents and reports</li> <li>Local governments officials and partners/beneficiaries representatives</li> </ul>
7.1.2	To what extent did the programme give rise to up-scaling and replication?	<ul style="list-style-type: none"> <li>Number of local areas adopting the approach</li> <li>National roll-out programme designed/developed/executed</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Program reports</li> <li>UNCDF and other relevant donors' staff</li> <li>National and local governments officials</li> </ul>
<b>7.2</b>	<b>Has the programme favoured synergies and the harmonization of donors' interests?</b>			
7.2.1	Were synergies established with other programmes and actors?	<ul style="list-style-type: none"> <li>Evidence of complementary efforts with relevant initiatives in the area and/or nationally</li> <li>New partnerships established with local and/or external actors</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Program documents and reports</li> <li>UNCDF and other relevant donors' staff</li> <li>Donors' programs documents and reports</li> <li>Local governments officials and partners/beneficiaries representatives</li> </ul>
7.2.2	Has the programme promoted the establishment of a framework for the harmonization of donors' support?	<ul style="list-style-type: none"> <li>Evidence of coordination and partnership arrangements</li> <li>Pooled funding mechanisms</li> <li>Sectoral/thematic platforms</li> <li>Joint national/global initiatives</li> <li>Evidence of cross-fertilization among programs</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>UNCDF and UNDP staff</li> <li>Donors representatives</li> <li>Donors' programs documents and reports</li> <li>Government officials</li> </ul>
7.2.3	Has the programme enhanced the effectiveness of partnerships with UNDP and other donors?	<ul style="list-style-type: none"> <li>Awareness/appreciation by staff and key SH</li> <li>Evidence/recognition of value-adding synergies of joint implementation mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>UNCDF and UNDP staff</li> <li>Other partners' representatives</li> </ul>
7.2.4	Has the programme promoted the recognition of UNCDF's approach and role?	<ul style="list-style-type: none"> <li>Generation/diffusion of innovative knowledge</li> <li>Donors adopting UNCDF-championed strategies and innovations</li> <li>Standing of UNCDF within donors community/appreciation by key SH</li> <li>Strategic alliances at the national level</li> <li>Alignment / involvement in implementation of national/donors strategies/priorities</li> <li>Opportunities for further engagement /strategic partnership</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>UNCDF Staff</li> <li>Donors' / partners' representatives</li> <li>Donors' programme documents and reports</li> <li>National and local governments officials</li> </ul>

<b>EVALUATION QUESTION No. 8: To what extent were piloted approaches conducive to policy developments?</b>				
<b>Sub-questions</b>		<b>Indicators</b>	<b>Data Collection Methods</b>	<b>Information Sources</b>
8.1	Did the programme induce policy improvements in the fields of decentralization and local development?	<ul style="list-style-type: none"> <li>Awareness/appreciation of national decision-makers and other key SH</li> <li>Sectoral reforms</li> <li>By-laws/regulations</li> <li>Relevant norms and procedures</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>National government, policy documents</li> <li>Ministry of LG, Ministry of Finance, other relevant ministries and departments</li> <li>Policy / legal documents</li> </ul>
8.2	To what extent did policy improvements lead to mainstreaming of piloted practices?	<ul style="list-style-type: none"> <li>Clear and efficient tools in place for consistent policy implementation</li> <li>Clear and applicable enforcing mechanisms and rules for policy implementation</li> <li>Complementary initiatives by the government</li> </ul>	<ul style="list-style-type: none"> <li>Document analysis</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>National and Local governments officials</li> <li>Policy /legal documents, manuals/regulations</li> <li>Other donors and partners representatives</li> </ul>

**Annex 4: Draft mission plan**

<b>Mission plan Sierra Leone SPIRE MTR Kenema District Economic Recovery Programme (KDERP) 15 to 29 March 2010, draft of 4 March 2010</b>		
	<b>Morning</b>	<b>Afternoon</b>
Monday 15 March		Arrival of Evaluation team at 19.10 (07.10 pm) Brussels 237
Tuesday 16 March	Team meeting with discussion of initial findings and hypothesis workshop	Briefing with UNCDF & UNDP, Briefing with MIALGCD, Minister, PS, Director of Local Government and Community Development
Wednesday 17 March	Kick-off meeting with reference group and all stakeholders Team meeting	Interview DecSec, director, relevant staff Interview Finance Department (MoF), director, officer with relevance for Kenema district/town
Thursday 18 March	Interview EU, DFID (if relevant) Other programmes/actors involved in support to decentralization including legislation	Travel to Kenema Town, District
Friday 19 March	Meeting with KDERP Staff Introduction to Local Council Town Introduction to Local Council District	Kick up workshop with all stakeholders – Kenema Town and District, council administration, ministries (Health, Education, MIALGCD, etc.), civil society, business society.
Saturday 20 March	Visit to project sites, urban Meeting with communities	Visit to project sites, rural Meeting with communities
Sunday 21 March	Team work (if possible meetings can be arranged)	Team work (if possible meetings can be arranged)
Monday 22 March	Meeting with urban administration, finance, planning, HRD Discussion on LED projects District planning committee	Meeting with district administration, finance, planning, HRD Discussion on LED Projects District planning Committee
Tuesday 23 March	Meetings with Ministries in Kenema City (Education, health, agriculture, MIALGCD, social welfare.)	Meetings with Ministries in Kenema Town (continuation)
Wednesday 24 March	Team meeting and preparation for presentation	Presentation and discussion of findings to all local stakeholders
Thursday 25 March	Wrapping up field visit, gathering final information	Travel to Freetown
Friday 26 March	Meeting with UNDP, UNCDF, MIALGCD, debriefing from field visit Planning of de-briefing seminar with all stakeholders	Continuation of mornings meeting if necessary Follow up with government institutions
Saturday 27 March	Preparation of seminar	
Sunday 28 March	Preparation of seminar	

March		
Monday 29 March	Seminar with presentation of all findings with all stakeholders, discussions	Final wrapping up with UNCDF, UNDP and MIALGCD Departure of team 19.15 - Brussels Airline 238



**Annex 5 Indicative documentation list**

1. Kenema district Economic Recovery Programme (KDERP) - project document final
2. 2008 Annual Work Plan for KDERP
3. 2009 Annual Work Plan for KDERP
4. 2<sup>nd</sup> Monitoring Report Template (April –June 2009)
5. 3<sup>rd</sup> Quarter monitoring report (July – September 2009)
6. 4<sup>th</sup> Monitoring and Evaluation Report (October November 2009)
7. 4<sup>th</sup> Quarter Report (October December 2009)
8. Annual Work Plan 2010-CDF
9. Mission Report to Sierra Leone, Kadmiel Wekwete, November 2009 KDERP Annual Report – Final (2009)
10. PSB 2010
11. TOR's Evaluation of Sierra Leone Liberia Country Programmes, March 2009
12. Ron's Draft Mission Report, (May 2007)
13. Sierra Leone – Project Initiation, Mission Report, Ron McGill, May 2007
14. Mission Report, Ron McGill, July 2007
15. Mission Report, Ron McGill, September 2007

