

シエラレオネ共和国
カンビア県地域開発能力向上
プロジェクト
終了時評価調査報告書

平成 29 年 2 月
(2017 年)

独立行政法人国際協力機構
社会基盤・平和構築部

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序 文

独立行政法人国際協力機構は、シエラレオネ共和国政府の要請を受け、カンビア県、ポートルココ県での効果的・効率的な地域開発の実施体制確立を目的として、2009年11月から2014年10月まで5年間の予定で「カンビア県地域開発能力向上プロジェクト」を実施してきました。

プロジェクトの終了を控え、2014年4月30日から5月18日までの間、終了時評価調査を実施し、活動実績や目標達成状況等について、総合的な評価を行いました。これらの評価結果は、調査団とシエラレオネ側関係者による協議を経て評価レポートとしてまとめられ、協議議事録（M/M）の署名・交換を行いました。本報告書は、同調査団による協議及び評価調査結果等をまとめたものです。

なお、本終了時調査の終了後、シエラレオネではエボラ出血熱の影響が深刻化したため、プロジェクト関係者は2014年8月に一時国外退避し、プロジェクトは停止しました。2016年1月にエボラ出血熱終息宣言が出されたことを機に、プロジェクト活動は再開されました。再開にあたり、既存の成果を踏まえ、活動スコープはエボラ復興支援に質する内容に上げられ、プロジェクト期間も2018年7月まで延長されています。

最後に、本調査の実施にあたり、ご協力とご支援をいただいた関係各位に対し、心から感謝の意を表します。

平成29年2月

独立行政法人国際協力機構

社会基盤・平和構築部長 中村 明

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写



カンビア県ユーザーグループへの
インタビュー



ポートルコ県フィーダーロード修復地



第9回 Steering Committee

真



カンビア県に MWP で設置したポンプ



ポンプ使用の記録



第5回 JCC にて署名

略語一覧

| 略語 | 英語表記 | 日本語表記 |
|---------|--|---|
| A4P | Agenda For Prosperity | 繁栄のためのアジェンダ |
| ADB | Asian Development Bank | アジア開発銀行 |
| BHN | Basic Human Needs | ベーシック・ヒューマン・ニーズ |
| BOQ | Bill of Quantity | 見積書 |
| CA | Chief Administrator | 主席行政官 |
| CBC | Community-Based Contractor | コミュニティ・ベースド・コントラクター（対象地域住民が施工業者となる際の呼称） |
| CDCD | The Project for Capacity Development for Comprehensive District Development in the Northern Region of Sierra Leone | カンビア県地域開発能力向上プロジェクト（本プロジェクトの略称） |
| CLoGPAS | Comprehensive Local Government Performance Assessment System | 地方行政業績総合評価システム |
| C/P | Counterpart | カウンターパート |
| DCA | Deputy Chief Administrator | 副主席行政官 |
| DDP | District Development Plan | 県開発計画 |
| DecSec | Decentralization Secretariat | 地方分権化委員会（世界銀行の支援により設立された） |
| DEO | District Education Office | 県教育事務所 |
| DfID | Department for International Development | 英国国際開発省 |
| DPC | District Planning Committee | 県計画委員会 |
| DPO | Development Planning Officer | 開発計画官 |
| FO | Finance Officer | 財務官 |
| FRRP | Feeder Road Rehabilitation Project | フィーダー道路改修プロジェクト |
| GoSL | Government of Sierra Leone | シエラレオネ政府 |
| HRO | Human Resource Officer | 人事官 |
| IA | Internal Auditor | 内部監査官 |
| IMF | International Monetary Fund | 国際通貨基金 |
| JCC | Joint Coordination Committee | 合同調整委員会 |
| JICA | Japan International Cooperation Agency | 独立行政法人国際協力機構 |
| KDC | Kambia District Council | カンビア県議会 |
| LC | Local Council | 地方議会 |

| | | |
|-------|--|---------------------|
| LGA | Local Government Act, 2004 | 地方自治法（2004年） |
| LGFC | Local Government Financial Committee | 地方財政委員会 |
| LGFD | Local Government Financial Department | 地方財務局 |
| M&E | Monitoring and Evaluation | モニタリング・評価 |
| MDAs | Ministries, Departments and Agencies | セクター省庁、局・部 |
| MEO | Monitoring and Evaluation Officer | モニタリング・評価担当 |
| MLGRD | Ministry of Local Government and Rural Development | 地方自治地域開発省 |
| M/M | Minutes of Meetings | ミニッツ（協議議事録） |
| MoFED | Ministry of Finance and Economic Development | 財務経済開発省 |
| MOU | Memorandum Of Understanding | 覚書 |
| MWP | Model Ward Project | モデルワードプロジェクト |
| NGO | Non-Government Organization | 非政府組織 |
| O&M | Operation and Maintenance | 維持管理 |
| ODA | Official Development Assistance | 政府開発援助 |
| OJT | On-the-Job Training | オンザジョブ・トレーニング |
| PC | Paramount Chief | パラマウントチーフ |
| PCM | Project Cycle Management | プロジェクト・サイクル・マネージメント |
| PDM | Project Design Matrix | プロジェクト・デザイン・マトリックス |
| PLDC | Port Loko District Council | ポートロコ県議会 |
| PM | Performance Measurement | 行政評価 |
| PM | Project Manager | プロジェクトマネジャー |
| PMC | Project Management Committee | プロジェクト管理委員会 |
| PO | Plan of Operations | 活動計画 |
| R/D | Record of Discussion | 討議議事録 |
| RDCP | Rural Development Coordination Policy | 村落開発調整政策 |
| PO | Procurement Officer | 調達官 |
| RDO | Rural Development Officer | 村落開発官 |
| RFQ | Request For Quotation | 見積依頼 |
| RMFA | Road Maintenance Fund Administration | 道路維持管理基金 |
| SC | Section Chief | セクションチーフ |

| | | |
|-------|---|--------------|
| SC | Steering Committee | 運営委員会 |
| SLRA | Sierra Leone Road Authority | シエラレオネ道路公社 |
| SMC | School Management Committee | 学校運営委員会 |
| TICAD | Tokyo International Conference on African Development | アフリカ開発会議 |
| TOR | Terms of Reference | 委任事項 |
| UNDP | United Nations Development Programme | 国連開発計画 |
| VDC | Village Development Committee | 村落開発委員会 |
| VTF | Village Training Facilitator | 村落研修ファシリテーター |
| WB | World Bank | 世界銀行 |
| WC | Ward Committee | ワード委員会 |
| WE | Works Engineer | ワークスエンジニア |
| WFP | World Food Programme | 国連世界食糧計画 |

■外貨交換レート

1 レオン (Leon = 0.01847 JY (2012年7月2日))

終了時評価調査結果要約表

| | |
|---|--------------------------------------|
| 1. 案件の概要 | |
| 国名：シエラレオネ | 案件名：カンビア県地域開発能力向上プロジェクト |
| 分野：地方行政 | 援助形態：技術協力プログラム |
| 所管部署：経済基盤開発部 | 協力金額（評価時点）約 2 億 3,000 万円【専門家派遣費含まれず】 |
| 協力期間： 2009 年 11 月～2014 年 10 月 | 先方関係機関：地方自治地域開発省（MLGRD） |
| | 日本側協力機関：なし |
| | 他の関連協力：なし |
| <p>1-1 協力の背景と概要</p> <p>シエラレオネ共和国（以下、「シエラレオネ」と記す）では、2001 年 5 月に内戦の停戦合意が成立し、2002 年 1 月には内戦終結が宣言された。同国は緊急支援から復興を経て開発の段階に移行しつつあるが、人間開発指数は 187 カ国中 180 位（2013 年）であるなど、著しく貧しい状況にある。</p> <p>シエラレオネでは 2004 年に地方自治法が制定、地方分権化の推進が試みられており、地域のニーズに基づく 3 カ年県開発計画が策定され、社会基盤施設の整備や各種行政サービスを実施する枠組みが作られている。また、開発計画策定時には住民のニーズや情報収集のために、住民代表からなるワード委員会（WC）が設立されている。一方で、県議会議員の人員・能力の不足から、地域ニーズの的確な把握及び計画・事業への反映、セクター省庁との調整・連携等が適切に実施されておらず、必要とされている行政サービスや道路、給水施設といった社会基盤施設の整備が有効に実施されていない。</p> <p>これらの状況を受け、JICA はシエラレオネ政府の要請に基づき、地方自治地域開発省（MLGRD）、カンビア、ポートロコ両県議会をカウンターパート（C/P）機関とし、両県での効果的・効率的な地域開発の実施体制確立を目的に、2009 年 11 月から 2014 年 10 月まで「カンビア県地域開発能力向上プロジェクト」（CDCD）を実施している。</p> <p>本プロジェクトは、「カンビア及びポロコ県における効果的・効率的な県・村落開発管理ができる体制と機能の強化」を目標に、①パイロットプロジェクト及びモデルプロジェクトを通じて、両県において県・村落開発モデルが構築され、②両県の県議会、チーフダム議会、WC のより効果的かつ効率的な県・村落開発管理にかかる能力が向上し、③県・村落開発モデルの全国普及の仕組みを構築し、本省による関連法・ポリシーが改定されることを成果として活動してきた。その成果の達成に向け「フィーダー道路改修プロジェクト」と、コミュニティセンターや小学校の改修、井戸の新設などを行った「モデルワードプロジェクト（MWP）」を企画・立案から調達、実践・運営、モニタリング・評価するまでの一連の過程を習得することを活動の軸に、その過程で得られた知見や反省点、教訓を「県・村落開発ハンドブックに反映させている。現在、同ハンドブックの改訂作業はおおむね終了し、本プロジェクト期間終了までにプロジェクトとしての各ハンドブックの最終版の完成を目指している。また、これらの活動を支えるため、2014 年 4 月末現在長期及び短期専門家合計 4 名が派遣中である。</p> <p>本調査は延長期間の終了を控え、プロジェクト活動の実績、成果を評価、確認するとともに、今</p> | |

後のプロジェクト活動に対する提言及び今後の類似事業の実施にあたっての教訓を導くことを目的とし、実施された。

1-2 協力内容（PDM Ver.3に基づく）

(1) 上位目標：シエラレオネ全県において、より効率的・効果的な県・村落開発にかかる体制と機能が強化される

(2) プロジェクト目標：カンビア、ポートルココ県において、効率的・効果的な県・村落開発にかかる体制と機能が強化される

(3) アウトプット：

1. パイロット・モデルプロジェクトを通じ、県・村落開発モデルが構築される
2. カンビア県、及びポートルココ県の県議会、チーフダム議会の、より効果的かつ効率的な県・村落開発管理に係る能力が向上する
3. 県・村落開発モデルの全国普及システムが構築され、本省による関連法・ポリシーが策定される

(4) 対象地域：カンビア県、ポートルココ県

(5) 現地実施体制

プロジェクトディレクター：MLGRD 副大臣

プロジェクトマネジャー：MLGRD 次官、地方行政局長、村落開発局長

プロジェクト C/P：対象 2 県県議会職員計 30 名

(6) 投入（評価時点：2014 年 4 月末）

①日本側

専門家派遣：長期専門家派遣：5 名、短期専門家派遣：11 名

機材供与：約 3,654 万円

ローカルコスト負担：約 1 億 9,381 万円

研修員派遣（本邦研修）：C/P 研修 20 名

②シエラレオネ側

主な C/P の配置：MLGRD、カンビア、ポートルココ県議会職員 約 30 名

土地・施設提供：MLGRD うち、及びカンビア、ポートルココ県議会内のプロジェクト執務室、付帯機材及び電気・水道設備

| | | |
|---|---|--|
| 2. 評価調査団の概要 | | |
| 団員構成 | <p>(総括団長) JICA ガーナ事務所長 牧野 耕司</p> <p>(協力企画) JICA 経済基盤開発部 平和構築・都市・地域開発第二課 主任調査役 竹内 知成</p> <p>(協力企画) JICA 経済基盤開発部 平和構築・都市・地域開発第二課 副調査役 大石 健介</p> <p>(評価分析) 株式会社 VSOC 白井 和子</p> | <p>(評価メンバー) Mr. Sullay Sesay, Social Capital Project Coordinator, Decentralization Secretariat, MLGRD</p> <p>(評価メンバー) Mr. Christian Yajah, Senior Assistant Secretary, MLGRD</p> <p>(評価メンバー) Mr. Joseph Komeh, Development Planning Officer, Makeni City Council</p> |
| 調査期間 | 2014年4月30日～5月18日 | 評価種類：終了時評価 |
| 3. 評価結果の概要 | | |
| 3-1 実績の確認 | | |
| (1) アウトプットの達成度 | | |
| 1) アウトプット1：ほぼ達成した | | |
| <p>県・村落開発ハンドブック（第2版）の草稿は既に完成し、文法修正など最終化作業をプロジェクトにより実施中であり、2014年5月末の大臣署名をもって完成予定である（指標1-1、1-2）。</p> | | |
| 2) アウトプット2：達成した | | |
| <p>カンビア、ポートロコ県議会職員対象の研修の受講者で研修後のモニタリングを対象とした受講者61名中、56名がそれぞれ研修終了後にアクションプランを作成し、全員が同プランを実行した（指標2-1）。地方行政業績総合評価システム（CLOGPAS）の順位（指標2-2）はアウトプット指標ではなく、プロジェクト目標の指標の1つとして達成度を測ることとなった。県議会職員は、計画、契約実施、維持管理の各業務の段階での能力が向上し、WCもニーズアセスメントをプロジェクトとともにやり、住民のニーズに基づく計画策定能力、県議会と住民をつなぐチャンネルとしての役割を果たすことができるようになった（指標2-3）。</p> | | |
| 3) アウトプット3：達成した | | |
| <p>第3回県・村落開発フォーラム（2012年11月）において、プロジェクトはMLGRD主導で実施される県・村落開発ハンドブックの活用に関するモニタリングや普及活動に関する大枠を確認し、ハンドブックの改訂に関する日程を発表した（指標3-1）。また、ハンドブックの普及計画が全地方議会合意のもと、第8回Steering Committee（SC）及び第3回Joint Coordination Committee（JCC）にて確定した（指標3-2）。</p> | | |
| (2) プロジェクト目標の達成見込み | | |
| <p>評価団は「ハンドブックに基づく事業の実施」のほか、2つの定量指標を加え、達成見込みを測ることとした。計3つの指標の結果から、プロジェクト目標はおおむね達成した。</p> | | |

| 指標 | 達成状況 | | |
|--|---|--------|--------|
| (1) CLoGPAS の順位が上がる | | 2011 年 | 2013 年 |
| | カンビア県 | 5 位 | 3 位 |
| | ポートルココ県 | 3 位 | 2 位 |
| <p>CLoGPAS の指標の中でも業績評価 (Performance Measurement) において、各県議会の点数がそれぞれ 2011 年 48 点 (カンビア県)、49 点 (ポートルココ県) から 2013 年 62 点 (両県) に上昇した。</p> | | | |
| (2) 予算執行率が上がる | ポートルココ県議会 (レオン) | | |
| | | 2008 年 | 2013 年 |
| | 予算額 | 3,991 | 13,717 |
| | 執行額 | 3,371 | 12,132 |
| | 執行率 (%) | 84.5 | 88.4 |
| | カンビア県議会 (レオン) | | |
| | | 2008 年 | 2013 年 |
| | 予算額 | 3,163 | 4,774 |
| | 執行額 | 2,689 | 4,595 |
| | 執行率 (%) | 85.0 | 96.3 |
| (3) 県議会とワード委員会 (WC) による県村落開発事業がハンドブックに示された体制と機能により行われる | <ul style="list-style-type: none"> • WC が取りまとめた優先順位を考慮した年間計画の策定、リストを基にした適切な業者選定、セクター省庁、局・部 (MDAs) と連携した事業実施が県議会職員によりなされるようになった。 • 住民-WC、WC-県議会など関係者間のつながりが強化された。 • 計画、契約業務、報告、情報共有等の基礎業務、問題解決能力も改善の余地あり。 | | |

3-2 評価結果の要約

(1) 妥当性：高い

- Agenda For Prosperity (A4P、2013-2017) では、地方分権化を進めるうえでの地方行政におけるガバナンスの強化に重点が置かれ、地方の経済活性化の観点でも本プロジェクトとの整合性は高い。
- 本プロジェクトは地方自治法 (2004) に規定された県議会、WC 議員の機能、役割、主席行政官 (CA) の役割、チーフダムとの関係等に基づいており、法律との整合性は高い。
- MWP は村落開発調整政策で示した地方開発の方向性を現場で実証するものであり、県/村落ハンドブックの改定、普及活動は MLGRD と大統領間で締結される業務契約 (Performance

Contract) 内に示された進捗表 (Tracking Table) に含まれている。

- ・地方自治改正案は閣議、国会承認、村落開発調整政策は内部差し戻し調整中で、閣議承認も受けていない状態。
- ・MLGRD、県議会職員、WC、住民と各層のニーズに本プロジェクトの趣旨は整合している。
- ・アウトプット 3 は上位目標達成のための準備にまつわる目標であり、モデルの普及を念頭としたプロジェクトのアプローチは持続性の観点からも妥当である。

(2) 有効性：高い

- ・プロジェクト目標 (県議会職員によるハンドブックに示された体制、機能による開発事業の実施) はおおむね達成している。
- ・アウトプット 1 (モデルの構築) と 2 (県議会職員とモデルワード委員の能力向上) はプロジェクト目標達成に直接役立っている。アウトプット 3 (普及の準備) は全国へのハンドブック普及、活用を目指す活動 (フォーラム開催等) を通じ、県議会職員のオーナーシップやモチベーション醸成に寄与している。

(3) 効率性：比較的低い

- ・日本人専門家は長期 5 名、短期 11 名が予定通り派遣され、各専門分野の技術移転がおおむね適切になされたが、調達や入札作成に関する専門家派遣はやや不十分であった。
- ・シエラレオネ側から C/P の配置は計画通りになされたが、もともと各部署 1 名の担当で、他ドナー支援による研修セミナー出席などの理由によりプロジェクト活動の進捗に影響を及ぼしたことも否めない。
- ・資機材は予定通り供与されたが、一部盗難事故が発生し、使用不可となった。

(4) インパクト：中程度

- ・MLGRD はハンドブックの普及システムを主体的に構築し、他の地方議会によるハンドブック活用に関しモニタリング調査を既に開始、第 3 回県／村落開発フォーラム (2013 年 11 月) ではハンドブックの改定を全地方議会、関係セクター省及び県事務所、他ドナーを巻き込んで行っていることから、ある程度上位目標は達成が見込まれる。他方、体制、予算が盛り込まれた具体的な中期計画策定も必要。
- ・フィーダー道路改修プロジェクト (FRRP) は市場へのアクセス改善、MWP は保健衛生、学校教育、社会活動等多様なインパクトも見られた。

(5) 持続性：比較的低い

1) 法律・政策面

MLGRD は A4P のもと、戦略計画ドラフト (2014-2016) において地方分権化政策維持を表明し地域開発プロセスにおける住民やコミュニティのエンパワメントを目指している。また県／村落開発ハンドブックも上記計画内に明記されており、政策面での持続性は高い。他方、地方行政法 (2004) 改正案は閣議及び議会での承認を、村落開発調整政策は省内での再調整及び閣議承認を待つ状況が続いており、持続的な CDCD モデルの普及への懸念もある。

2) 組織・予算面

MLGRD は県／村落ハンドブック改訂委員会を設置し、対象 2 県議会以外の地方議会においてハンドブックの活用インパクト調査やモニタリングを実施し、プロジェクト終了後も同委員会が実施母体としてこうした活動を推進していく意向を示している。他方、MLGRD、及び対象 2 県議会とも普及を担う人材不足は否めず、シエラレオネ政府からの予算は少なく、県議会の歳入の改善が強く望まれている。

3) 技術面

県議会職員へ移転されてきた技術や知識は彼らの委任事項（TOR）に根差している。また住民が習得した維持管理方法は受け入れられており、各層の受益者は継続的な技術や知識の活用を表明している。

3-3 効果発現に貢献した要因

(1) 計画内容に関すること

本プロジェクトでは①まず地方開発事業のモデルを実証事業を通じて構築し、②開発事業を担う県議会、WC の能力向上を研修やオンザジョブ・トレーニング（OJT）を通じて図りつつ、③モデルの普及の準備を進めるための活動を実施している。このような段階的かつ普及を目指したアプローチはプロジェクト目標の達成及び持続性の確保に有益な効果を発揮している。

(2) 実施プロセスに関すること

- ・ MLGRD は開発政策の実現に向けた強いオーナーシップとリーダーシップを発揮した。
- ・ 県／村落開発ハンドブックの改訂を通じ、MLGRD と県議会が地方の状況を共有し、関係者間のコミュニケーションが強化された。
- ・ 県議会とシエラレオネ道路公社（SLRA）等関係セクター事務所との連携体制が強化され技術的支援を県議会職員が受けやすくなった。
- ・ 地域の伝統的な関係者（パラマントチーフなど）からの支援が得られた。

3-4 問題点及び問題を引き起こした要因

(1) 計画内容に関すること

該当なし

(2) 実施プロセスに関すること

- ・ 各自の地域開発事業の実施に関するそれぞれのモダリティを保有している他ドナーに現状では CDCD モデルを強要できない。同モデルは法的な強制力をもった必須の手法ではなく、活用には限界がある。
- ・ 頻繁な職員異動のため、プロジェクトの実施期間をフルに活用し組織的な能力向上を測るのは困難であった。

3-5 結論

本プロジェクトの妥当性は高く、おおむねその目標を達成し有効性も高いと確認されたことか

ら、評価団は本プロジェクトは予定通り終了することが妥当と結論した。プロジェクトは県議会職員の能力向上を図るとともに、住民のニーズを反映した県議会による開発事業計画策定から維持管理までの実践的な事業運営方法を構築し、かつ県議会と各セクター県事務所との連携を強化した。その一方で、世界銀行（WB）等の他ドナーとの連携を踏まえ、普及にかかる予算や体制を明記した3カ年程度の実施計画の策定の必要性があるとの認識に至った。

3-6 提言

- ・ MLGRD は予算配分に関する詳細な情報を盛り込んだ 2017 年までの普及計画を策定すべき。また同計画には、担当部署や人員及びその役割も明記すべし。
- ・ MLGRD はハンドブックの将来的な活用方針について決定し他ドナーの類似／相違点を考慮しつつ、国家レベルで統一された実践的な地域開発方法を見出すこと。
- ・ プロジェクトは国連開発計画（UNDP）や WB 等、他ドナーとの連携を深め、MLGRD がプロジェクトの便益を維持していくための支援を行うこと。
- ・ 県議会は歳入の改善に努めること。通常中央政府からの補助金のみならず、他ドナーからの資金についても積極的かつ戦略的にアクセスしていくこと。

3-7 教訓

(1) 相手国のニーズ、動向に対する柔軟なプロジェクト計画

- ・ シェラレオネは世界最貧国の1つで紛争終結国であり社会基盤が劣悪な国である。こうした特殊性をもつ国に対しては本プロジェクトのように、道路工事をプロジェクト開始当初から入れる、対象地を同時に複数設置するなど、目に見える成果を早急に出すための対応が求められる。
- ・ 本プロジェクト期間中に主要な法律や政策の見直し・策定期間が重なり、プロジェクトも政策レベルでの関与が可能となった。相手国政府の政策レベルの動向に機敏に対応し、政策と現場とつなぐ役割を果たした本プロジェクトの計画及び実施体制は他の案件でも活かすことが可能。

(2) 普及を意識した戦略的プロジェクト計画の策定と実施

- ・ 本プロジェクトのように、プロジェクト実施中に終了後のハンドブック普及の準備のための活動を行うことで、より確実なものとしていくことができる。また、将来の普及を見据えたプロジェクト計画（PDM）を戦略的に策定することが重要。
- ・ プロジェクトは異動した C/P も巻き込んで異動先の地域におけるハンドブック活用に関する意見交換を行った。非対象地域との連携を深め、将来の普及人材をプロジェクト期間中に育成するうえでも有効な方法である。
- ・ 本プロジェクトはモデル構築のための実証事業の実施にプロジェクト期間の大半を費やした。モデルの実効性や汎用性について、人材、資金、及び時間的コスト面から C/P 自身により検証できる期間をプロジェクトの後半に設けることもモデルの持続性を担保するための一案である。

Summary of the Results of Evaluation Study

| I. Outline of the Project | |
|--|---|
| Name of Country: Republic of Sierra Leone | Project Title: Capacity Development for Comprehensive District Development in the Northern Region of Sierra Leone (CDCD Project) |
| Issue/Sector: Local Governance | Cooperation Scheme: Technical Cooperation Project |
| Office In-Charge: Peace Building and Urban and Regional Development Division 2, Peace Building and Urban and Regional Development Group, Economic Infrastructure Department | Total Cost: 230 million yen |
| The Project Period: November 2009–October 2014 (five (5) years) | Partner Country’s Implementing Organization: Ministry of Local Government and Rural Development (MLGRD), Kambia District Council, Port Loko District Council |
| | Related Institutions (Japan): None |
| <p>1-1. Background of the Project</p> <p>JICA has resumed technical assistance to Sierra Leone since 2006 after the peace agreement was made. At the beginning of the recommencement, JICA focused on bringing a quick and visible impact to target areas or partners on the assumption that Sierra Leone was still in a transitional period, and showing such tangible and quick impact is required for stability and peace in this country. Afterward, in response to request from the Government of Sierra Leone (GoSL), JICA dispatched a detailed plan formulation mission for a technical cooperation project in collaboration with MLGRD in order to ensure sustainability and to accelerate development of the country, especially in rural districts.</p> <p>As a result of a series of discussions with concerned officials of the Government of Sierra Leone and other stakeholders, and with reference to the act and policy of local government and rural development of the MLGRD, it was envisaged that capacity building of local council and Ward Committee (WC) was one of the crucial needs for realizing development in localities in a more efficient and effective way along with the policy of the Government of Sierra Leone. In this context, JICA and GoSL reached an agreement that a new project would assist in strengthening service delivery from the local council and self-help development management of WC along with present due structure and function in LGA 2004. Consequently, the “CDCD Project was launched in November 2009 for five years.</p> <p>The mid-term review was conducted by the joint team from June 30 to July 15, 2012, for the purpose of finding the degree of achievement based on the PDM (project design matrix) and PO (plan of operations) and evaluating comprehensively as per five evaluation criteria.</p> <p>The Project has dispatched 5 long-term and 11 short-term experts, implementing Feeder Road Rehabilitation Projects (FRRPs) and Model Ward Projects (MWP) in order to achieve its project purpose, namely “To strengthen the structure and function to manage district/rural development more effectively and efficiently in Kambia and Port Loko districts.”</p> <p>The Terminal Evaluation Survey was conducted by the joint team to review the achievements and progress of the Project using the five evaluation criteria to make recommendations for the remaining period of the Project and extract lessons learned for similar JICA projects in the future.</p> <p>1-2. Project Overview</p> <p>(1) Overall Goal: Strengthen the structure and function to manage district/rural development more</p> | |

effectively and efficiently overall districts in Sierra Leone

(2) Project Purpose: Strengthen the structure and function to manage district/rural development more effectively and efficiently in Kambia and Port Loko districts

(3) Outputs:

- 1) The District/Rural Development Method in Kambia and Port Loko districts is established through pilot and model projects
- 2) Capacities of District Councils and Ward Committees in Kambia and Port Loko districts are developed for more effective and efficient District/Rural Development Management
- 3) The system to disseminate District/Rural Development Model to each district is established by MLGRD, and related acts/policies are modified

(4) Target Areas: Kambia District and Port Loko District

(5) Implementing Agency: Ministry of Local Government and Rural Development (MLGRD)

(6) Inputs:

Japanese Side

Japanese Side: 230 million Yen

Long-Term Experts: 5 persons Equipment: 36.5 million yen

Short-Term Experts: 11 persons Local Operation Cost: 194 million yen

Training in Japan for Counterpart Personnel: 20 participants

Sierra Leonean Side

Counterpart Personnel: Deputy Minister (Project Director), Permanent Secretary (Project Manager), Directors of Department of Local Government and Rural Development (Project Manager), approx. 30 officers of Kambia and Port Loko district councils (Counterparts)

Office and facilities were provided as Project Office in MLGRD at Freetown, and in Kambia and Port Loko district offices

II. Evaluation Team

| | | |
|----------------------|---|---|
| Sierra Leonean Side | Mr. Sullay Sesay, Social Capital Project Coordinator, Decentralization Secretariat, MLGRD Mr. Christian Yajah, Senior Assistant Secretary, MLGRD Mr. Joseph Komeh, Development Planning Officer, Makeni City Council | |
| Japanese Side | Mr. Koji Makino, Chief Representative, JICA Ghana Office Mr. Kensuke Ohishi, Deputy Assistant Director, Economic Infrastructure Department, JICA Mr. Tomonari Takeuchi, Representative, JICA Ghana Office Ms. Kazuko Shirai, Project Management Department, VSOC, Inc. | |
| Period of Evaluation | April 30–May 18, 2014 | Type of Evaluation: Terminal Evaluation |

III. Results of Evaluation

1. Project Performance

1-1. Achievement of Outputs

(1) Output 1: Almost Achieved

The Draft of District/Rural Development Handbooks has been completed, and they are in the process of final grammatical check by the Project. The Handbooks will be completed with a signature from the

MLGRD by the end of May 2014 (Indicators 1-1 and 1-2).

(2) Output 2: Achieved

Among 61 participants in the training provided by the Project, 56 participants made respective action plan, and all of them implemented their duties along with the action plan (Indicator 2-1). The Evaluation Team (“the Team”) decided to use the result of CLOGPAS not as the measurement for Output 2, but for the Project purpose. Aside from the CLOGPAS, the capacity of officers at Kambia District Council (KDC) and Port Loko District Council (PLDC) has improved significantly at each stage of the project, such as planning, contract awarding, implementation, and maintenance. The Ward Committee (WC) members also enhanced their capability in inclusive planning for their designated areas based on the community’s needs to take their responsibilities as a channel connecting DCs and the community (Indicator 2-3).

(3) Output 3: Achieved

In the 3rd District/Rural Development Forum in November 2013, the Project identified the outline of structure of utilization and monitoring activities for dissemination of the Handbooks by MLGRD, and presented a schedule on revision of the Handbooks (Indicator 3-1). Following the DCs’ agreement on the dissemination plan for the Handbook, the Project confirmed the schedule at the 8th Steering Committee and the 3rd JCC (Indicator 3-2).

1-2. Achievement of the Project Purpose

In addition to the original qualitative indicator for the Project purpose, the Team assessed the degree of the achievement of the Project purpose with two kinds of quantitative indicators. Based on the results of those three indicators, the Team identified that the Project has almost achieved its purpose.

Compared to the CLOGPAS grading in 2011, the provisional result in 2013 for KDC and PLDC moved up from fifth to third, and third to second, respectively. The performance measurement scores were particularly improved for both district councils (Indicator 1). As for the budget execution rate, both KDC and PLDC improved from the rate in 2008 (Indicator 2). The Team identified good practices by staff at KDC and PLDC in their effective and efficient project management by utilizing points in the Handbooks. At the same time, the Team found some room to improve in the basic capacities of staff in planning, contract awarding, reporting, and problem solving (Indicator 3).

1-3. Implementation Process

The Joint Coordination Committee (JCC), as the highest decision-making mechanism of the Project, was held five times to date, including the latest JCC for approval of result of the Terminal Evaluation on May 16, 2014. The Steering Committee has been held eight times for Project monitoring at a rather practical level. In addition, the JICA headquarters dispatched the Consultation Survey Mission Team twice for improvement of Project implementation.

As for the recommendations made by the mid-term review team in July 2012, the Project has taken actions to improve their activities according to the suggestions, which contributed to improvement in capacity development of staff at KDC and PLDC as well as WC members.

2. Summary of Evaluation by Five Criteria

(1) Relevance: High

The Agenda for Prosperity (A4P, 2013–2017) prioritizes enhancement of local governance in the course of decentralization. The Project is in line with the A4P in terms of local economic development. The basic structure of the Project is based on the roles of DCs, WC, as well as Chiefdom identified in the Local

Government Act 2004. The Model Ward Project (MWP) being implemented in the Project proves directions and practices of the Rural Development Coordination Policy on the ground. Relevancy of the Project activities is apparently observed in the tracking table of the Performance Contract made between the MLGRD and the President of Sierra Leone. On the contrary, the amended LGA2004 has been approved by neither the Cabinet nor Parliament, and RDCP is still in the process of internal coordination in the MLGRD before approval by the Cabinet.

The objectives of the Project meet the needs of every level of local government in Sierra Leone among the MLGRD, staff at DCs, WC members, and community people. The Project's approach, in which Output 3 is supposed to prepare for the achievement of overall goal, is appropriate to ensure sustainability of the Project.

(2) Effectiveness: High

The Team identified that the Project has almost achieved its Project purpose indicated in the current PDM. The logicity between the Project purpose and two outputs is still valid at present. Although Output 3 was set to prepare the achievement of overall goal, the ownership of staff at KDC and PLDC has been enhanced through revision and dissemination of the Handbooks at the same time.

(3) Efficiency: Fair

The Japanese experts were dispatched as planned and appropriately transferred their skills and knowledge as a whole. Technical transfer on contract awarding and bidding documentation could have been added for more precise practices for technical staff at KDC and PLDC. As for Sierra Leonean side, although C/Ps were appointed as planned, there was only one staff member in charge at respective sections. Therefore, if one C/P was absent, Project activities also stopped automatically, which sometimes affected smooth Project implementation.

Machineries and equipment were provided from Japanese side as planned. However, the fact that some of the machineries and equipment were stolen regrettably degraded the evaluation of efficiency.

(4) Impact: Medium

The Team identified that MLGRD has already started to establish dissemination structure for the Handbooks in the ministry, operating a monitoring survey in non-targeted DCs over the usage of the Handbooks. The MLGRD, together with the Japanese experts, held the 3rd District/Rural Development Forum to review the Handbooks involving all the LCs as well as major MDAs and DPs. Considering these active factors, the overall goal is expected to be achieved to some extent. On the contrary, the Team identified the MLGRD will need to formulate a mid-term plan with budget and human resources for dissemination of the Handbooks.

(5) Sustainability: Fair

1) Policy and Institutional Aspect

Under the Agenda for Prosperity, the MLGRD assures continuous execution of the decentralization policy in its Draft Strategic Plan (2014–2016). In the Plan, the MLGRD envisages empowerment of community people in the process of rural development. Sustainability of policy support can be observed in the Plan, which contains revision and dissemination of the Handbooks. The concerned part is that the amended LGA 2004 and Rural Development Coordination Policy (RDCP) are not approved by the Cabinet. Approval of the RDCP is especially awaited since it is the only policy that assures the roles and responsibility of the Village Development Committee (VDC), one of the key parts in the structure of the CDCD model. Without policy support, sustainable dissemination of the CDCD model may be hampered in the future.

2) Organizational and Financial Aspect

As for the organizational aspect, the MLGRD has already set up the Handbook Revision Committee, taking up its responsibility in impact survey and monitoring on usage of the Handbooks. The committee is supposed to be the main body to continue these activities. However, human resources within the MLGRD, KDC and PLDC are rather scarce, and, more seriously, budget from GoSL is very limited. It is highly expected that KDC and PLDC improve their own revenue to sustain the benefits they received through the Project.

3) Technical Aspect

All the skills and knowledge were in line with the TOR of staff of KDC and PLDC. The transferred skills on maintenance of rehabilitated facilities were also appropriate, and easy to understand and utilize among the user groups in the benefited community. They are all eager to keep their new skills and knowledge after the Project is over.

3. Factors Promoting Better Sustainability and Impact

(1) Factors Concerning to Planning

The Project established the model for district and rural development through FRRPs and MWPs, enhancing the capacity of staff of KDC and PLDC by training and OJT. The Project also contains activities on preparation for dissemination of the CDCD model. The strategically planned approach contributes not only to achievement of the Project purpose but also to sustainability of the Project effects in the future.

(2) Factors Concerning to the Implementation Process

During the implementation of the Project, the MLGRD has shown its strong leadership and ownership for realization of its local government development. The MLGRD, KDC, and PLDC share the realistic situation on the ground through the Project activities among them, and communication among stakeholders was significantly strengthened. The linkage between KDC, PLDC, and MDAs, especially SLRA district office, became strong, with which officers at KDC and PLDC gained technical advices more easily than before the Project. Cooperation from traditional stakeholders such as Paramount/Section Chiefs also contributed to active mobilization of the community people and local resources.

4. Factors Inhibiting Better Sustainability and Impact

(1) Factors Concerning to Planning: N/A

(2) Factors Concerning to the Implementation Process

Since all the Development Partners (DPs) have their own modalities for implementation of their own development projects, it is difficult for officers at KDC and PLDC to enforce those DPs to use the CDCD model. The CDCD model is not yet a mandatory method with legitimacy, which limits its usage on the ground.

The frequent transfer of officers at KDC and PLDC has affected continuous and accumulative skill/technology transfer for institutional development by Japanese experts.

5. Conclusion

It was evaluated that the relevance of the Project is high, and there have been some positive impacts derived from the Project activities. The effectiveness of the Project is also high since the Project purpose has almost achieved. With these factors, the Team concluded that it is reasonable that the Project will be completed as planned in October 2014. The Project has contributed to establishment of practical method for management of development projects by DC officers from planning to maintenance. The collaborative

relationship between DCs and MDAs was also largely strengthened.

However, efficiency and sustainability could not reach to a satisfactory level. It was concluded that the mid-term dissemination plan with budget and institutional structure should be formulated based on collaboration with DPs before the Project's completion.

6. Recommendations

- (1) The MLGRD should prepare the dissemination plan of the Handbooks with detailed information containing the budget allocation plan until 2017 and department and/or section, and who will be responsible for what activity.
- (2) The MLGRD should decide a policy on the future utilization of the Handbooks and create a practical method for rural development in consideration of the use of Handbooks at the national level by reviewing and identifying similar and different points in all the methods of stakeholders.
- (3) The Project should promote collaboration between the Project and development partners such as UNDP and WB in order to sustain the positive impact of the Project.
- (4) District councils need to increase their revenue, seeking for funds from DPs as well as budget from the central government.

7. Lessons Learned

(1) Design of Projects That Meet Needs of a Post-Conflict Country

Sierra Leone, although in the last stage of the post-conflict period, is one of the least developed countries, and the social infrastructure is considered to be at the worst level in the world. Since the GoSL requested that the Project show tangible outcomes to communities as soon as possible, the Project was designed with feeder road rehabilitation in the pilot phase, and added one target district from the commencement of the Project. It would be expected to design projects flexibly enough to fulfill the needs of a post-conflict country.

(2) Actions to Connect Policy and the Ground

During the Project, a review of the Local Government Act 2004 and the related policies was conducted by the MLGRD. The Project was successfully involved in the policy review process, channeling the central and local interests by making efforts to keep a close relationship between local activities and policy making. Such efforts are important for other similar projects.

(3) Strategic Project Planning and Implementation for Sustainability

Following the model establishment phase, the Project was planned to include the model dissemination phase in the later part of the Project period. The Project also involved stakeholders in non-targeted districts, such as transferred ex-C/Ps, for revision of the Handbooks. Such strategic planning and implementation in consideration of the model dissemination ensure sustainability after the Project termination.

A large part of the Project period was used to conduct experimental projects to establish the model. As a result, the Project will be over without the model being tested by C/Ps in their own original work. It could be one idea to set a certain time in which C/Ps can exercise the model within the Project period so as to recognize how it works and to identify the time and cost required when they conduct real projects based on the model.

第1章 プロジェクトの概要

1-1 プロジェクトの背景

シエラレオネ共和国（以下、「シエラレオネ」と記す）では、2001年5月に内戦の停戦合意が成立し、2002年1月には内戦終結が宣言された。同国は緊急支援から復興を経て開発の段階に移行しつつあるが、人間開発指数は187カ国中180位（2013年）であるなど、著しく貧しい状況にある。

シエラレオネでは2004年に地方自治法が制定、地方分権化の推進が試みられており、地域のニーズに基づく3カ年県開発計画が策定され、社会基盤施設の整備や各種行政サービスを実施する枠組みが作られている。また、開発計画策定時には住民のニーズや情報収集のために、住民代表からなるワード委員会（Ward Committee：WC）が設立されている。一方で、県議会議員の人員・能力の不足から、地域ニーズの的確な把握及び計画・事業への反映、セクター省庁との調整・連携等が適切に実施されておらず、必要とされている行政サービスや道路、給水施設といった社会基盤施設の整備が有効に実施されていない。

これらの状況を受け、JICAはシエラレオネ政府の要請に基づき、地方自治地域開発省（Ministry of Local Government and Rural Development：MLGRD）、カンビア、ポートロコ両県議会をカウンターパート（Counterpart：C/P）機関とし、両県での効果的・効率的な地域開発の実施体制確立を目的に、2009年11月から2014年10月までの予定で「カンビア県地域開発能力向上プロジェクト」を実施している。

1-2 プロジェクトの要約

本プロジェクトは、「カンビア及びポートロコ県における効果的・効率的な県・村落開発管理ができる体制と機能の強化」を目標に、①パイロットプロジェクト及びモデルプロジェクトを通じて、両県において県・村落開発モデルが構築され、②両県の県議会、チーフダム議会、WCのより効果的かつ効率的な県・村落開発管理にかかる能力が向上し、③県・村落開発モデルの全国普及の仕組みを構築し、本省による関連法・ポリシーが改定されることを成果として活動してきた。その成果の達成に向け「フィーダー道路改修プロジェクト（Feeder Road Rehabilitation Project：FRRP）」と、コミュニティセンターや小学校の改修、井戸の新設などを行った「モデルワードプロジェクト（Model Ward Project：MWP）」を企画・立案から調達、実践・運営、モニタリング・評価するまでの一連の過程を習得することを活動の軸に、その過程で得られた知見や反省点、教訓を「県・村落開発ハンドブック」に反映させている。

プロジェクト概要表（付属資料2. ANNEX3 PDMver.3）に記載された上位目標、プロジェクト目標、アウトプット、活動は以下のとおり。

上位目標：

シエラレオネ全県において、より効率的・効果的な県・村落開発にかかる体制と機能が強化される

プロジェクト目標：

カンビア、ポートロコ県において、効率的・効果的な県・村落開発にかかる体制と機能が強化される

アウトプット：

1. パイロット・モデルプロジェクトを通じ、県・村落開発モデルが構築される
2. カンビア県、及びポートロコ県の県議会、チーフダム議会の、より効果的かつ効率的な県・村落開発管理に係る能力が向上する
3. 県・村落開発モデルの全国普及システムが構築され、本省による関連法・ポリシーが策定される

アウトプット1の活動

- 1.1 地方分権、地方自治、県・村落開発計画に関する政策、法令、戦略、情報を収集、レビュー、分析する
- 1.2 カンビア県、ポートロコ県の社会経済状況の基礎情報を収集、レビュー、分析する
- 1.3 県議会、県事務所、チーフダム議会、ワード委員会、コミュニティに関する組織能力、役割、体制に関し、情報収集、レビュー、分析する
- 1.4 県／村落レベルのパイロットプロジェクトを実施する
- 1.5 パイロットプロジェクトの結果を基にモデルワードプロジェクトを選定する
- 1.6 県／村落レベルのモデルワードプロジェクトを実施する
- 1.7 県／村落レベルのモデルワードプロジェクト実施を通じて、県／村落開発ハンドブックを確定・改訂する

アウトプット2の活動

- 2.1 パイロット・モデルプロジェクトを通じ県議会職員、チーフダム議会職員、ワード委員会メンバーのOJTを行う
- 2.2 現行の研修プログラムと教材を見直す
- 2.3 研修計画、プログラム、教材を作成する
- 2.4 カンビア県、ポートロコ県で県・村落開発に関する研修を実施する

アウトプット3の活動

- 3.1 ハンドブックを用いた全国に対する県・村落開発モデルの普及計画を立てる
- 3.2 地方自治地域開発省がハンドブックを用いて県・村落開発モデルを県議会、チーフダム議会等関係者に普及するためのイベントを実施する
- 3.3 地方自治地域開発省の関係法令／政策の改定にプロジェクトを基にした助言を行う

第2章 終了時評価の概要

2-1 終了時評価調査の目的

本調査は延長期間の終了を控え、プロジェクト活動の実績、成果を評価、確認するとともに、今後のプロジェクト活動に対する提言及び今後の類似事業の実施にあたっての教訓を導くことを目的とし、2014年4月30日から2014年5月18日の日程で実施された。

2-2 評価団員構成

(日本側)

| 氏名 | 調査団 | 役職 |
|-------|------|------------------------------------|
| 牧野 耕司 | 総括団長 | JICA ガーナ事務所長 |
| 竹内 知成 | 協力企画 | JICA 経済基盤開発部 平和構築・都市・地域開発第二課 主任調査役 |
| 大石 健介 | 協力企画 | JICA 経済基盤開発部 平和構築・都市・地域開発第二課 副調査役 |
| 白井 和子 | 評価分析 | 株式会社 VSOC |

(シエラレオネ側)

| 氏名 | 調査団 | 役職 |
|---------------------|--------|---|
| Mr. Sullay Sesay | 評価メンバー | Social Capital Project Coordinator, Decentralization Secretariat, MLGRD |
| Mr. Christian Yajah | 評価メンバー | Senior Assistant Secretary, MLGRD |
| Mr. Joseph Komeh | 評価メンバー | Development Planning Officer, Makeni City Council |

2-3 調査日程

付属資料2のANNEX1を参照。

第3章 終了時評価調査の方法

本終了時評価は、新 JICA 事業評価ガイドライン（第一版）に基づき、プロジェクト・サイクル・マネージメント（Project Cycle Management : PCM）の評価手法を採用して、日本、シエラレオネ双方の評価者から構成される合同評価調査団により実施された。

3-1 主な調査項目

本終了時評価に当たっては、以下の評価5項目の観点からの検討を行い、評価を実施した。

- ①妥当性：妥当性は、プロジェクトが定めた上位目標とプロジェクト目標が、被援助国の開発政策やターゲット・グループのニーズと一致しているか、また、これらの目標を達成するためのプロジェクト・デザインが妥当であったかを検証するものである。
- ②有効性：有効性とは、プロジェクト実施によって、ターゲット・グループに対して所期の便益をもたらすことができたか否かを評価するものである。そのためにはプロジェクト目標の達成度を分析するとともに、その内容について、プロジェクト活動によるアウトプット産出への貢献度を検証することが必要である。
- ③効率性：効率性とは、プロジェクト実施過程における生産性のことであり、投入がアウトプットにどれだけ効率的に転換されたかを検討する。
- ④インパクト：インパクトとは、プロジェクト実施により生じた直接的及び間接的なポジティブ、ネガティブ、期待された及び想定外な効果、影響のことである。
- ⑤持続性：持続性とは、プロジェクト実施による効果が、プロジェクト終了後においても持続されるかどうか、それらの阻害及び貢献要因について、政策及び制度的側面、組織及び財政的側面、そして技術的側面から検証するものである。

3-2 データ収集・分析方法

本終了時評価にあたっては、以下のデータを収集・検討するほか、現地調査において、日本人専門家及びC/Pへの聞き取り、プロジェクト対象地域踏査及び受益者との会合などを通じ、情報を収集した。

- (1) 討議議事録 (Record of Discussion : R/D)、プロジェクト・デザイン・マトリックス (Project Design Matrix : PDM)、活動計画 (Plan of Operations : PO)、ミニッツ (協議議事録) (Minutes of Meetings : M/M) などプロジェクト計画資料
- (2) 詳細計画策定調査報告書、中間レビュー調査報告書、及びM/M
- (3) プロジェクト四半期報告書
- (4) 日本人専門家との面談及び協議
- (5) C/P等シエラレオネ側関係者との面談及び協議
- (6) 投入の記録と使用状況
- (7) 現地踏査、受益者との面談及び協議
- (8) 日本人専門家、C/P、WCへの質問票

なお、本終了時評価は現行PDM（2012年7月付第3版）を基に行われた。

これらの情報に基づき、PDMに掲げられた指標と照らしてプロジェクトの進捗及び成果達成状況

を確認したうえで、合同評価調査団内で検討を行い、上記評価 5 項目の観点から調査結果の分析を行った。本調査報告については 2014 年 5 月 15 日に先方実施機関のプロジェクト・ディレクターに内容を報告し、了解を得たうえで翌 16 日に第 5 回合同調整委員会（Joint Coordination Committee : JCC）において英文合同評価調査報告書（付属資料 2. ミニッツに含む）として合意された。

第4章 プロジェクトの実績及び実施プロセス

4-1 投入実績

4-1-1 日本側投入

評価団はPDM及びPO(ANNEX 3)に基づき、下記の投入をもってプロジェクトを実施中であると確認した。

(1) 専門家派遣

表4-1のとおり、5名の長期専門家と11名の短期専門家が本プロジェクトに派遣された。

表4-1 専門家派遣実績

| No | 氏名 | 専門分野 | 派遣期間 |
|-------|-------|-----------------|--|
| 長期専門家 | | | |
| 1 | 平林淳利 | チーフ・アドバイザー | 2009年11月～2014年4月 |
| 2 | 芳野貴之 | 業務調整 | 2010年4月～2011年7月 |
| 3 | 池上聡 | 村落開発 | 2012年5月～2014年5月 |
| 4 | 田中秀和 | 業務調整 | 2011年7月～2012年8月 |
| 5 | 前川貴恵 | 業務調整 | 2013年3月～2014年10月 |
| 短期専門家 | | | |
| 1 | 下山久光 | コミュニティ管理 | 2009年11月 2010年2月～3月 |
| 2 | 久保島直哉 | コミュニティ開発 | 2009年11月～12月 |
| 3 | 金田めぐみ | キャパシティアセスメント | 2010年2月～8月 |
| 4 | 宿谷数光 | フィーダー道路 | 2010年9月～11月、12月、 2011年1月～4月、5月～6月、8月～11月、 11月～12月 2012年1月～4月、5月～6月、9月～11月、 2012年12月～2013年1月、2013年1月～2月、 4月～6月 |
| 5 | 反町早季 | キャパシティアセスメント／研修 | 2010年11月～12月、2011年5～6月、8月～11月、 2011年8月～12月、 2012年1月～3月、4月～7月、8月～10月、 2013年1月～3月 |
| 6 | 近藤沙知子 | キャパシティアセスメント | 2011年1月～4月、9月～12月、 2012年1月～3月、4月～6月 |
| 7 | 佐藤慶一 | 県・村落開発 | 2011年5月～8月、9月～12月、 2012年1月～3月、2013年6月～7月、 10月～12月 |
| 8 | 澤池多恵子 | 業務調整／研修フォローアップ | 2012年12月～2013年4月、2013年6月～7月、 8月～9月、10月～12月 |

| | | | |
|----|------|-----------|---|
| 9 | 武田伸久 | フィーダー道路 | 2013年1月～3月 |
| 10 | 肥後武 | チーフアドバイザー | 2013年4月～6月、9月～12月、2014年4月～5月、6月～8月、9月～10月 |
| 11 | 大西泰介 | 県開発 (M&O) | 2014年1月～3月 |

出所：プロジェクトによる取りまとめ

(2) 機材供与

プロジェクト活動の実施及び技術移転に必要な車両、研修用視聴覚機材、事務機器に加え、対象 WC の活動のための重機等、総額で 359,858US ドル（約 3,654 万円¹）相当の機材が 2013 年 2 月までに供与された。これら供与機材の詳細については付属資料 2 の ANNEX 5 に示すとおりである。供与された資機材のうち、大半は使用状況に問題がないが、一部盗難被害にあったものも存在する。

(3) 本邦、第三国技術交換、及び国内研修

これまで MLGRD、カンビア及びポートロコ県議会職員合計 20 名が本邦研修（集団研修）に参加した。また、JICA ガーナ公務員研修センター機能強化プロジェクトとの連携による技術交換プログラムの実施、国内ではボー市への視察をそれぞれ MLGRD、カンビア及びポートロコ県議会職員が参加した。研修の詳細については ANNEX 6 で示したとおりである。

(4) 現地業務費支出

これまでに総計で 1,916,991US ドル（約 1 億 9,381 万円²）のローカルコスト負担が行われた。各年度の支出実績は表 4-2 に示すとおりである。

表 4-2 現地業務費支出実績

(シエラレオネオン)

| | 活動 | 2009-2010 年度 | 2010-2011 年度 | 2011-2012 年度 | 2012-2013 年度 | 2013-2014 年度 |
|---|-------------------------|--------------|---------------|---------------|---------------|---------------|
| | | 支出 | 支出 | 支出 | 支出 | 支出 |
| 1 | コミュニティベースライン調査 | 38,520,000 | | | | |
| 2 | フィーダー道路改修、サイト調査、維持管理 | | 1,328,979,432 | 2,002,027,090 | 1,004,069,047 | 1,530,641,744 |
| 3 | パイロットプロジェクト (32 ワード) | 216,258,600 | 584,688,239 | 283,163,111 | 489,372,152 | |
| 4 | モデルワードプロジェクト、維持管理 | | | | | 297,635,127 |
| 5 | 研修/スタディツアー | 9,678,000 | 106,257,200 | 168,302,800 | 71,776,650 | 8,738,000 |
| 6 | ワードレベルのパイロットプロジェクトインパクト | | | 28,800,000 | 23,355,000 | |
| | 合計 | 264,456,600 | 2,019,924,871 | 2,482,293,001 | 1,588,572,849 | 1,837,014,871 |

総合計 シエラレオネオン 8,192,262,192

*本邦会計年度による

USD 1,909,618

*供与機材リストは ANNEX 5 のとおり

日本円 193,809,040

*本邦会計年度 (4～3 月) による。

出所：CDCD プロジェクトによる取りまとめ

1 2014 年 5 月 20 日換算レート

2 同上

4-1-2 シェラレオネ側投入

(1) C/P の配置

シェラレオネ側 C/P として、MLGRD よりプロジェクト・ディレクター 1 名、プロジェクト・マネージャー 3 名が配置され、対象 2 県議会から県議会議長、副議長、主席行政官（Chief Administrator : CA）、副主席行政官（Deputy Chief Administrator : DCA）、各分野担当官、約 30 名が配置された。

(2) 土地、施設等の提供

シェラレオネ側より、フリータウン市内の MLGRD 内に専門家執務室と付帯資機材及び電気・水道設備が提供された。また、カンビア、ポートロコ県議の県議会事務所内にも専門家執務室と付帯設備が提供された。

4-2 アウトプット達成状況

2012 年 7 月に実施された中間レビュー調査以降、3 つのアウトプットはそれぞれほぼその目標値を達成した。各アウトプットの活動状況及び達成状況は以下に示すとおり。

アウトプット 1：パイロット・モデルプロジェクトを通じ、県・村落開発モデルが構築される

(1) 指標 1-1：2014 年 3 月までに村落開発ハンドブック（最終版）の最終ドラフトが承認³される

本調査時において、村落開発ハンドブック（第 2 版）の草稿は既に完成し、文法修正など最終化作業をプロジェクトにより実施中であり、2014 年 5 月末の大臣署名をもって完成予定である。よって、指標 1-1 はほぼ達成された。

プロジェクトでは、パイロットフェーズ（2010 年 2 月～2011 年 4 月）⁴の後、村落開発ハンドブックのための教訓を引き出すことを主目的として、MWP をカンビア県で 4 県、ポートロコ県で 2 件、計 12 件の MWP を以下のとおり実施してきた。

表 4-3 モデルワードプロジェクトフェーズ 1（2011 年 6 月～2012 年 5 月）

| No. | ワード | プロジェクト名 | チーフダム | 県 |
|-----|-----|--|---------------|-------|
| 1 | 124 | Construction of Children's Welfare Jr. Secondary School in Katic Village, Thalan Section | Masungbala | カンビア |
| 2 | 129 | Construction of Community Health Post in Yebaya Village, Yebaya Section | Tonko Limba | 同上 |
| 3 | 135 | Construction of Rogberray Community Center, Rogberray village, Rogberray Section | Gbinleh Dixon | 同上 |
| 4 | 140 | Completion of Community Center, Kassirie Town, Kassirie Section | Samu | 同上 |
| 5 | 199 | Rehabilitation of UMC Primary School in Mamaliekie Village, Mamaliekie Section | Masimera | ポートロコ |
| 6 | 200 | Construction of One DEC Primary School in Makera Village, Maconteh Section | Masimera | 同上 |

出所：CDCD プロジェクト

3 「承認される」とは、ハンドブックに MLGRD 大臣の署名がなされること。

4 パイロットフェーズでは、全 32 ワードを対象に小規模の村落開発事業を実施し、キャパシティアセスメント結果を踏まえ、MWP 向けに 12 ワードを選出した。

表 4-4 モデルワードプロジェクトフェーズ 2 (2012 年 6 月～2014 年 2 月)

| No. | ワード | プロジェクト名 | チーフダム | 県 |
|-----|-----|---|--------------|-------|
| 1 | 130 | Construction of Three Hand Pomp Water Wells at Malal, Pailap and Robombeh Village | Magbema | カンビア |
| 2 | 133 | Construction of a PHU staff quarter, Konta Village, Konta Section | Bramaia | 同上 |
| 3 | 139 | Construction of KDC Primary School, Thormoya Village, Kye hom Section | Samu | 同上 |
| 4 | 141 | Construction of Macoth Community Center, Macoth Village, Rowolon Section | Mambolo | 同上 |
| 5 | 177 | Construction of two seater toilets and one hand pomp water well, Foredugu Market in Foredugu Town | Buya Romende | ポートルコ |
| 6 | 201 | Construction of DEC Primary school in Katick Village | Masunera | 同上 |

出所：CDCD プロジェクト

村落開発ハンドブック開発のため抽出した MWP の教訓の例は以下のとおり。

- ・事業実施においては、関係セクターの県事務所を巻き込み、円滑な事業運営や持続性を担保することが重要である。
- ・技術的な基準に基づいた能力や過去の実績をもとに作成された業者リストを用い、透明性、説明責任の果たすことができる適切な施工業者を選定することが重要である。
- ・WC、村落開発委員会、ユーザーグループ、ならびに施行業者は契約内容、設計、見積書 (Bill of Quantity : BOQ) に関する情報を共有し、施工業者の業務範囲やコミュニティの住民に期待される役割や貢献 (日常的なモニタリングなど) に関し、理解することが重要である。

(2) 指標 1-2 : 2014 年 3 月までに県落開発ハンドブック (第 3 版) の最終ドラフトが承認される

2012 年 7 月、PDM が現行の第 3 版に改訂されたのち、プロジェクトは事業進捗にかんがみ県開発ハンドブックの第 2 版をプロジェクトが関与する最終版とした。本調査時において草稿は既に完成し、文法修正など最終化作業をプロジェクトにより実施中であり、2014 年 5 月末の大臣署名をもって完成予定である。

よって、指標 1-2 はほぼ達成された。カンビア県、ポートルコ県において改修されたフィーダ一道路は図 4-1 に示すとおり。



出所：CDCD プロジェクト

図 4-1 対象 2 県の改修されたフィーダー道路⁵

FRRP から県開発ハンドブック開発のため抽出された教訓の一部は以下のとおり。

- ・ 選考基準に基づいた優先順位づけのためのフィーダー道路のリスト化は、公正な対象道路の選定に有効である。
- ・ 関係機関の実施体制の構築、責任の明確化が重要である。
- ・ 日常的及び定期的な維持管理体制の明確化はコミュニティ、関係機関によるモニタリングを確固たるものとする。

⁵ 2010 年 9 月から 2014 年 6 月実施（予定含む）

プロジェクトはMWP、FRRPの実施から上述を例とした様々な教訓を引き出し、県・村落開発ハンドブックに取りまとめ、改訂を繰り返しつつ“CDCDモデル”⁶の開発を進めた。その過程において、プロジェクトは全国規模で県／村落開発フォーラムを3回実施し、カンビア、ポートルコ県議会以外の全国17地方議会関係者、シエラレオネ道路局（Sierra Leone Road Authority：SLRA）をはじめとした地域開発に関係の深い各セクター省及び県事務所、世界銀行（World Bank：WB）、国連開発計画（United Nations Development Programme：UNDP）等の他ドナーなど様々な関係者の意見も幅広く取り入れた。上記開発フォーラムは県／村落ハンドブック開発の中核を担うカンビア、ポートルコ県議会職員のオーナーシップを高め、かつハンドブックの質的向上、及び全国の地方議会関係者のための汎用性を高めるうえで大きな意義があった。

プロジェクトではその終了前に第4回県／村落開発フォーラムを開催し、プロジェクトとして最終版となる県／村落開発ハンドブック第2版を全国の地方議会及び関係機関へ配布する予定である。

アウトプット 2：カンビア県及びポートルコ県の県議会、チーフダム議会、ワード委員会の、より効果的かつ効率的な県・村落開発管理にかかる能力が向上する

(1) 指標 2-1：2014年10月までに研修受講者のX%がアクションプランを実行する

2009年の開始以降、プロジェクトではMLGRD、カンビア、ポートルコ県を中心とした県議会職員、WCメンバーに対し、様々な研修を実施してきた。（研修の詳細についてはANNEX 6を参照）

プロジェクトによる研修後のモニタリング対象としたカンビア、ポートルコ県議会職員61名の研修受講者のうち、56名がそれぞれ研修終了後にアクションプランを作成し、表4-5のとおり、全員が同プランを実行した⁷。よって、研修受講者の100%がアクションプランを実行したことにより、指標2-1は達成したといえる。

表4-5 アクションプランを実施した参加者の割合

| | アクションプランの存在 (アクションプランの数) | アクションプランの実施 (職員数) |
|----------|-----------------------------|----------------------|
| カンビア県議会 | 20* | 20 (100%) |
| ポートルコ県議会 | 36 | 36 (100%) |
| 合計 | 56 | 56 (100%) |

* 1名の参加者はアクションプランを作成しなかったが、研修で得た技術を活用した。

出所：CDCDプロジェクト

MWP、FRRPを実施するうえで明確化された各担当官の不足した知識や技術を補完的な内容の研修であったこと、アクションプランはMWPやFRRPにおいて実行することを想定していたことから、100%の研修参加者がプランを実行できたとのコメント⁸もあり、研修とMWP、FRRPが連動していたことがうかがえる。なお、本プロジェクトにおける「研修フォローアップ」の位置

6 CDCDモデルとは、「本プロジェクトにより構築してきた地域開発事業の運営手法」を指す。

7 「研修フォローアップ」専門家業務完了報告書（2013年12月）

8 ポートルコ県議会人材育成担当官聞き取り

づけ、活動内容、プロジェクト目標達成への効果に関しては後述「5-1-3(3)」のとおり。

(2) 指標 2-2 : 2014 年 10 月までに CLoGPAS の対象 2 県の順位が上がる

地方行政業績総合評価システム (Comprehensive Local Government Performance Assessment System : CLoGPAS) は、地方分権化を推進する WB、国際通貨基金 (International Monetary Fund : IMF、英国国際開発省 (Department for International Development : DfID、アジア開発銀行 (Asian Development Bank : ADB) 等のドナーの支援により、地方行政法 (Local Government Act 2004) の施行に伴い、地方行政組織を評価するフレームワークとして MLGRD において 2006 年より導入されたものである。CLOGPAS で用いる評価指標は、①Minimum Conditions (MC)、②行政評価 (Performance Measurement : PM) 及び③補足的なセクターごとの権限移譲、の 3 つの大きな柱 (Thematic Areas) によって構成されている⁹。

本プロジェクトでは2012年7月中間レビュー調査時点において県議会職員の能力向上を測る指標として CLoGPAS を用いる旨、第 4 回 JCC において合意され、PDM 第 3 版の指標 2-1 として設置された¹⁰。

本調査において、改めて CLoGPAS の内容を精査したところ、職員個人の能力向上を測る指標よりもむしろ、県議会の組織としての能力向上を測るうえで CLoGPAS はより有効であると確認された。よって、指標 2-1 からプロジェクト目標の定量指標の一つとしてカンビア県議会及びポートロコ県議会の順位を比較検討し、分析するものと合同評価チームにより判断された。

(3) 指標 2-3 : 県議会職員とワード委員会の業務向上における好事例

MWP 及び FRRP の実施を通じ、県議会職員及びワード委員会メンバーの以下の事例とした様々な能力向上が図られた。

1) 県議会職員

・計画能力 :

プロジェクト開始前のカンビア、ポートロコ県ではシエラレオネ国内の他県と同様、道路改修や各種の公的施設整備による潜在的受益者は改修対象候補となる道路や施設の選定プロセスに必ずしも参加することはできなかった。プロジェクトによるオンザジョブ・トレーニング (On-the-Job Training : OJT) を通じ、カンビア、ポートロコ県議会職員は開発計画をデータベースやニーズアセスメントに基づく地域住民のベーシック・ヒューマン・ニーズ (Basic Human Needs : BHN) や経済効果を考慮したうえで作成することができるようになった。

・契約・実施能力 :

県議会職員はこれまで以上に契約関連の書類を注意深く確認し、契約業務及び契約に基づく事業を実施することができるようになった。これにより、特に FRRP では事業期間が従来の平均 6 カ月間から 1.5 カ月間に短縮された。

・モニタリング能力 :

県議会職員は以前より頻繁に事業実施地を訪問するようになり、フィーダー道路や施設建設/改修の期間中、契約を順守しない施工業者が著しく減少した。また、県議会職員は頻繁に現場を

9 Comprehensive Local Government Performance Assessment System (CLOGPAS)-2011, Monitoring & Evaluation Unit, MLGRD

10 中間レビュー評価調査報告書 (2012 年 7 月)

訪問するだけでなく、訪問記録を県議会内で共有することで、施工業者の責任感が醸成され、業務の質向上につながった。

・維持管理能力：

プロジェクト開始前は、地域住民は改修された道路や施設の維持管理の必要性はおろか、維持管理の概念さえもっていなかった。プロジェクトはMWPを通じ建設・改修した施設の維持管理のための地域住民によるユーザーグループ形成を支援し、研修を実施、維持管理のための道具を提供した。今やユーザーグループは維持管理を行う主たる当事者であり、例えばコミュニティ菜園での作物栽培による収入を維持管理費に活かすといった活動も行うコミュニティも現れている。

FRRP に関しては、プロジェクトはコミュニティの住民主体の契約者（Community-Based Contractor：CBC）を住民から選出し、維持管理者として従事する仕組みを形成した。

こうしたMWP、FRRPの活動を通じ、カンビア県、ポートロコ県県議会職員はユーザーグループの形成、CBCへの技術的指導、住民の仕事のモニタリング、県議会への報告、評価等の業務を実践しつつ、住民とともに進める地域開発事業の運営方法を習得した。

2) ワード委員会（Ward Committee：WC）

2012年、WCはプロジェクトとともに初めて住民に対しニーズアセスメント調査を行い、WCメンバーにとって住民のニーズに基づく地域計画策定の能力を向上させるきっかけとなった。それ以降、WCは地域の情報収集や村落開発委員会（Village Development Committee：VDC¹¹）が提出した住民からの要望事項の取りまとめを行い、MWP対象案件の選定、施工時の住民参加の呼びかけなどに貢献してきた。WCは県議会とコミュニティをつなぐチャンネルとして、地域事業の計画、住民による施設維持管理活動の監督などの役割を県議会職員に代わり果たしている。

他方、日本人専門家からは2012年11月の総選挙のあと、WC委員が決まらないままWMPの工期を迎え、十分なOJTを行うことができなかった、とのコメントもあった¹²。

アウトプット3：県・村落開発モデルの全国普及システムが構築され、本省による関連法・ポリシーが改定される

(1) 指標 3-1：普及方法と頻度が決定する

2012年11月に実施した県／村落開発フォーラムにおいて、プロジェクトはMLGRD主導で実施される県／村落開発ハンドブックの活用に関するモニタリングや普及活動に関する大枠を確認した。また、同フォーラムにおいて、ハンドブックの改訂に関する大まかな日程が発表された。よって、指標 3-1は達成された。

(2) 指標 3-2：年間普及計画が策定される

MLGRDが主体となりハンドブックの普及計画が策定され、全地方議会により合意が図られた。右事項が第8回実施協議会（Steering Committee）及び第3回JCCにて報告され、指標 3-2は達成された。

¹¹ Village Development Committee（VDC）は、村落開発調整政策（Rural Development Coordination Policy）に記載された、地域開発のため住民により形成される組織。VDCは地域の開発事業のための要望を収集後、WCに提出し、住民による維持管理活動への住民の取りまとめを行うなどの役割を有すると規定されている。本プロジェクトでもMWP対象地域ではVDCを形成してきたが、日本人専門家の情報によれば他の地域では南部の一部地域を除き、VDCは形成されていない。

¹² 日本人専門家インタビュー

アウトプット3の「本省による関連法・ポリシーの改定」は特にプロジェクト前半においてプロジェクト活動を基にしたアドバイスが行われ、地方行政法改正案及び Chiefdom and Tribal Administration Policy 案が2011年に策定された。また、プロジェクトから提出したいくつかの提案は村落開発（調整）政策に採択された。両案は MLGRD から2012年に閣議に提出されたことからプロジェクトの直接的支援から離れているが、カンビア県地域開発能力向上プロジェクト（The Project for Capacity Development for Comprehensive District Development in the Northern Region of Sierra Leone : CDCD）モデルがほぼ構築された現状において、モデルの前提である同政策が閣議承認されていない点が懸念材料として残されている。

4-3 プロジェクト目標達成状況

プロジェクト目標：カンビア、ポートルココ両県において、県・村落開発にかかる県議会とワード委員会の体制と機能がより効率的・効果的に強化される

指標：プロジェクト終了までに、カンビア県とポートルココ県の県議会とワード委員会による県／村落開発事業が県／村落開発ハンドブックに示された体制と機能により行われる

カンビア、ポートルココ県においてどの程度、またどのように県村落開発にかかる行政サービスがなされたかを測るために、評価団は PDM に示された上記の定性指標と併せ、県議会の予算執行率やアウトプット2の指標として示されていた CLoGPAS の順位といった定量指標を用いることとした。

評価団は以下3点の指標に関する情報を収集、分析した結果、現状においてプロジェクトはその目標をおおむね達成した、と確認した。

(1) CLoGPAS の結果

2013年度の CLoGPAS 暫定結果¹³より、全19地方議会中、カンビア県、ポートルココ県双方の県議会の順位は、2011年度と比して以下のとおり上昇していることが判明した。

表4-6 CLoGPAS による順位比較

| 年度 | 2011 | 2013 |
|---------|------|------|
| カンビア県 | 5位 | 3位 |
| ポートルココ県 | 3位 | 2位 |

出所：CLoGPAS（2011）、MLGRD 副大臣のインタビュー（2013）

CLoGPAS におけるテーマ別の基準と各基準の中で示された指標のうち、7種類の業績評価（Performance Measurement：PM）指標の中でも特に4つの指標（透明性、計画システム、人材管理、調達課の機能）が比較的本プロジェクトと関連が深いと考えられる¹⁴。カンビア県、ポートルココ県議会におけるこれら指標の合計数の推移は以下のとおりであり、両県の業績評価が上昇し

¹³ CLoGPAS の結果は、各地方議会と MLGRD 間により締結される Performance Contract の実施状況が加味されて決定する。本調査時は2013年度 CLoGPAS は政府内において集計中で一般には非公開であったが、MLGRD のご配慮により報告書への掲載が可能となった。

¹⁴ CLoGPAS 2011 年度版

たと評価されている。

表 4-7 カンビア県、ポートルココ県議会における業績評価の点数比較

| 年度 | 2011 | 2013 |
|---------|------|------|
| カンビア県 | 48 | 62 |
| ポートルココ県 | 49 | 62 |

出所：CLOGPAS（2011）、MLGRD 副大臣のインタビュー（2013）

(2) カンビア県、ポートルココ県議会の予算執行率の変化

評価団はカンビア県、ポートルココ県議会の予算、執行額、執行率を 2008 年（プロジェクト前）と 2013 年度で比較したところ、以下の表 4-8 のとおり、両県議会とも執行率が上昇したことを確認した。このことから、両県とも予算執行面からの組織的な能力向上を見て取れる。

表 4-8 予算、執行額及び執行率の変化（ポートルココ県議会）

(000'レオン)

| | 2008 年度（ベースライン） | 2013 年度 |
|---------------|-----------------|---------|
| MLGRD からの予算額 | 3,991 | 13,717* |
| （うち、ドナーからの支援） | N/A | N/A |
| 執行額 | 3,371 | 12,132 |
| 執行率（%） | 84.5 | 88.4 |

* 予算額が大幅に伸びたのは予算費目の増加によるもの。

出所：ポートルココ県議会

表 4-9 予算、執行額及び執行率の変化（カンビア県議会）

(000'レオン)

| | 2008 年度（ベースライン） | 2013 年度 |
|---------------|-----------------|---------|
| MLGRD からの予算額 | 3,163 | 4,774 |
| （うち、ドナーからの支援） | (329.3) | N/A |
| 執行額 | 2,689 | 4,595 |
| 執行率（%） | 85.0 | 96.3 |

出所：カンビア県議会

中央政府からの予算額の内訳は表 4-10 で示すとおり、行政補助金、権限移譲補助金、地方開発補助金に分かれる。全体の予算額のうち、地方議会による開発プロジェクトの資金として交付される地方開発補助金は 2009 年、2013 年とも 10%前後、2010 年度から地方開発補助金の中の道路特定財源の廃止に伴い設立された、道路維持基金からの資金は 2013 年度のポートルココ県で 23%程度である。このことから、予算の執行率は高くとも、実際に開発予算に使用できる金額はプロジェクト開始前も現状でも著しく低いと推察される。

表 4-10 カンビア県、ポートルコ県の補助金の構成 (2009 年度)

| 項目 | 予算額 | | | | |
|-------------|---------|-------|-------|-------|------|
| | (百万SLL) | | | | |
| | カンビア | | ポートルコ | | |
| | | (%) | | (%) | |
| 行政補助金 | 304 | 7.8 | 418.0 | 6.5 | |
| | ワード委員会 | | | | |
| 権限移譲 補助金 | 保健 | 1,012 | 26.1 | 2,129 | 33.3 |
| | 教育 | 1,486 | 38.3 | 2,440 | 38.2 |
| | 農業 | 514 | 13.3 | 679 | 10.6 |
| | 廃棄物管理 | 57 | 1.5 | 88 | 1.4 |
| | 地方給水 | 78 | 2.0 | 91 | 1.4 |
| | その他 | 59 | 1.5 | 85 | 1.3 |
| | 小計 | 3,205 | 82.6 | 5,512 | 86.3 |
| 地方開発補助金 | 369 | 9.5 | 458 | 7.2 | |
| 道路維持基金 | | | | | |
| DSDP/RCHP | | | | | |
| 合計 | 3,878 | 100.0 | 6,388 | 100.0 | |

出所：CDCD プロジェクトによる取りまとめ

表 4-11 カンビア県、ポートルコ県の補助金の構成 (2013 年度)

| 項目 | 予算額 | | | | |
|-------------|---------|----------|--------|----------|----|
| | (百万SLL) | | | | |
| | カンビア | | ポートルコ | | |
| | | (%) | | (%) | |
| 行政補助金 | 447.3 | 5 | 480.3 | 3 | |
| | ワード委員会 | - | - | | |
| 権限移譲 補助金 | 保健 | 1,708.70 | | 3,028.90 | |
| | 教育 | 443.1 | | 2,416 | |
| | 農業 | 1,020 | | 1,351.80 | |
| | 地方給水 | 72.7 | | 291.2 | |
| | 社会福祉 | 193.5 | | 100.8 | |
| | その他 | 251.1 | | 235.3 | |
| | 小計 | 3,205 | 37 | 7,904.80 | 50 |
| 地方開発補助金 | - | | 1,671 | 11 | |
| 道路維持基金 | - | | 3,612 | 23 | |
| DSDP/RCHP | 3,952 | 46 | 1,879 | 12 | |
| 合計 | 8,550 | | 15,889 | | |

出所：CDCD プロジェクトによる取りまとめ

(3) 県議会職員的能力向上と課題

プロジェクト目標の定性指標として示された「カンビア県とポートルコ県の県議会とワード委員会による県/村落開発事業が、県/村落開発ハンドブックに示された体制と機能により行われた」事例は以下のとおり。全体としては能力向上は図られたものの、一部の職員には改善の余地も残されている。

1) 目標達成状況

- ・ハンドブックで示された事業プロセスに基づき、県議会職員は WC が取りまとめた事業の優先順位を考慮に入れた年間開発計画を策定している。

- ・ 県議会職員は施工業者リストを作成し、適切な業者選定を行うようになった。こうした選定プロセスにより施工期間を大幅に短縮し県議会職員の業務の効率化に役立っている。
- ・ 県議会職員は住民のニーズに基づく道路の選定基準と経済効果に基づく選定基準を分けて設定したうえで改修対象道路の選定を行うようになった。こうしたきめ細かな選定は県開発ハンドブックに記載されているものである。
- ・ 県開発ハンドブックに示されたとおり、県議会職員は関係セクターの県事務所（SLRA 等）と月例会議を開催し、情報共有を図っている。
- ・ 村落／県ハンドブックにおいて示された関係者間の繋がり（県議会職員－県議会、県議会－WC、WC－セクションチーフ／パラマウントチーフ¹⁵など）の強化がプロジェクト開始以前よりも顕著に図られた。

2) 課題

- ・ プロジェクトは県議会による開発事業を計画から維持管理まで支援し、地域開発モデルの構築につなげてきたが、県議会職員の一部には計画策定や施工業者との契約業務において改善の余地が見られる。
- ・ 現場視察や会議記録、情報共有といった基本的な業務がまだまだ十分に行うことができない職員も一部にみられる¹⁶。
- ・ 県議会職員の多くはプロジェクトで開発してきた CDCD モデル（県／村落開発ハンドブック）の内容を理解し、日常業務に活かしている。他方、現場でなんらかの問題や困難が生じた際、自らで解決方法を見出し行動するための経験が不足している。

4-4 上位目標達成の見込み

上位目標：シエラレオネ全県において、県・村落開発にかかる体制と機能がより効率的・効果的に強化される

指標：プロジェクト終了から3年程度後までに、全国の県議会とワード委員会による県／村落開発事業が県／村落開発ハンドブックに示された体制と機能により行われる

(1) 上位目標の達成見込み

MLGRD は下記で示すとおり、プロジェクトで開発した県／村落開発モデル（ハンドブック）をプロジェクトの支援を受けつつも主体的に普及させるべく以下の活動を実施している。このことから、上位目標の指標はある程度達成されると見込まれている。

- ・ 2012年5月の第2回全国開発フォーラムにおいて県／村落開発ハンドブック（第1版）が全地方議会に配布された。この機会が CDCD モデルの全国普及の第一歩となった。
- ・ MLGRD は2013年7月にカンビア、ポートルコ県を除くシエラレオネ北部地域、2013年8月に北部以外の地域において、県／村落開発ハンドブックの改訂・使用に関する調査を実施した。同調査結果によると北部地域とそれ以外の地域でハンドブックの理解、使用に関し差異があること

¹⁵ パラマウントチーフは伝統的な地域区分であるチーフダム（Chiefdom）の長。ワード（Ward）は地方自治行政における最少単位であり、チーフダムの中に複数存在する。

¹⁶ 県議会職員の異動は頻繁に行われている。担当官として配置されてから1年に満たない県職員もおり、プロジェクト活動に十分参加した職員ばかりではないことも、各自の能力が十分向上していない理由の1つとして挙げられる。

が判明した。北部地域では既にプロジェクトの研修などの活動に参加し、ハンドブックを活用した事業運営の経験のある県議会職員もいる反面、北部地域以外ではそうした経験をもつ職員がいないことも影響していると推察されている。また、予算措置に関するプロセスがハンドブックには記載されていない、とのコメントも調査結果から得られている。

- ・第3回県／村落開発フォーラム（2013年11月）ではプロジェクトはハンドブックの改訂ポイントを全地方議会及び関係機関に提示し、普及にかかる組織体制を構築した。
- ・MLGRDはANNEX7に示した普及、モニタリング戦略及び日程（図4-2）を作成し、これに基づき全国規模で関連活動を開始している。

図4-2 県／村落開発ハンドブック普及スケジュール

| Activities | 2013 | | 2014 | | | | | | | | | | 2015 |
|---|----------|----------|---------|----------|-------|-------|-----|------|------|--------|-----------|---------|------|
| | November | December | January | February | March | April | May | June | July | August | September | October | |
| Institutional arrangement | | | | | | | | | | | | | |
| Pilot Plan development | | | | | | | | | | | | | |
| Districts selection | | | | | | | | | | | | | |
| 1st monitoring of Dissemination activities | | | | | | | | | | | | | |
| Technical support by PLDC, KDC | | | | | | | | | | | | | |
| Training/workshop by MLGRD | | | | | | | | | | | | | |
| 2nd monitoring of Dissemination activities | | | | | | | | | | | | | |
| 3rd monitoring of Dissemination activities | | | | | | | | | | | | | |
| Full-scale plan development | | | | | | | | | | | | | |
| Seminar for Handbook dissemination by MLGRD | | | | | | | | | | | | | |

出所：MLGRD

他の地方議会による特徴的なハンドブック活用例として、マケニ市が実施した「市長と語ろう」がある。マケニ市は市長と住民代表が直接対話する機会を設け、同市の開発計画に役立てている。こうした取り組みは、県／村落開発ハンドブックに紹介されていた「住民のニーズを掴み、地域の開発計画策定に活かす」事業計画のプロセスを応用し実施されたものである。

上記活動に加え、本調査では、MLGRDはハンドブックの効果的な普及に向けて、予算及び具体的な部署と人員を明確化し、他ドナーとの協働内容を示した中期目標（3カ年程度）を作成する必要もあると本調査において関係者間で認識が共有された。

(2) 上位目標達成のための外部条件

現行 PDM には、上位目標達成のための外部条件として法・政策面、予算面の維持に関する2点が挙げられている。

- 1) シエラレオネ政府は今後も地方分権化政策を維持していくと見込まれている一方で、地方自治法（2004）の改正法案は閣議及び議会の承認は得られておらず、また村落開発調整政策もいまだ MLGRD 内再検討中¹⁷で、閣議承認は本調査時においてなされていない。関連法・政策的支

¹⁷ MLGRDによれば、本政策案ではパラマウントチーフがWC議長と定められ、現在のWC議長職を担う議員（Councilor）からの反発があり省内での調整が長引いている、とのこと。

援が得られない状況が続けば、将来、全国規模での県／村落ハンドブックの円滑な普及の阻害要因となりえると危惧されている。

- 2) 予算に関しては、本来、地域開発事業に必要な予算は各県議会へ毎年配布されて然るべきである。また、プロジェクトで構築した地方開発事業運営の手法は広範なニーズアセスメントや頻繁なモニタリングなど、県議会にとって一層の人材、資金を必要とする。前述（4-3（2））で示したとおり、シエラレオネ政府予算が限られている状況において、そうした現場のニーズに基づく丁寧な事業運営の手法をプロジェクト終了後も他地域の地方議会に普及し、効果・効率的に地域開発事業を実施するためには、地方議会向けの政府からの補助金はもとより、自己歳入の改善、他ドナーからの支援が更に必要であると見られている。

4-5 実施プロセス

4-5-1 意思決定とモニタリングのメカニズム

プロジェクトの最高意思決定機関である JCC はプロジェクト・ディレクターである副大臣を議長にこれまでに4回開催され、プロジェクトの活動進捗及びアウトプット達成状況と次期活動計画内容の確認・承認等の機能を担ってきた。また、本調査の報告が第5回 JCC 会合（2014年5月16日）でなされ、ミニッツに署名がなされた。

4-5-2 実施運営委員会（Steering Committee：SC）

県議会議長を議長とする SC はこれまで8回開催され、プロジェクト活動の詳細な進捗が確認、承認されてきた。第9回 SC は2014年5月8日に実施され、日本人専門家や県議会職員の活動報告、ハンドブックの改訂、普及計画や関連活動の進捗報告がなされた。

4-5-3 運営指導調査

JICA ではこれまで2回の運営指導調査を行い、プロジェクトのモニタリングや事業運営に関し提言・指導を行ってきた。

1回目：2011年5月、運営指導調査結果を受け、①PDMの変更、②MWP及びFRRPのコンセプトに関する合意、③ハンドブックのコンセプトに関する合意、の3点が了承された。

2回目：2014年4月にMLGRDとJICA間でハンドブックの普及計画を策定すること、②技術的な評価のための準備を進めることの2点について同意した。

4-5-4 プロジェクト関係者間のコミュニケーション

評価団は日本人専門家、MLGRD内のプロジェクトディレクター、マネージャー、対象2県の県議会職員、WCメンバーなど関係者間のコミュニケーションは全体として取れていたことを確認した。一方、プロジェクトの体制としてチームリーダーが首都、各分野専門家が地方宿舎に滞在していたことからカンビア、ポートロコ県議会のC/Pとチームリーダー間で緊密なコミュニケーションがとれていたとは必ずしも言い難い。

4-5-5 「研修フォローアップ」活動について

プロジェクトの前半は各種研修が実施され、後半では①研修効果発現状況が把握と整理、②フォローアップ体制強化、③研修成果の定着と改善のための「研修フォローアップ」専門家が派遣され

た。同専門家はモニタリングを対象とする研修を選定し（8種類）、研修毎にその成果を調査した。また、本プロジェクトで導入した研修受講者によるアクションプラン作成は県議会職員にとって未知のものであったことから、主席行政官（Chief Administrator：CA）、副主席行政官（Deputy Chief Administrator：DCA）、ユニット責任者、人事官（Human Resource Officer：HRO）がプロジェクト後も指導できるよう、「アクションプラン作成ガイドライン」が専門家を主体に作成された。

さらに、研修受講者によるアクションプランの実践をモニタリングする中で、適切にアクションプランが実行に移されているか評価する手段と指標の設定や業績評価も HRO 向け OJT として行われ、研修フォローアップの徹底が図られた。

これら活動の結果、HRO は研修計画から実施、モニタリング、業績評価までが自身の業務であると自覚し、2013 年 11 月の県／村落開発フォーラムでも活動に関する発表を行った。また、本調査においてもカンビア、ポートロコ県議会 HRO はアクションプランのモニタリングを徹底させたことが 100%の実施率につながったこと、研修履歴を作成更新するようになったこと、研修ニーズアセスメントを踏まえたうえで研修計画を策定するようになったことなど、HRO 自身の能力向上への貢献が報告されている¹⁸。他方、研修フォローアップに関する活動が MWP、FRRP の計画から維持管理に至るまでの県議会職員の能力向上にどのように貢献したか、またハンドブックの改訂と研修フォローアップ活動との関連を具体的に把握することはできず、アウトプット達成への貢献が具体的になされたとは言い難い。また、インタビューの結果、アクションプラン作成ガイドラインや評価用フォーマットが HRO に定着したとは考えにくく、研修フォローアップ活動の持続性も限定的であると言わざるを得ない。

4-6 中間レビュー調査時の提言への対応

2012 年 7 月に実施された中間レビュー調査の結果、協力期間後半のプロジェクト活動の円滑な実施に向け、技術的側面及び運営管理に関する 12 事項の提言や留意点が提示された。評価団はプロジェクトがそれらの提言や留意点に対応するために概ね取り組んできたことを確認した。また、こうした対応は県議会職員やワード委員会メンバーの能力向上、関係者間の連携強化に直接的に大きく寄与したといえる。他方、財務省等に対する MLGRD の対応は明確な回答を得られず、予算関連に関する提言を改めて行うこととなった。（各提言・留意点とプロジェクトの対応に関する詳細については、ANNEX 8 を参照）。

18 カンビア、ポートロコ県議会 HRO インタビュー

第5章 評価調査結果

5-1 評価5項目による評価結果

5-1-1 妥当性

以下の理由から、本プロジェクトの妥当性は「高い」と評価された。

(1) シエラレオネ政府の法律、政策との合致

プロジェクトの目標、デザイン、活動はシエラレオネの開発にかかる優先順位と整合性が高い。2012年のコロマ大統領の再選に伴い発表された繁栄のためのアジェンダ（Agenda For Prosperity : A4P、2013-2017）では、地方分権化を進めるうえでの地方行政におけるガバナンスの強化に重点が置かれている。またA4Pは地方の経済活性化も目指しているが、プロジェクトで推進してきたFRRPは地域の市場へのアクセス向上を果たし、政策との合致が見られる。また、当初より本プロジェクトの構成は地方自治法（2004）に規定された県議会、WCの機能、役割、CAの役割、チーフダムとの関係等に基づいており、地方自治の根幹である法律との整合性は高い。さらに、MWPは村落開発調整政策（Rural Development Coordination Policy : RDCP）で示した地方開発の方向性を現場で実証するものとしての位置づけである。特に、RDCPはVDCの役割を政策的に規定した唯一の政策文書であり、その法案確定及び承認が待たれている。

また、県／村落ハンドブックの改訂、普及活動はMLGRDと大統領間で締結される業務契約（Performance Contract）内に示された進捗表（Tracking Table）に含まれている。このことから本プロジェクトがMLGRDの活動の一部として扱われ、政策と合致しているといえる。

(2) 日本の開発援助政策との整合性

我が国の対シエラレオネ国別援助方針（2012）では、基本方針として開発の進展に向けた経済的基盤の形成に貢献するとし、なかでも人的基盤整備強化において、地方政府も含めた行政サービスの向上に資する能力強化支援を謳っている。また事業展開計画（2012）において本プロジェクトは行政能力向上プログラムの一環としての位置づけであり、中央政府と地方政府行政官の能力強化を通じた行政サービスの向上に取り組んでいる。

(3) 受益者ニーズとの整合性

プロジェクトの目標である「県議会とワード委員会による県／村落開発事業が県／村落開発ハンドブックに示された体制と機能により行われること」は、シエラレオネ社会の中央省レベルからコミュニティに至る各層のニーズに沿ったものである。

MLGRDは地方分権化政策を推進するうえで、住民を中心とした村落開発を強く希求してきた。MLGRDは地方行政法を制定し、RDCPを策定する一方で、プロジェクト以前はそうした法律や政策を県議会の管理のもと、現場で適用していく具体的な方策を持ち得ていなかった。開発事業の重複を避け、事業による便益を維持させるための開発モデルをMLGRDは必要とし、本プロジェクトは県議会及び地域の住民とともにそうしたモデルを構築してきたのである。かかる意味において、プロジェクトはMLGRDの開発ニーズに適合している。

県議会の使命は地域住民に対し清潔な水、保健ポストや学校の設置、フィーダー道路の整備等の行政サービスを提供するものである。プロジェクトはこうした行政サービス事業の計画か

らモニタリング・維持管理まで住民を巻き込んだ実証事業を基に CDCD モデルを構築した。同モデルは県議会にとって革新的でありつつも公正でかつ透明性や持続性を担保しており、対象 2 県議会のみならず全地方議会や地域住民から認められているのである。

プロジェクトから県議会職員に提供された各種研修は各職員の委任事項（Terms of Reference : TOR）に即したものであり、日常業務に必要な能力を向上させるために役立つ技術、知識であると感謝されている¹⁹。

住民の代表である WC は住民の声を取りまとめ県議会に伝える役目を担っている。プロジェクト開始後は、開発スピードが著しく加速し、住民の声が行政まで届くと実感しており、彼らの所属地域の人々のために望んでいたことである、とのコメントが聞かれた²⁰。

地域住民にとっては清潔な飲み水、改修されたフィーダー道路、学校、コミュニティセンターはすべて日常生活に最も欠かせないものである。プロジェクトは人々の願いが開発事業となるための体制を構築した。住民は単に受益者ではなく、改修された道路や施設の維持管理を行う主体者となった。こうした取り組みは地域にとって革新的なものであるが対象地域の住民からは高く評価されている。

(4) プロジェクト・デザインの適切性

本プロジェクトは 2 つの県議会における地域開発事業の改善を目標としつつ、将来的な成果普及を念頭に、アウトプット 1 で普及すべきモデルを開発し、アウトプット 2 でパイロットかつ普及における中心となり得る 2 つの県議会職員を育成し、普及の準備が整うことをアウトプット 3 の目標としている。全アウトプットの達成をもってプロジェクト目標を達成する通常の PDM の論理構成とは異なるが、モデルの全国普及を当初から目指す本プロジェクトの構成により各アウトプットの活動は相互に関連し、またプロジェクト終了後の持続性を強く意識した本プロジェクトのアプローチは現在でも妥当であると考えられる。

5-1-2 有効性

以下の要素から、本プロジェクトの目標はおおむね達成されたと判断されることから、有効性は「高い」と評価された。

(1) プロジェクト目標達成の見込み

プロジェクト目標は「カンビア県、ポートルコ県県議会とワード委員会による県／村落開発事業が、県／村落開発ハンドブックに示された体制と機能により行われること」であり、前述「4-3」のとおり、本調査時点においてほぼ達成されたと評価団により判断された。それと同時に、一部の県議会職員や WC に基礎的な業務推進、問題解決能力等、課題も残されている。

(2) プロジェクト目標達成に対する成果の貢献度

アウトプット 1 と 2 達成のための活動を通じ、プロジェクトは開発モデルを構築し県議会職員の能力向上を図ってきた。アウトプット 3 はプロジェクト目標達成よりもむしろ、上位目標達成のための準備として設置され、MLGRD が主体となって進めているものである。同時に、

19 県議会職員へのインタビュー

20 カンビア、ポートルコ両県の対象 WC の議長へのインタビュー

県／村落開発フォーラムの開催を通じ MLGRD、カンビア、ポートルコ県議会職員の手ドブックに対するオーナーシップは高まり、各職場における手ドブック活用を推進するうえでも効果的であったといえる。

(3) プロジェクトの有効性に対する貢献要因

- ・地方分権化のプロセスの一環として、かつ MLGRD の開発政策の実現に向け MLGRD が強いオーナーシップとリーダーシップを発揮した。
- ・県／村落開発手ドブックの改訂を通じ、MLGRD と県議会が地方の状況を共有し、コミュニケーションが強化された。MLGRD からの支援を受けたことで県議会職員は現場において自信をもって手ドブックの開発及び同手ドブックに示されたとおりの事業運営を進めることができている。
- ・県議会と関係セクター事務所、特にフィーダー道路改修における県議会と SLRA 県事務所の技官との連携体制が強化され技術的支援を県議会職員が受けやすくなった。
- ・地域の伝統的な関係者（パラマンウトチーフなど）からの支援は住民の動員を図る際に大きく貢献した。

(4) プロジェクトの有効性に対する阻害要因

- ・計画時から他ドナーとの連携は考慮されており、会議への招待や日常的な情報交換を通して理解促進をはかってきた。しかし、他ドナーは各自の地域開発事業の実施に関するそれぞれのモダリティを保有しており、現状においては本プロジェクトで構築した CDCD モデルを強要することはできない。本プロジェクト以外の通常の開発事業においては、県議会職員は活用しているとの声が大半であるものの法的な強制力をもった必須の手法ではなく、活用には限界がある。
- ・県職員の異動が頻繁に起きており、プロジェクトの実施期間をフルに活用し組織的な能力向上を測るのは困難な状況である。

5-1-3 効率性

以下の理由から、本プロジェクトの効率性は「やや低い」と判断された。特に、以下(2)で示した資機材の盗難が大きく評価結果に影響を及ぼした。

(1) 専門家の投入

日本人専門家の投入については、派遣時期、専門分野ともにおおむね適切であり、プロジェクト期間中、その活動において十分に専門性が発揮された。他方、調達や入札作成時の設計・積算の短期専門家の投入があれば、より正確な技術移転ができたのではとの指摘も一部専門家からなされた²¹。

(2) 資機材の投入

PC、車両、事務機器、機材類等、プロジェクトから県議会、WCへ資機材が予定通り供与さ

21 日本人専門家への質問票回答

れ、おおむね適切に使われている。なかでもカンビア、ポートルコ県議会に供与されたクレーン付きトラックは雨期の工事の効率化を図るうえで大きな役割を果たしている。また、トラックを外部へ貸し出すことで維持費を捻出しようとして試みている両県議会の努力も見られた。FRRPでの改修工事は他ドナーの類似事業（WB 支援による Rural & Private Sector Development Project, 2008-2015 など）と比較すると低価格であり、プロジェクトが開発した手法は価格面からも効率的であるとのコメントも得た²²。

一方、本調査期間中に、一部の県議会において日本側が供与したバイク、ハードディスクなどの資機材が盗難に遭いまだ戻っていないとの報告を受けた（供与機材リストの使用状況詳細は ANNEX 5 参照）。資機材の管理が適切になされなかったことが原因とされている。

(3) 研 修

ANNEX 6 で示したとおり、プロジェクトは様々な研修を MLGRD 職員、県議会職員、WC メンバーに対して実施してきた²³。また研修にはパイロットプロジェクト、MWP、FRRP を通じた OJT も含まれており、総勢 177 名が研修に参加した。研修カリキュラムは各分野の県議会職員の TOR に沿って組まれており、研修受講者は全員研修終了後に作成したアクションプランを実行した。一方で、かかる研修活動は行われたものの、研修後のフォローアップ活動が MWP、FRRP の質の向上、ハンドブックへの教訓の反映、普及への貢献の観点から明確な効果を測ることは困難であった。

(4) シェラレオネ側投入

MLGRD 本省及び各県の県議会からの C/P は計画通りに配置され、異動があった際は速やかに新しい職員の配置がなされた。また今後異動がなされても電話などで柔軟に新人のハンドブック利用に対応できるとのコメントが大半であった。

他方、一部署に一担当しか配置されておらず、他ドナーによる研修やワークショップに参加するため不在となり本プロジェクトとの調整が困難となる状況も散見された。

(5) 外部条件

2012 年の総選挙の結果、プロジェクト対象地域の大半の WC 議長は新しい議員（Councilor）に交代した。プロジェクトは新人議員に対し再び関係性を構築しプロジェクトの理解を促進する必要があったが、想定範囲内であり、プロジェクトの円滑な実施に対して影響は大きくなかった。一方で WC メンバーの OJT を通じた能力向上には影響を及ぼした、とのコメントも確認された。

5-1-4 インパクト

本プロジェクトの県／村落ハンドブック開発のための活動として実施された MWP、FRRP の結果生じた様々な住民の生活への影響をプロジェクト全体からプロジェクト外部へのインパクトとして測るべきか評価団で検討した。結果として、様々なプラスのインパクトは本プロジェクトによ

22 県議会職員へのインタビュー

23 県議会における研修体制は人事官（HRO）が年間計画を作成し、主席行政官（CA）の判断のもと、対象職員を研修に派遣する。研修受講者はアクションプランを事前に作成し、研修終了後 HRO が報告書を基に研修履歴を更新する。

り構築してきた地域開発事業の運営手法(CDCDモデル)の有効性を証明する事象であるとともに、インパクトとしても捉えると判断された。他方、本プロジェクトの本来の目的は県議会職員、WC職員の能力向上であり、建物建設やフィーダー道路改修事業ではないことから、数々のプラスのインパクトが確認されても、評価結果に加点するには至らない、との判断も同時になされた。

上記判断及び以下の理由から、本プロジェクトのインパクトは「中程度」と判断された。

(1) 上位目標の達成見込み

プロジェクトの上位目標は「全国の県議会とワード委員会による県／村落開発事業が、県／村落開発ハンドブックに示された体制と機能により行われる」ことである。前章で論じたとおり、MLGRDはハンドブックの普及システムを主体的に構築し、他の地方議会によるハンドブック活用に関しモニタリング調査を既に開始している。また、2013年11月の第3回県／村落開発フォーラムでハンドブックの改訂に全地方議会、関係セクター省及び県事務所、他ドナーを巻き込んだことは特筆すべきである。本調査期間中もプロジェクトとLocal Economic Development Programme (UNDP)やDecentralization Secretariat (DecSec)によるDecentralization Service Delivery Programme (DSDP、WB支援)フェーズ2との連携が確認された。

一方で、MLGRDには普及活動を担う部署、人員やその具体的な役割や責任範囲を明確化することが望まれる。また、普及・改訂活動を確実に実施しつつ、ハンドブックを全国統一版としていくのかモデルの確立に関する方向性を見出し、予算面の確保がなされる必要もある。

(2) 上位目標達成見込み以外のポジティブ・インパクト

プロジェクトによるFRRPのインパクト調査、本終了時調査にて得られたインパクト関連情報は以下のとおり。

1) フィーダー道路改修事業のインパクト

プロジェクトではFRRPに関するインパクト調査を実施した結果、表5-1のとおり交通、マーケット、学校、医療機関等様々なインパクトが現れている。

表5-1 フィーダー道路改修による対象地域におけるインパクト(例)

| 項目 | プロジェクト開始前 | プロジェクト開始後 |
|------------------------|----------------|----------------|
| 交通手段(%) ^{*1} | 徒歩(60)、バイク(30) | バイク(69)、徒歩(20) |
| 移動時間(分) | 53 | 21 |
| 交通費(レオン) ^{*2} | 25,000 | 4,000 |
| 商品購入頻度(頻度、日数) | 21 | 12 |
| 児童数(人) | 183 | 245 |
| 薬の入手度合(毎日、%) | 0 | 91 |

*1: パーセントや数値はカンビア、ポートロコ県の対象地での調査から得られた数値の平均値である。

*2: 終了時評価調査での聞き取り。

出所: CDCDプロジェクトによる取りまとめ。

2) FRRPによる外部組織へのインパクト

プロジェクトによる維持管理に関するOJTの結果、2013年カンビア、ポートロコ両県議会

は住民によるフィーダー道路の維持管理を支援する国連世界食糧計画（World Food Programme：WFP）支援の Food for Work プログラムに申請した。週 2 回の維持間活動など住民の積極的な姿勢が WFP の評価につながり、申請が受理された²⁴。また、道路維持管理基金（Road Maintenance Fund Administration：RMFA）²⁵もカンビア、ポートロコ両県議会から提出された申請書の内容が適切であったことから、申請額の 100%²⁶を承認した。

シエラレオネでは道路の 80%がフィーダー道路であり、県議会が適切に維持管理できればほぼ全土の道路が整備されるに等しい²⁷。また、本プロジェクトで導入した効率性の高いフィーダー道路の改修事業の計画から維持管理にかかる手法が各地方議会に定着すれば、開発事業費の支出抑制効果に繋がると期待されている²⁸。

3) MWP のインパクト

教育省はプロジェクトで建設した小学校を正規の「学校」と承認し、机や椅子の供与、教師の派遣とともに、補助金を 1 児童当たり 5,000 レオンを補助することとなった。また地域に新たに学校ができたことで、これまでは遠くの学校に通っていた女子児童が近所の学校に通学できるようになり、安全が確保された。

保健所の建設により、保健省は薬や助産婦の配置を行うようになった。プロジェクトはまた、保健所のそばに保健員用の宿舎を建設したことで常駐が可能となり、夜間の急患にも対応が可能となった。

コミュニティの人々にとって集会所は社交の場であり会議や結婚式を行う場である。こうした場所ができたことで地域の人々が気軽に集える場所が生まれた。ユーザーグループは維持管理を自らできるようになるため使用料を徴収するなど工夫している。

プロジェクトで設置した井戸から出る飲み水はこれまでの川の水と違い清潔である。手押しポンプの設置以来、下痢などの子供の病気が減り、住民の健康が確保されている。住民は自らの資金で井戸の周りに壁を設置し、清掃を丁寧に行い、水質を保つ努力を払っている。

4) 課題別研修のインパクト

本プロジェクトの C/P で、カンビア県議会・開発計画担当者が課題別研修「地域開発計画管理」に参加し、包括的かつ実施可能性を重視した地域開発計画立案・実施管理の手法を学び、恒常的に不足している地域開発財源確保を目的とした固定資産税徴収のための台帳作成（Cadasters System）調査のアクションプランを作成した。同アクションプランは JICA シエラレオネフィールド事務所のフォローアップ事業として採択された。

さらに、カンビア県議会からもアクションプラン実施用の予算が捻出され、また UNDP からも機材支援を受けることが財務省との協議の中でも合意された。この調査により同県議会による税収の伸びが期待されている。

(3) ネガティブインパクト

FRRP のネガティブインパクトとして道路状況が改善したことで車両のスピードが上がり、

24 WFP、県議会職員インタビュー

25 RFM は様々な国で実施されているが、シエラレオネでは The Road Maintenance Fund Administration Act (2010) に基づくフィーダー道路の維持管理に対する資金供与システムとして確立された。その後、National Rural Feeder Road Policy(2011) に基づき、村落のフィーダー道路の維持管理を管轄する地方議会に対し資金を提供している。

26 カンビア県：361,055,400 レオン、ポートロコ県：600,000,000 レオン（ともに 2013 年度）

27 SLRA 県事務所エンジニアのコメント

28 県議会職員のコメント

動物がひかれて事故を起こす、若者が職を求めて町へ流出するといった点がインパクト調査にて報告されたが、本プロジェクト全体としての大きなネガティブインパクトは確認されなかった。

5-1-5 持続性

本プロジェクトの持続性は以下の理由から「やや低い」と判断された。

(1) 法律・政策面

MLGRD は A4P のもと、戦略計画ドラフト（2014-2016）において地方分権化政策を維持すると表明し、地域開発プロセスにおける住民やコミュニティのエンパワメントを目指している。同戦略計画では、全国地方議会におけるハンドブック活用とそのモニタリング、改訂に関する調整が MLGRD の果たす役割の 1 つとして挙げられており、本プロジェクトの政策的支援は明確になされている。また、本調査中に副大臣から得られた、将来的には CDCD モデルの政策化まで視野に入れているとの発言は、同省におけるハンドブックの将来的な位置づけの可能性を探るうえでも注目に値する。

地方行政法（2004）及び RDCP にプロジェクトは合致している一方で、双方とも改正案は閣議及び議会での承認を、RDCP は省内での再調整及び閣議承認を待つ状況が続いている。これら法案及び政策の承認の遅延が続くと、今後地方議会にプロジェクトで構築した地方開発に関するモデルを普及するうえで障害となり得ると危惧される。特に RDCP において VDC の役割や責任が明記されており、政策的裏づけが全国レベルでの普及を進めるうえで重要であると MLGRD、日本側双方の関係者で認識が共有されている。

(2) 組織・財政面

MLGRD は県／村落ハンドブック改訂委員会を設置し、カンビア、ポートルコ県議会以外の地方議会においてハンドブックの活用インパクト調査やモニタリングを実施している。同委員会は普及員会としてハンドブックの更なる普及のための推進母体となる²⁹。また、MLGRD は今後ハンドブックの活用していくうえでなんらかの問題を抱えた非対象県議会職員に対しては簡易研修を提供する予定でもある。こうした計画はあるが、MLGRD、カンビア、ポートルコ県議会ともに組織的に人材不足であることは否めない。

MLGRD の戦略計画ドラフト（2014-2016）に普及にかかる 2015 年度、2016 年度の予算は明記されていないが、MLGRD は 2014 年度の活動を基に、2015 年度にハンドブックの活用モニタリングや改訂ポイントの明確化を進めるため必要な予算を配分できるよう対応する予定である。

シエラレオネ政府からの開発事業向け予算はきわめて限られ³⁰、特に多くの資金を必要とするフィーダ道路の改修は SLRA の管轄でドナーのプロジェクトに頼っている。本プロジェクトで実施した活動のプロジェクト終了後に想定される予算源は表 5-2 のとおりおおむね分類で

29 MLGRD は将来的には県／村落開発ハンドブックの普及・活用を省内で担う部署は Department of Rural Development（村落開発局）であるが、同局の人材不足を解消することが先決との認識である。

30 予算書に記載された時期、金額どおりに県議会に予算が振り込まれない、振り込まれた予算を利用するにも CA 不在により許可が下りない、といった問題も県議会職員向けアンケートやインタビューで指摘されている。

きるが、県議会の財政状況を考慮すると、今後は県議会独自の収入³¹の向上が持続的な事業運営に最も重要であるといえる。

表 5-2 県議会におけるプロジェクト関連事業の予算源

| 項目 | 改修 | 維持管理 |
|------------|---------------------------------|---------------------------------|
| フィーダー道路 | SLRA を通じたドナープロジェクト（一部 GoSL もあり） | 県予算*：GoSL、独自収入 道路維持基金（申請ベース） |
| 井戸、学校 | 県予算：GoSL、DSDP | 県予算：GoSL、DSDP |
| 保健施設 | 県予算：RCHP | 県予算：RCHP、GoSL |
| コミュニティセンター | 県予算：GoSL | コミュニティの独自活動 |
| 職員研修 | 県予算 - GoSL | |

SLRA：Sierra Leone Road Authority シエラレオネ道路局

GoSL: Government of Sierra Leone シエラレオネ政府

DSDP：Decentralized Service Delivery Program-II（WB 融資による権限移譲補助金。利用できるセクターごとに用途が固定されている）

RCHP：Reproductive and Child Health Project-Phase 2（WB 等による保健関連セクター融資）

* 県予算を利用する場合は、年間計画に盛り込まれる必要がある。

出所：CDCD プロジェクトによる取りまとめ。

評価団はカンビア、ポートロコ県議会が 2013 年度に WFP の Food for Work や RMFA の道路維持管理基金に申請し、申請額が認められたことを確認した。また、2014 年には本邦研修に参加したカンビア県議会の C/P がアクションプランを作成し、固定資産運営システムを導入するに至った事例もある。しかし、多くの県議会にとって WFP は一度きりの資金給与であり、財政の課題は残されている。

(3) 技術面

FRRP や MWP を通じ導入を図った計画、調達・契約、施工、維持管理までの一連の技術の大半は県議会職員の TOR を果たすうえで有用かつ適切である。また施工業者、維持管理を行うユーザーグループ、CBC にとっても移転された維持管理技術は高度なものではなく、かつ安価であり現時点において十分受け入れられ活用されている。こうした各レベルの受益者は新しく習得した技術をプロジェクト終了後も活用する意思をもち、特に県議会職員は講師として他の地方議会職員への技術移転や、将来自らが異動になった場合でも後任者に引き継いでいく、と積極的な対応を表明している。

プロジェクトの終了後、県／村落ハンドブックの改訂を担う人材の確保・育成は今後の MLGRD の方針によるが、現時点で内容を理解していると考えられる KDC、PLDC 職員については、双方とも定期的レビューの必要性は認識し建設的な提言も行えるが、現場での教訓の抽出や分析能力、細かな文書編集作業能力が必要、との指摘もある³²。

31 地方議会の独自収入は全体歳入の 1%程度ともいわれる。

(Local Public Sector Country Profile: Sierra Leone - <http://www.localpublicsector.org/profiles/sle2011.htm>)

32 カンビア県地域開発能力向上プロジェクト（道路計画・設計／施工監理／維持管理 2、維持管理 1 / モニタリング）プログレスレポート和文(1) 2014 年 4 月

5-2 平和構築もしくは人間の安全保障の観点からの評価

シエラレオネは2002年の内戦終了後、復興支援期から開発期に移行しつつある国として捉えられてきた。本終了時評価調査では平和構築の観点からの本プロジェクトの貢献の有無、ある場合の具体的な内容に関する情報収集を試みた。結果的には、以前は内戦終了後ある程度安定はしていたが地域住民としての結束がなく、かつ県議会職員と住民との繋がりも薄かったが、プロジェクト介入後は住民のニーズが地域の開発事業につながることを実感させ、住民間の結束が強まったとの一部の県議会職員、WCからのコメントを得るにとどまった。

平和構築の観点よりもむしろ、BHNを満たす人間の安全保障の観点は評価を検討する際、若干の影響を及ぼした。比較的規模の大きな資機材の投入や本邦研修へ多数の関係者が参加した結果として主だった目に見えるプロジェクトの成果品は2冊のハンドブックである。これらを作成するためのMWPやFRRPがどれほど必要であったか、効率性に関する議論が評価団内でなされた。団内議論の結果、いまだに著しい貧困状態であるシエラレオネの地域の一部でもBHNが満たされ住民の結束が図られたこと、またハンドブック開発のプロセスが重要でありMWPやFRRPは教訓を抽出するうえで大きな役割を果たした点が評価され、効率性の大幅なマイナスには至らなかった。

なお、平和構築の観点での評価は本調査では十分行うことはできなかったが、2010年のJICA国レベル平和構築アセスメント³³の結果と現在の社会状況の比較、本プロジェクトが地方行政/地方分権化に与えた影響などに関する調査研究は、開発期に入りつつあるシエラレオネへの今後の支援のあり方を模索するうえで有益と考える。

33 国レベル平和構築アセスメント (PNA) 基礎資料「シエラレオネ国」(JICA アフリカ部/ガーナ事務所、公共政策部、2010年3月)

第6章 結 論

プロジェクトの妥当性は現在でも高く、その目標をおおむね達成していると評価団は確認し、予定通り本プロジェクトは終了することが適切との結論に至った。カンビア、ポートルコ両県の県議会職員の多くは、プロジェクトから支援を受けつつ自らが開発した県／村落開発ハンドブックに基づく地域開発事業運営を行う能力を向上させ、MLGRD からコミュニティレベルに至る縦の繋がり、及び県議会と各セクター事務所の横の繋がりが強化されてきた。プロジェクトはシエラレオネ社会にとって革新的かつ適応可能な地域開発の手法を開発し、カンビア、ポートルコ両県議会で既に本プロジェクトを超えた通常業務で活用されている。また、県／村落開発ハンドブック作成の過程では、MLGRD、カンビア、ポートルコ県議会のみならず、県／村落開発フォーラムを通じて他の 17 地方議会や他ドナーの貢献・協力がハンドブックの質や汎用性を高めるうえで貢献した。

それと同時に、評価団は MLGRD 及びカンビア、ポートルコ両県議会における予算面及び人材面での課題も確認した。結論として、プロジェクトが終了する 2014 年 10 月までに、なんらかの効果的な方策を取らない限り、全国レベルでの県／村落開発ハンドブックの普及・活用は難しいと言わざるを得ない。特に、予算を確保し、他ドナーとの連携を含むハンドブックの普及に関する詳細計画を策定することはきわめて重要である。MLGRD は既に効果的なモニタリング・普及活動を開始しているが、プロジェクトの効果を持続させるための更なる対応が今後とも必要であろう。

第7章 提言及び教訓

7-1 提言

- (1) MLGRDは予算配分に関する詳細な情報を盛り込んだ2017年までの普及計画を策定すべきである。また同計画には、担当部署や人員及びその役割も明記することが重要である。
- (2) MLGRD はハンドブックの将来的な活用方針について決定し他ドナーの類似／相違点を考慮しつつ、国家レベルで統一された実践的な地域開発方法を見出すべきである。
- (3) プロジェクトは UNDP や WB 等、他ドナーとの連携を深め、MLGRD がプロジェクトの便益を維持していくための支援を行うこと。
- (4) 県議会は歳入の改善に努めること。通常の中政府からの補助金のみならず、他ドナーからの資金についても積極的かつ戦略的にアクセスしていくこと。

7-2 教訓

- (1) 相手国のニーズ、動向に対する柔軟なプロジェクト計画
シエラレオネは世界最貧国の1つで紛争終結国であり社会基盤が劣悪な国である。こうした特殊性をもつ国に対しては本プロジェクトのように、道路工事をプロジェクト開始当初から入れる、対象地を同時に複数設置するなど、目に見える成果を早急に出すための対応が求められる。
本プロジェクト期間中に主要な法律や政策の見直し・策定期間が重なり、プロジェクトも政策レベルでの関与が可能となった。相手国政府の政策レベルの動向に機敏に対応し、政策と現場とつなぐ役割を果たした本プロジェクトの計画及び実施体制は他の案件でも活かすことが可能である。
- (2) 普及を意識した戦略的プロジェクト計画の策定と実施
本プロジェクトのように、プロジェクト実施中に終了後のハンドブック普及の準備のための活動を行うことで、より確実なものとしていくことができる。また、将来の普及を見据えたプロジェクト計画（PDM）を戦略的に策定することが重要。
プロジェクトは異動した C/P も巻き込んで異動先の地域におけるハンドブック活用に関する意見交換を行った。非対象地域との連携を深め、将来の普及人材をプロジェクト期間中に育成するうえでも有効な方法である。
本プロジェクトはモデル構築のための実証事業の実施にプロジェクト期間の大半を費やした。C/P 自身によるモデルの実効性や汎用性、人材、資金、及び時間的コスト面から検証できる期間をプロジェクトの後半に設けることもモデルの持続性を担保するための一案である。
- (3) 組織の向上を測る定量指標の検討
「地方行政組織の体制と機能を強化する」という抽象的なプロジェクト目標の指標、なかでも定量的指標を設定する場合は、十分かつ前広な議論が必要である。本プロジェクトでも中間レビュー時においてハンドブックを活用したうえで事業が行われる、との定性的指標を定めるにとど

まったものの、本終了時評価調査では定量的指標も改めて設置し、情報を収集、分析を試みることとなった。本プロジェクトのような組織の能力向上の達成度合を定量的な指標も併せて用いて評価する場合、主要 C/P、管轄する省と日本側関係者が指標や目標値の適切性を議論し、評価を始める前に入手可能な情報を整理しておくことが重要である。例えば、FRRP にかかる組織的能力の向上に関する考察³⁴が MWP においてもなされ、県議会職員全体の目指すべき能力と現状の到達レベルを示すことができれば、C/P 機関に対し更に具体的かつ建設的な提言ができたのではと考えられる。

(4) 各 C/P の到達すべき目標値の設定

本調査を通じ、日本人専門家間でプロジェクトの結果として到達されるべきと考える C/P の能力の幅があることが判明した。また、日本人専門家が期待する能力のレベルと C/P が自ら成長したと感じるレベルも明らかに異なっていた。インタビューを行った県議会職員は自らの能力向上を力強く表明した一方で、日本人専門家から見ればいまだ改善の余地が大きいとの回答であり、その認識の差は明らかである。内戦終結後 10 年以上年経過したものの、鉱物資源がなく海外から支援を得にくいカンビア、ポートロコ県において（カンビアでは JICA プロジェクトは既に開始されていたものの）能力がきわめて不十分であった県議会に対し、プロジェクトにより県議会職員それぞれのどのような能力をどこまで成長させることができるのか？といった議論は評価時のみならず、プロジェクト期間中に更に深くなされてもよかったのではと考えられる。

(5) 評価におけるプロジェクト内の実証事業の取扱い

本プロジェクトは活動の一環として、MWP や FRRP といった実証事業を C/P とともに実践し、その中から抽出した教訓を基にハンドブックを作成する構造となっている。このように実証事業をプロジェクトの中で行う場合、それら実証事業の結果として出る様々な事象をインパクトや事業の効率性などを評価的な視点から取扱うのか否かなど、対処方針会議等において事前に十分な議論と取り決めがなされることが望ましい。

34 プログレスレポート和文(1) 2014 年 4 月

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9. Evaluation Grid

1. 主要面談者リスト

| 主要面談者リスト | |
|-------------------------------|--|
| (1) 地方自治地域開発省 (MLGRD) | Hon. Hairu Ibrahim Kaloko, Deputy Minister |
| | Mr.K.O. Bah Permanent Secretary |
| | Mr. Emkay Hagra-Kamara Deputy Director, Department of Local Governance |
| | Mr. Christian F. Yajah, Senior Assistant Secretary |
| (2) カンビア県議会 | Mr.Almamy Benjamin Koroma, Chief Administrator |
| | Mr.Buakeiwa Kpewolo Kanneh, Deputy Chief Administrator |
| | Mr. Mohamad M.Mansaray, Development Planning Officer |
| | Mr. Abdurahman Bangura, Human Resource Officer |
| | Mr. Gibrilla Issa, Works Engineer |
| | Mr. Santigie Kargbo, Monitoring & Evaluation Officer |
| | Mr. Mark S.Bockarie, Environment & Social Officer |
| (3) ポートロコ県議会 | Mr. Ahmid Munir Fofanah, Chairman PLDC |
| | Mr. Alfred Nabie Samura Chief Administrator |
| | Ms. Aminata P. Koroma, Deputy Chief Administration |
| | Mr. Gibril Kalokoh, Human Resource Officer |
| | Mr. Hassan Y.Janara, Works Engineer |
| | Mr. Timmothy Amadu Kamara, Environment & Social Officer |
| | Mr. Sheiku A.M.Gibril, Rural Development Officer (MLGRD 出向) |
| | Mr.OsmanT.Sankoh, Assistant Procurement Officer |
| (4) ワード委員会 ポートロコ県 | Mr. Syinanus S.B.Councilor, Ward 180 |
| | Mr. Mohamued Tirey, Councilor, Ward 176 |
| | Mr. Osman M. Kamara, Councilor, Ward 201 |
| | Mr. Ishmael. S. Koroma, Councilor Ward 199 |
| | Mr. Abu B. Mantarey, Councilor, Ward 177 |
| (5) ワード委員会 カンビア県 | Mr.Foday Morray Bangura, Deputy Chairman, W130 |
| | Mr. Kamara Abu Sainie, Councilor, Ward 133 |
| | Mr. Yillah Nabieu Yayah, Councilor, Ward 134 |
| | Mr.Kamara Momoh, Councilor, Ward138 |
| | Mr.Kanu Alhaji Alieu, Councilor, Ward 139 |
| | Mr. Turay Ibrahim Sapato, Councilor, Ward 140 |
| (6) 対象地住民 ポートロコ県 (W176) | Mr.Abdul F.M.Kamara (CBC, VDC Chairman) |
| | Mr.Sorie Ibrahim Kamara |
| | Mr.Ymaru Sesay |
| | Mr.Jssa Kaba |
| | Mr Sento Koroma |
| | Mr.Pa Aje Kanu |

| | | |
|---|-------------------|---|
| | | Mr,Jsatu Kallon |
| | | Mr. Yamlorah Koroma |
| | | Mr Santige Fula Kanu |
| | | Mr.Osman Kanu |
| (7) 対象地住民 ポートルコ県 (W 199) | | Mr. Ibrahim Aliey Kanu (CBC) |
| | | Mr. Pa Roke Sesay, Town Chief |
| | | Mr. Usnisa Kanu, Mathaire Bana Village |
| | | Mr.Mohamed Kanu, Mamaligie Village |
| | | Mr. Sulloy Kamara, Roselloh Village, |
| | | Mr.Pa Abdulai Koroma, Court Chairman, Court #3, Malaligie Village |
| | | Mr.Samuel M. Koroma, Mamdigie Village, VDC Chairman |
| | | Mr.John K. Gangurs, Head Teacher, UMC Primary Scholl, Mamaligie Village |
| (8) 対象 地住民 カンビ ア県 (W130) | | Mr. Foday Morry Bangura ,Ward Councilor/Deputy Chairman |
| | <u>VDC</u> | 1. Pa. Morlai Kamara , Chairman/ Village Headman |
| | <u>Members:</u> | 2. Adikalie S. Kamara, Vice Chairman |
| | | 3. Fatu Sesay, Treasury |
| | | 4. Bureh Kamara, Secretary & VTF(Village Facilitator) |
| | | 5.Amara Juba Kamara, Member |
| | <u>User Group</u> | 1. Abu Kargbo, Chairman |
| | <u>Member:</u> | 2. Ibrahim Tito Kargbo, Vice Chairman |
| | | 3. Kabah Kargbo, Member |
| | | 4. Bureh Kamara, Secretary |
| | | 5. Maseray Kamara, Member |
| | | 6. Emah Kamara, Member |
| | | 7. Kadie Kamara, Member |
| | | 8.Fatu Tito Kargbo, Member |
| (9) マケニ議会 | | Mr. Victor Kalie Kamara , Chief Administrator, Makeni City Council |
| (10) セクター県事務所 | | Mr. Alfred Fohanah, Kambia District Council Engineer, SLRA |
| (11) WFP | | Mr. Musa Gamanga in charge of Livelihood Unit |
| | | Ms Terrisa, Livelihood Consultant |
| | | Ms. Sorre Banga, in charge of Makeni Branch Office |
| (12) Road Maintenance Fund Administration | | Mr. Abdul K.Kaloko, Chief Executive Officer |
| | | Mr.Richmond S. Sesay, Head of M&E |
| (13) UNDP | | Mr. Pious Bockarie Program Specialist UNDP |
| (14) プロジェクト専 門家 | | 肥後武プロジェクトリーダー |
| | | 池上聖専門家 (村落開発) |

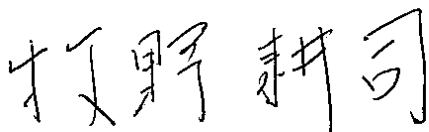
| | |
|-----------------------------------|------------------|
| | 宿谷数光専門家（フィーダー道路） |
| | 前川貴恵専門家（業務調整） |
| (15) JICA シェラレオ ネ・フィールド事務 所 | 長谷川所長 |
| | 佐野企画調査員 |

Minutes of Meetings
for the Terminal Evaluation
on
the Technical Cooperation Project for
Capacity Development for Comprehensive District Development
in the Northern Region of Sierra Leone
Between
Japan International Cooperation Agency
and
Ministry of Local Government and Rural Development
in the Republic of Sierra Leone

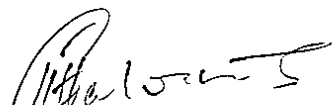
The Joint Terminal Evaluation Team (hereinafter referred to as “the Team”), organized by Japan International Cooperation Agency (hereinafter referred to as “JICA”), headed by Mr. Koji Makino, Chief Representative of JICA Ghana Office, and Mr. Hon. Hadiru Ibrahim Kaloko, Deputy Minister of the Ministry of Local Government and Rural Development, conducted the terminal evaluation of the “Technical Cooperation Project for Capacity Development for Comprehensive District Development in the Northern Region of Sierra Leone” (hereinafter referred to as “the Project” or “the CDCD Project”) between 30th April to 18th May 2014.

Through the discussions and field survey, the Team confirmed the results of evaluation as well as recommendations as described in the attached Joint Terminal Evaluation Report. The Team also reported the results of the evaluation in Joint Coordination Committee of the Project (hereinafter referred to as “JCC”).

Freetown, May 16, 2014



Mr. Koji Makino
Leader,
Terminal Evaluation Team
Japan International Cooperation Agency



Mr. Hon. Hadiru Ibrahim Kaloko
Deputy Minister
Ministry of Local Government and
Rural Development

Joint Terminal Evaluation Report

on

the Technical Cooperation Project

for Capacity Development for

Comprehensive District Development

in the Northern Region of Sierra Leone

Freetown, May 16, 2014



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List of Abbreviations

| | |
|--------------------|--|
| A4P | Agenda For Prosperity (2013-2017) |
| BHN | Basic Human Needs |
| BOQ | Bill of Quantity |
| CBC | Community Based Contractor |
| CDCD | Capacity Development for Comprehensive District Development in the Northern Region of Sierra Leone |
| CLoGPAS | Comprehensive Local Government Performance Assessment System |
| C/P(s) | Counterpart(s) |
| FRRP | Feeder Road Rehabilitation Project |
| (the) Handbooks | The District Development Handbook and The Rural Development Handbook |
| JCC | Joint Coordination Committee |
| JICA | Japan International Cooperation Agency |
| KDC | Kambia District Council |
| LGA | Local Government Act 2004 |
| MDAs | Ministries, Department and Agencies |
| MLGRD | Ministry of Local Government and Rural Development |
| M/M | Minutes of Meetings |
| MWP | Model Ward Project(s) |
| OJT | On the Job Training |
| PDM | Project Design Matrix |
| PLDC | Port Loko District Council |
| PO | Plan of Operations |
| PM | Performance Measurement |
| R/D | Record of Discussions |
| RDPC | Rural Development Coordination Policy |
| SLRA | Sierra Leone Roads Authority |
| TOR | Terms of Reference |
| TOT | Trainings of Trainers |
| WC | Ward Committee(s) |

Currency Equivalentents (as of May 2014)

Currency Unit Leone (SLL)

1 SLL = 0.0241 JYN

1 JYN = 41.42 SLL

1 USD = 102 JYN

Government Fiscal Year in Sierra Leone

January 1 – December 31



Chapter 1. Outline of the CDCD Project

1-1 Background of the Project

Since the peace agreement was made in 2002, Sierra Leone gradually and steadily has been moving forwards to consolidate a foundation for development through a period of humanitarian aid, a transitional period to consolidate peace, then, to a development period.

JICA has resumed technical assistance to Sierra Leone since 2006 after the peace agreement was made. At the beginning of the recommencement, JICA focused on bringing a quick and a visible impact to target areas or partners on the assumption that Sierra Leone was still in a transitional period to take it into more consideration to show visible and quick impact into this country as an allotment of peace.

Afterwards, in response to the request from the Government of Sierra Leone, JICA dispatched a detailed plan formulation mission for technical cooperation project in collaboration with the Ministry of Local Government and Rural Development (hereinafter referred to as "MLGRD") in order to ensure sustainability and to accelerate development of this country, especially in rural districts.

As a result of a series of discussions with concerned officials of the government of Sierra Leone and other stakeholders, and with a reference of the Act and policy of local government and rural development of the MLGRD, it was envisaged that capacity building of local council and Ward Committee (hereinafter referred to as "WC") was one of crucial needs for realizing development in localities in more efficient and effective way along with policy of the government of Sierra Leone. In this context, JICA and the government of Sierra Leone reached agreement that a new project would assist in strengthening service delivery from the local council and self-help development management of WC along with present due structure and function in LGA 2004.

Consequently, the Project for Capacity Development for Comprehensive District Development for the Northern Region of Sierra Leone (the "CDCD Project" MLGRD/JICA) has launched in November 2009 for five years (from November 2009 to October 2014).

1-2 Summary of the Project

The narrative summary of the Project is given in revised Project Design Matrix (hereinafter referred to as "PDM") which was approved in the JCC in July 2012.



Following is the summary of the CDCD Project.

(1) Project Name

The Project for Capacity Development for Comprehensive District Developments in the Northern Region of Sierra Leone

(2) Cooperation Period

From November 2009 To October 2014

(3) Target Area:

Kambia District (7 chiefdoms) and Port Loko district (3 chiefdoms)

(4) Target Group

Local Council Officers in the Northern Region (70 persons), Members of Ward Committee in Target areas (430 persons)

(5) Overall Goal

Strengthen the structure and function to manage district/rural development more effectively and efficiently overall districts in Sierra Leone

(6) Project Purpose

Strengthen the structure and function to manage district/rural development more effectively and efficiently in Kambia and Port Loko districts

(7) Outputs

1. Establish the district/rural development model in Kambia and Port Loko districts through pilot and model projects

1.1. Establish the rural development model in Kambia and Port Loko districts through pilot and model projects at ward level

1.2 Establish the district development model in Kambia and Port Loko districts through pilot and model projects at district level

2. Develop capacities of District Councils, Chiefdom Councils and Ward Committees in Kambia and Port Loko districts for more effective and efficient District/Rural Development Management

3. Establish system to disseminate the District/Rural Development Model to each district by MLGRD and modify the related Act/Policy of MLGRD



(8) Main Activities

1. The District/Rural Development Model in Kambia and Port Loko districts is established through pilot and model projects.

- (a) Collect, review and analyze policy, act, strategy and other information/data regarding decentralization, local government, district development plan and district/rural development.
- (b) Collect, review and analyze basic information on socio-economic conditions of community people in Kambia and Port Loko districts.
- (c) Collect, review and analyze the present institutional capacity, systems, roles of district council, sector office, chiefdom council, ward committee and community, grasp present condition and extract lessons learned on district/rural development in Kambia and Port Loko districts.
- (d) Implement pilot project at ward level and district level (feeder road rehabilitation)
- (e) Select model ward based on assessment of pilot projects
- (f) Implement model ward project at ward & district level
- (g) Verify and improve contents draft of district/rural development handbook through implementation of model project (feeder road rehabilitation) and model ward project

2. Capacities of District Councils, Chiefdom Councils and Ward Committees in Kambia and Port Loko districts are developed for more effective and efficient District/Rural Development Management

- (a) Conduct OJT of district council staff, chiefdom council staff and ward committee members in Kambia and Port Loko districts through pilot and model project activity as mentioned in Activity 1.
- (b) Review existing training Programme and training materials.
- (c) Formulate the training plan, training Programme and training materials on district/rural development.
- (d) Conduct training and study tour on district/rural development.

3. The system to disseminate District/Rural Development Model to each district is established by MLGRD, and related Act/Policy of MLGRD is modified.

- (a) Formulate a plan to disseminate the District/Rural Development Model with the Handbook to all districts
- (b) Organize events of dissemination on the District/Rural Development Model



with the Handbook to District Councils, Chiefdom Councils and other concerned stakeholders.

- (c) Give advice to formulation/modification of the related Act/Policy of MLGRD based on the Project activities.



Chapter 2. Outline of the Terminal Evaluation

2-1 Objective of the Terminal Evaluation

This terminal evaluation of the Project is conducted to serve the following objectives:

- (1) To review the achievement and implementation process of the Project according to the PDM, focusing on the extended period;
- (2) To evaluate the Project according to the five evaluation criteria described in the following section;
- (3) To discuss the further plan for the Project among both Sierra Leonean and Japanese sides based on the evaluation and analysis results, and also solutions for any problems that may arise through the reviews and observations so as to secure sustainability;
- (4) To identify the promoting factors and impeding factors of achievement of the Project and to draw lessons learned from the Project; and
- (5) To present the results of the evaluation in form of a joint evaluation report.

2-2 Members of the Team

(1) Japanese side

| Name | Position | Organization |
|--------------------------|--------------------------|---|
| Mr. Koji Makino | Leader | Chief Representative, JICA Ghana Office |
| Mr. Kensuke Ohishi | Coordinator (1) | Deputy Assistant Director, Economic Infrastructure Department, JICA |
| Mr. Tomonari Takeuchi | Coordinator (2) | Representative, JICA Ghana Office |
| Ms. Kazuko Shirai | Evaluation & Analysis | Consultant of Project Evaluation, Project Management Department, VSOC Co, Ltd. |

(2) Sierra Leonean side

| Name | Position | Organization |
|---------------------|---|---|
| Mr. Sullay Sesay | Social Capital Project Coordinator Decentralization Secretariat | Ministry of Local Government and Rural Development |

| | | |
|------------------------|------------------------------|---|
| Mr. Christian Yajah | Senior Assistant Secretary | Ministry of Local Government and Rural Development |
| Mr. Joseph Komeh | Development Planning Officer | Makeni City Council |

2-3 Schedule of the Terminal Evaluation

The terminal evaluation was conducted from May 1st to May 16th, 2014. The detailed schedule of the Team is shown on the ANNEX 1.

2-4 List of Main Consulted Personnel by the Team

The Team conducted various interviews and field surveys through the evaluation. The list of the main consulted personnel is shown on ANNEX 2.

Chapter 3. Methodology of the Terminal Evaluation

3-1 Joint Evaluation

The Project was jointly evaluated by the Japanese and Sierra Leonean evaluation teams in accordance with the Record of Discussion (hereinafter referred to as "R/D"), the PDM and the Plan of Operations (hereinafter referred to as "PO"). The evaluation activities, including report analyses, field surveys, and interviews with staff of relevant institutions, beneficiaries, Japanese experts and other concerned personnel of the Project, were conducted based on the Five Evaluation Criteria described in the following section. The Team was composed of four (4) members from Japanese side and three (3) members from the Sierra Leonean side.

3-2 Evaluation Framework: Five Evaluation Criteria

The evaluation is preceded along with the following five criteria, which are the major points of consideration when assessing development projects.

| | |
|--------------------|--|
| (1) Relevance | Relevance is to question whether the project purpose and overall goal are still in line with the priority needs and concerns at the time of evaluation |
| (2) Effectiveness | Effectiveness concerns the extent to which the project purpose has been achieved, or is expected to be achieved, in relation to the outputs produced by the Project. |
| (3) Efficiency | Efficiency is a productivity of the implementation process: how efficiently the various inputs are converted into outputs. |
| (4) Impact | Impact is any intended and unintended, direct and indirect, positive and negative that is brought about as a result of the Project. |
| (5) Sustainability | Sustainability of the project is assessed in terms of institutional, financial and technical aspects by examining the extent to which the achievement of the Project will be sustained after the project is completed. |

3-3 Sources of Information Utilized for the Evaluation

Following sources of information were utilized for this evaluation study:



- (1) Project planning documents such as R/D, PDM, and Minutes of Meetings (hereinafter referred as "M/M")
- (2) Bi-annually periodical reports of the Project
- (3) Interviews and discussions with the Japanese experts
- (4) Interviews and discussions with the counterpart personnel
- (5) Record of inputs and utilization
- (6) Project documents on the progress and achievements of the Project
- (7) Field visits to the target area and discussion with the beneficiaries

3-4 PDM for evaluation

Current PDM (version 3: as of July 2012) shown on ANNEX 3 is used as the PDM for the Terminal Evaluation.



Chapter 4. Achievements and Implementation Processes of the Project

4-1 Inputs

The Team confirmed that the Project has availed the following inputs along with the plan stated in the PDM and the PO attached in ANNEX 4.

(1) Japanese side

1) Dispatch of Japanese experts

Five (5) Japanese long-term experts and eleven (11) short-term experts have been dispatched to the Project for technical transfer. The details of the Japanese experts are listed in the following Table 1.

Table 1: List of Japanese Experts

| List of Japanese Experts | | | |
|---------------------------|---------------------------|--|---|
| No | Name | Field of Experience | Period of Assignment |
| Long Term Experts | | | |
| 1 | Mr. Atsutoshi Hirabayashi | Chief Advisor | Nov 2009 - Apr 2014 |
| 2 | Mr. Takayuki Yoshino | Project Coordinator | Apr 2010 - July 2011 |
| 3 | Mr. Satoshi Ikegami | Rural Development | May 2012 - May 2014 |
| 4 | Mr. Hidekazu Tanaka | Project Coordinator | Jul 2011 - Aug 2012 |
| 5 | Ms. Kie Maegawa | Project Coordinator | Mar 2013 - Oct 2014 |
| Short Term Experts | | | |
| 1 | Mr. Hisamitsu Shimoyama | Community Management | Nov - Dec 2009, Feb - Mar 2010 |
| 2 | Mr. Naoya Kubojima | Community Development | Dec 2009 - Aug 2010, Sep - Dec 2010, Jan - Apr 2011 |
| 3 | Ms. Megumi Kaneda | Capacity Assessment | Feb - Aug 2010 |
| 4 | Mr. Kazumitsu Shukuya | Feeder Road Expert | Sep - Nov 2010, Dec 2010, Jan - Apr 2011, May - Jun 2011, Aug - Nov 2011, Nov - Dec 2011, Jan - Apr 2012, May - Jul 2012, Sep - Nov 2012, Dec 2012 - Jan 2013, Jan - Feb 2013, Apr - Jun 2013 |
| 5 | Ms. Saki Sorimachi | Capacity Assessment/Training | Nov - Dec 2010, Mar - Jun 2011, Aug - Nov 2011, Aug - Dec 2011, Jan - Mar 2012, Apr - Jul 2012, Aug - Oct 2012, Jan - Mar 2013 |
| 6 | Ms. Sachiko Kondo | Capacity Assessment | Jan - Apr 2011, May - Jun 2011 |
| 7 | Mr. Keiich Sato | Rural Development | May - Aug 2011, Sep - Dec 2011, Jan - Mar 2012, Apr - Jun 2012 |
| 8 | Ms. Taeko Sawaike | Project Coordinator/ Follow up Training | Dec 2012 - April 2013, Jun - Jul 2013, Aug - Sep 2013, Oct - Dec 2013 |
| 9 | Mr. Nobuhisa Takeda | Feeder Road Expert | Jan - Mar 2013 |
| 10 | Mr. Takeshi Higo | Chief Advisor | Apr - Jun 2013, Sep - Dec 2013, Apr - May 2014, Jul - Aug 2014, Sep - Oct 2014 |
| 11 | Mr. Taisuke Onishi | District Development Expert (M&O) | Jan - Mar 2014 |

Source: Record of the Project

2) Provision of equipment and machineries

Equipment and machineries of the total value equivalent to US\$ 359,858 were provided for the Project activities by the end of February 2013. The Details of the machineries and equipment provided by JICA are listed in ANNEX 5. The conditions and frequency of usage of provided machineries and equipment some of which are still

in use and some are stolen and missing.

3) Training of counterpart personnel in Japan and in Sierra Leone

Total twenty (20) officials from the MLGRD, Kambia District Council (hereinafter referred to as "KDC") and Port Loko District Council (hereinafter referred to as "PLDC") participated in the training in Japan. As the technical exchange program in the third country, five (5) officials from the MLGRD, Kambia, Port Loko and Bo city Council visited the Civil Service Training Centre in Ghana for Ethics and Leadership training. Detail of the Training List is shown on the ANNEX 6.

4) Bearing of local costs

Total sum of equivalent to US\$1,916,991 has been provided to supplement a portion of local expenditure for JFY 2009 – 2014 (up to the end of March 2014). The details of the local cost borne by the Project and budget for are shown in the Table 2 below.

Table 2: Local Cost Borne by Japanese Side

| Activities | JFY 2009-2010 | JFY 2010-2011 | JFY 2011-2012 | JFY 2012-2013 | JFY 2013-2014 |
|--|---------------|---------------|---------------|---------------|---------------|
| | Expenditure | Expenditure | Expenditure | Expenditure | Expenditure |
| 1 Community Baseline Survey | 38,520,000 | | | | |
| 2 Feeder Road Rehabilitation, Site Survey, O&M | | 1,328,979,432 | 2,002,027,090 | 1,004,069,047 | 1,530,641,744 |
| 3 Pilot Project at Ward Level: 32 Wards | 216,258,600 | 584,688,239 | 283,163,111 | 489,372,152 | |
| 4 Model Ward Project, O&M | | | | | 297,635,127 |
| 5 Training/Study tour | 9,678,000 | 106,257,200 | 168,302,800 | 71,776,650 | 8,738,000 |
| 6 Impact Survey on the Pilot Project at Ward Level | | | 28,800,000 | 23,355,000 | |
| 7 Pedestrian Rollers | | | 247,250,000 | | |
| Total | 264,456,600 | 2,019,924,871 | 2,482,293,001 | 1,588,572,849 | 1,837,014,871 |
| | | | grand total | SLL | 8,192,262,192 |
| * JFY: Japanese Fiscal Year (April - March) | | | | USD | 1,916,991 |
| * See donated equipment list on details | | | | JYN | 197,823,970 |

Source: CDCD Project

(2) Sierra Leonean side

1) Appointment of counterpart personnel

The high rank officials (One Project Director, three Project Managers) and officials of Local Government Department and Rural Development Department at the MLGRD, as well as Counterparts (hereinafter referred to as "C/Ps") from KDC and PLDC (Chairperson, Deputy Chairperson, Chief Administrator, Deputy Chief Administrator

and other Officials) have been appointed as planned in those two target districts.

2) Provision of facilities

The necessary office space with office equipment, water and electricity facilities as well as guards for those facilities have been provided at the MLGRD in Freetown and District Council Office in Kambia and Port Loko for daily activities of the Japanese experts and personnel hired by the Project.

4-2 Achievements of the Outputs

Since the Mid-term Review Survey, the indicators of three outputs have been almost achieved the target figures. The detailed information on the output achievement is described as follows:

Output 1: The District/Rural Development Model in Kambia and Port Loko districts is established through pilot and model projects

(1) Indicator 1-1: The final Draft (final version) of the Rural Development Handbook is approved by March 2014.

The indicator is almost achieved as the final version (Version-2) of the Rural Development Handbook is in the process of the final grammatical check by the Project, expecting to be approved by the MLGRD and issued by the end of May 2014.

In order to extract lessons for development of the Rural Development Model, the Project has implemented the Model Ward Project (hereinafter "MWP") in Kambia and Port Loko districts.

After the pilot phase, the Project implemented four (4) MWPs in Kambia district and two (2) in Port Loko district in the first and second phases respectively as follows:

Table3: Model Ward Project Phase1 (June 2011 to May 2012)

| No. | Ward | Title of the Project | Chiefdom | District |
|-----|------|--|---------------|-----------|
| 1 | 124 | Construction of Children's Welfare Jr. Secondary School in Katic Village, Thalan Section | Masungbala | Kambia |
| 2 | 129 | Construction of Community Health Post in Yebaya Village, Yebaya Section | Tonko Limba | ditto |
| 3 | 135 | Construction of Rogberray Community Center, Rogberray village, Rogberray Section | Gbinleh Dixon | ditto |
| 4 | 140 | Completion of Community Center, Kassirie Town, Kassirie Section | Samu | ditto |
| 5 | 199 | Rehabilitation of UMC Primary School in Mamaliekie Village, Mamaliekie Section | Masimera | Port Loko |

| | | | | |
|---|-----|--|----------|-------|
| 6 | 200 | Construction of One DEC Primary School in Makera Village, Maconteh Section | Masimera | ditto |
|---|-----|--|----------|-------|

Source: the CDCD Project

Table 4: Model Ward Project Phase2 (June 2012 to February 2014)

| No. | Ward | Title of the Project | Chiefdom | District |
|-----|------|---|--------------|-----------|
| 1 | 130 | Construction of Three Hand Pump Water Wells at Malal, Pailap and Robombeh Village | Magbema | Kambia |
| 2 | 133 | Construction of a PHU staff quarter, Konta Village, Konta Section | Bramaia | ditto |
| 3 | 139 | Construction of KDC Primary School, Thormoya Village, Kyehom Section | Samu | ditto |
| 4 | 141 | Construction of Macoth Community Center, Macoth Village, Rowolon Section | Mambolo | ditto |
| 5 | 177 | Construction of two seater toilets and one hand pump water well, Foredugu Market in Foredugu Town | Buya Romende | Port Loko |
| 6 | 201 | Construction of DEC Primary school in Katick Village | Masunera | ditto |

Source: the CDCD Project

Some examples of lessons of the MWP extracted for establishment of the Model are shown below:

- It is crucial to involve the Ministries, Department and Agencies (hereinafter referred to as "MDAs") into the project implementation to ensure the smooth implementation and sustainability of the project.
- It is essential to select appropriate contractors as the shortlisted bidders in a transparent and accountable manner based on the past results of their construction works and competencies with pre-determined technical criteria.
- WC, Village Development Committee, and User Groups, as well as the contractors, are to be informed of the contract, design, and Bill of Quantity (BOQ) to understand the scope of work of the contractors and expected roles and contributions of the community members such as daily monitoring.

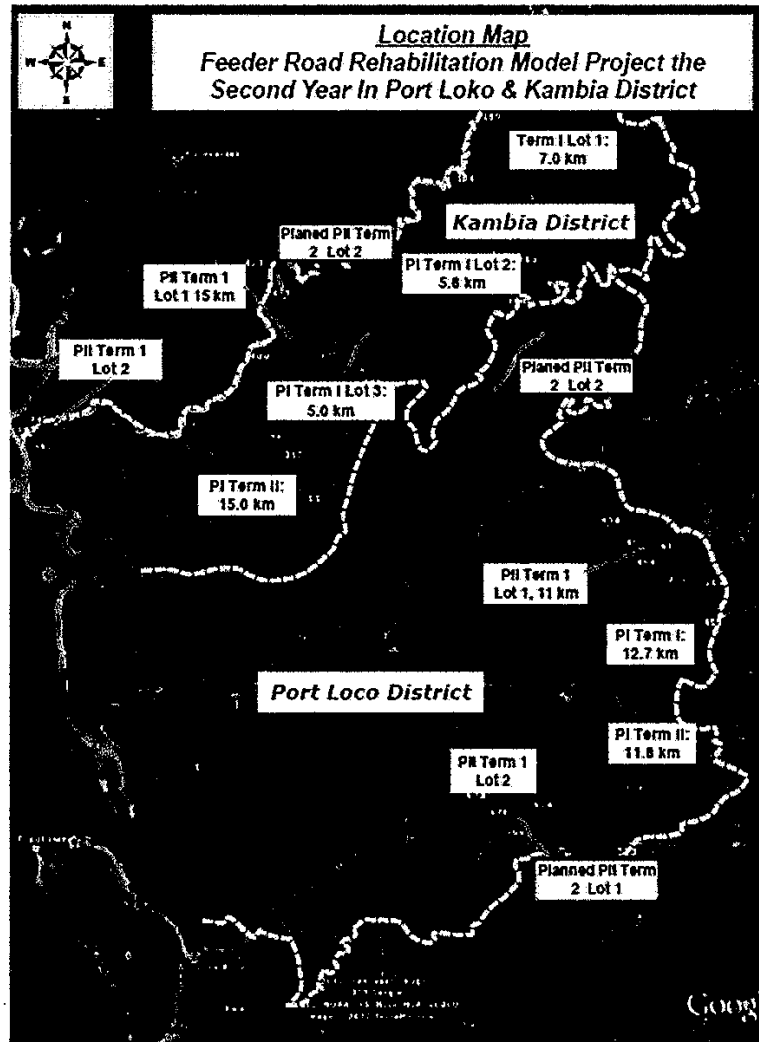
(2) Indicator1-2: The final Draft (Version 3) of the District Development Handbook is approved by March 2014.

The final version (Version 2) of the District Development Handbook is in the process of the final grammatical check by the Project, expecting to be approved by the MLGRD and issued by the end of May 2014.

The feeder roads rehabilitated in Port Loko and Kambia districts are indicated in Figure 1 below.

4

Figure1: Feeder Roads Rehabilitated in the target Districts



Some examples of lessons extracted from the Feeder Road Rehabilitation Projects (hereinafter referred to as “FRRP”) for establishment of the Model are listed as follows:

- Listing feeder roads for prioritization based on the selection criteria is effective for fair selection of road.
- Establishment of implementation structure and clarification of responsibility of related stakeholders is important.
- Clarification of maintenance structure for daily & periodical maintenance consolidates monitoring activities by community as well as related stakeholders.

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2

Output 2: Capacities of District Councils and Ward Committees in Kambia and Port Loko districts are developed for more effective and efficient district/rural development management

By October 2014,

(1) Indicator 2-1: X% of participants of training implemented the Action Plan

Since its commencement in 2009, the Project has provided variety of training for officials at the MLGRD and District Councils and Ward Committee members. (See also ANNEX 6 for the list of training).

Among total 61 of training participants from KDC and PLDC, 56 participants made their Action Plan, all of whom implemented their Plan as follows. Accordingly, implementation rate for the Action Plan reached 100% and the indicator 2-1 is already achieved.

Table 5: Percentage of Participants who implemented the Action Plan

| Rate of Participant who implemented the Action Plan | | |
|---|--|---|
| | Existence of Action Plan (No. of Action Plan) | Implementation of Action Plan (No. of officials) |
| Kambia DC | 20(*) | 20(100%) |
| Port Loko DC | 36 | 36(100%) |
| | 56 | 56(100%) |

* One participant utilized the skill obtained from training without making Action Plan.

(2) Indicator 2-2: The result of the target two districts in CLoGPAS is improved.

Since the “Comprehensive Local Government Performance Assessment System” (hereinafter referred to as “CLoGPAS”) is the comprehensive measurement for institutional competencies, the Team decided to use this indicator for analysis of the achievement of the Project Purpose.

(3) Indicator 2-3: Good practices of District Councils and Ward Committees

Through implementation of MWP and FRRP, capacity of officers at District Council and Ward Committee members has been strengthened as follows:

1) District Councils

•Planning Capacity:

Before the Project commenced, beneficiaries could not necessarily participate in the process of selection of feeder road locations and/or public facilities to be rehabilitated in Kambia and Port Loko districts, like other areas in Sierra Leone. Through the On the Job Training (hereinafter referred to as “OJT”) by the Project, KDC



and PLDC are able to formulate development plan considering people's Basic Human Needs (hereinafter referred to as "BHN") and economic impact with database and needs assessment.

•Contract and Implementation Capacity:

District Council Officers' upgraded capacity in contracting with more careful confirmation of documents, shortened the time of process roughly from 6 months to 1.5 months, especially in the situation of FRRP.

•Monitoring Capacity:

Since District Council Officers visited the project areas more often than before, contractors rarely misconduct during the construction of facilities or rehabilitation of feeder roads. Officers not only visited the sites more frequently, but reported their visit to share information in District Council, which stimulates better work by contractors.

•Maintenance Capacity:

Community people originally were not aware of the importance or even the concept of maintenance for facilities or feeder roads. The Project formed User Groups, providing training and tools for maintenance of rehabilitated/constructed facilities by the MWP. The User Groups are the main players responsible for maintenance, generating maintenance fee from collecting user fee or community gardening. As for FRRP, the Project facilitated community to select Community-Based Contractor (hereinafter referred to as "CBC") who is responsible for routine maintenance.

Through the OJT in MWP and FRRP, officers of KDC and PLDC exercised to organize User Groups, give technical advice to CBC, monitor their work, and report to District Council for evaluation.

2) Ward Committee (WC)

In 2012, WC firstly conducted needs assessment with the Project to identify project based on community's needs. This opportunity contributed to upgrading WC members' capacity in involvement of people for planning of rural development.

Since then, WC has been contributing data collection in the community, and WC is responsible for selecting the project (MWP) out of a long list submitted by Village Development Committee. WC as a channel between District Council and community is now capable in planning of projects, as well as supervising community to maintain facilities instead of District Council.



Output 3: The system to disseminate District/Rural Development Model to each district is established by MLGRD, and related Acts/Policies of MLGRD are modified.

(1) Indicator 3-1: The methodology and frequency of dissemination of the District/Rural Development Model to the country are decided.

In the Development Forum in November 2012, the Project confirmed the outline of monitoring and dissemination activities to be implemented by the MLGRD as well as a time table for the revision of the District/Rural Development Handbooks (hereinafter referred to as “the Handbooks”) revision.

(2) Indicator 3-2: Annual dissemination plan is made.

The dissemination plan was formulated and all the local councils agreed with it in the 8th Steering Committee in April 2013 and in the 3rd JCC in November 2013.

4-3 Prospects to Achieve the Project Purpose

Project Purpose: Strengthen the structure and function of District Councils and Ward Committee to manage district/rural development more effective and efficiently in Kambia and Port Loko districts

Indicator: By the end of the Project, service delivery of District Council and Ward Committee based on the structure and function indicated in the District/Rural Development Handbook is provided in Kambia and Port Loko Districts.

In order to measure to what extent and how the service delivery is provided, the Team decided to add quantitative indicators such as change in expenditure rate and usage of the CLoGPAS grade instead of as measurement of Output 2.

The Team analyzed three indicators as below, and identified that the Project Purpose has been almost achieved its objectives as a whole.

1) Results of the CLoGPAS

According to the results indicated in the Draft CLoGPAS in 2013, the ranking of both Kambia and Port Loko District Council moved up as follows comparing to the results of 2011.

Table 8: Ranking of CLoGPAS

| Year | 2011 | 2013 |
|--------------|-----------------|-----------------|
| Kambia DC | 5 th | 3 rd |
| Port Loko DC | 3 rd | 2 nd |

Source: Interview from Deputy Minister of the MLGRD

Among three thematic areas and selected indicators identified as measures to score, four indicators in the Performance Measurement (hereinafter referred to as "PM") are relatively relevant to the CDCD Project, namely Transparency, Planning System, Human Resource Management, and functionality of Procurement Unit. The scores of PM in both District Councils were upgraded as follows:

Table 9: Scores of Performance Measurement of Kambia and Port Loko District

| Year | 2011 | 2013 |
|--------------|------|------|
| Kambia DC | 48 | 62 |
| Port Loko DC | 49 | 62 |

Source: Interview from Deputy Minister of the MLGRD

2) Expenditure rate of target districts

The Team surveyed the budget, executed amount, and execution rate in KDC and PLDC in 2008 and 2013. As the result, the execution rates for both KDC and PLDC increased as follows. It is likely assumed from this trend that KDC and PLDC are more capable to implement development projects with allocated budget.

Table 6: Budget Trend of Port Loko District Council

(000' Leon)

| Port Loko | | |
|------------------------|--------------------|--------|
| | 2008 (baseline) | 2013 |
| Budget from MLGRD | 3,991 | 13,717 |
| (Development partners) | N/A | N/A |
| Expenditure | 3,871 | 12,132 |
| Execution rate (%) | 84.5 | 88.4 |

Source: Port Loko District Council

Table 7: Budget Trend of Kambia District Council

(000' Leon)

| Kambia | | |
|---------------------------------|--------------------|-------|
| | 2008 (baseline) | 2013 |
| Budget from MLGRD | 3,163 | 4,774 |
| (Development partners) | (329.3) | N/A |
| Expenditure | 2,689 | 4,595 |
| Execution rate (%) | 85.0 | 96.3 |
| Source: Kambia District Council | | |

3) Achievements and challenges of officials at target District Councils

(a) Achievements of District Councils

Followings are a few of examples of to what extent District Council achieved by using the Handbooks.

- Following the process described in the Handbooks, District Council Officers make an annual development plan considering a priority compiled by WC.
- District Council Officers have made and used contractors' list to select appropriate contractors. This process largely shortened construction period, and made all the tasks of District Council Officers efficient.
- District Council Officers have implemented FRRP using selection criteria based on community's needs and economic impacts which are suggested in the District Development Handbook.
- District Council Officers, as it is instructed in District Development Handbook, hold monthly meeting with MDAs for sharing information.
- As it is pointed out in the Handbook, communication channels between District Council Officers and Councilors, Councilors and WC, WC and Section Chief and/or Paramount Chief, are more strengthened than before the Project.

(b) Remaining Challenges

- The Project has supported development project by District Council from planning to maintenance in the course of establishment of the Model. Nevertheless, there are still rooms to improve their capacities especially in planning and awarding appropriate contracts.
- Basic skills such as recording of site visit and meeting, scheduling, and information

sharing are not developed well enough among some officers.

- District Council officials have understood the Model and utilize it in their daily work already. However, for troubles and difficulties on the ground, they still need to have more experience to solve by themselves.

4-4 Prospects to Achieve the Overall Goal

Overall Goal: Strengthen the structure and function of District Councils and Ward Committee to manage district/rural development more effectively and efficiently in Sierra Leone

Indicator: By approximately 3 years after the end of the Project, service delivery of District Council and Ward Committee based on the structure and function indicated in the District/Rural Development Handbook is provided in Sierra Leone.

1) Prospect of achievement of the Overall Goal

The MLGRD has implemented activities to disseminate the Model smoothly with support from the Project. Therefore, it is likely expected that the overall goal will be achieved to some extent.

- In the 2nd District/Rural Development Forum in May 2012, the District/Rural Handbooks (version 1) were distributed to all the Local Councils, which put the 1st step as nationwide dissemination of the Model.
- The MLGRD took its initiative to implement survey for the revision of the Handbooks in Northern area in July 2013 and in other areas in nation in August 2013. The survey revealed that usage of the Handbooks varies in Northern area and in other areas. District Councils apart from KDC and PLDC have participated in some of the Project activities in Northern part of Sierra Leone, and they have understood contents of the HB. On the contrary, District Councils in other areas have less experience in project management based on the Handbooks. Some comments on budget process were identified in the survey result as well.
- The 3rd Forum in November 2013 was the occasion for sharing review points of the Handbooks, and institutional structure for dissemination was established.
- The MLGRD has established dissemination and monitoring strategy as shown in ANNEX 7, implementing in District Councils of nation-wide related activities as schedule below.
- It should be noted that more concrete and detail measures including budget

allocation and collaboration with development partners are required for the effective dissemination of the Handbooks.

Figure 1: District/Rural Handbook Dissemination Schedule

| Activities | 2013 | | 2014 | | | | | | | | | | 2015 |
|---|----------|----------|---------|----------|-------|-------|-----|------|------|--------|-----------|---------|------|
| | November | December | January | February | March | April | May | June | July | August | September | October | |
| Institutional arrangement | ■ | ■ | | | | | | | | | | | |
| Pilot Plan development | ■ | ■ | | | | | | | | | | | |
| Districts selection | | ■ | ■ | | | | | | | | | | |
| 1st monitoring of Dissemination activities | | | | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | |
| Technical support by PLDC, KDC | | | | | | ■ | ■ | ■ | ■ | ■ | ■ | ■ | |
| Training/workshop by MLGRD | | | | | | ■ | ■ | ■ | ■ | ■ | ■ | ■ | |
| 2nd monitoring of Dissemination activities | | | | | | ■ | ■ | ■ | ■ | ■ | ■ | ■ | |
| 3rd monitoring of Dissemination activities | | | | | | | | | | ■ | ■ | ■ | ■ |
| Full-scale plan development | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ | ■ |
| Seminar for Handbook dissemination by MLGRD | | | | | | | | | | | | | ■ |

Source: The MLGRD

One of the particular cases of utilization of Handbook is the 'Meet the Mayor' by Makeni City Council. The Makeni City Council holds meeting for the Mayor and representatives from community to provide a chance for face to face dialogue. This idea came from the Handbook which introduces how to grasp community's needs and reflect it to the development planning.

2) Important Assumptions

It will be likely that the Government of Sierra Leone will keep supporting Decentralization Policy in Sierra Leone. However, the amended Local Government Act (hereinafter referred to as "LGA") and Rural Development Coordination Policy (hereinafter referred to as "RDCP") are not approved yet at the time of the survey. Without legitimacy based on the related law and policy, smooth dissemination of the Handbooks may be hampered in future.

As for financial aspect, necessary development budget is supposed to be allocated to District Councils every year to attain the goal in future. It will be difficult to maintain and disseminate the Handbook unless budget is confirmed from the Government of Sierra Leone and even from development partners, since the CDCD Method would

require more time and human resources for District Council to make it realize on the ground.

4-5 Implementation Process

(1) Decision making and monitoring mechanism

1) Joint Coordination Committee (JCC) (once/year)

JCC, as the highest decision making mechanism for the Project, chaired by Hon. Deputy Minister, held meeting four (4) times since the commence of the Project.

The 5th JCC meeting is planned in 16th May 2014 for report on the Terminal Evaluation of the Project and signing on the Minute of Meeting between the MLGRD and the Team.

2) Steering Committee (1-2 times/year)

The Steering Committee meeting, chaired by the Chairperson of District Council, has been held eight (8) times in which the detail progress of the Project activities were discussed and confirmed

The 9th Steering Committee meeting was held in 8th May 2014 for report on the activities by Japanese expert, District Council Officers, sharing progress of the Handbooks, and its dissemination plan and activities.

3) Consulting Survey by JICA

JICA conducted consulting survey twice during the Project period:

- 1st survey: in May 2011, JCC approved 1) Revision of PDM, 2) Agreement on the concepts of MWP and FRRP, and 3) Agreement on the concept of the Handbooks.
- 2nd survey: in April 2014, it was agreed between the MLGRD and JICA to formulate the action plan for dissemination of the Handbooks with necessary resources, and prepare for the terminal evaluation.

(2) Communication among the Project personnel

The Team identified that communication among stakeholders such as Japanese experts, Project director and manager at the MLGRD, staff at two District Councils, and WC of pilot/model areas have been taken close as a whole, in spite of a time constraint for the Project to have further communication within the Project structure.

4-6 Measures taken to address the recommendations made at the Mid-term Review Survey

At the time of the Mid-term Review Survey in 2012, there were ten (10) issues raised as recommendations for the Project for smooth and effective implementation of the Project. The Team confirmed that the Project has taken measures to respond to these recommendations as shown in ANNEX 8, and these actions largely attributed to improvement of capacity of staff of District Council and WC members.



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Chapter 5. Results of the Evaluation

5-1 Relevance

The relevance of the Project is evaluated as High based on the following factors:

(1) Relevance to the related Laws, regulations and policies of the Government of Sierra Leone

The Project's objectives, design, and activities are relevant to the development priorities of Sierra Leone. The "Third Generation Poverty Reduction Strategy Paper (2013-2017): 'Agenda for Prosperity'" (hereinafter referred to as "A4P") puts priority on strengthening local governance in the governance and sector reform for deepening the decentralization process.

The A4P promotes local economic development. FRRP by the Project improved community's accessibility to market. Approval of amended LGA and RDCP (RDCP) has been prolonged to date. Although approval of RDCP is awaited, the MWP in CDCD project aimed to demonstrate directions of RDCP in its origin, and the RDCP is the only Policy which identifies Village Development Committee's role and responsibility in rural development.

Review and dissemination of the Handbooks are included in the Performance Tracking Table of the MLGRD.

(2) Consistency with the ODA policies of the Government of Japan

The Project is consistent with the priority areas in policy in the Country Assistance Policy for Sierra Leone (2012) which aims to strengthen human resource base by supporting capacity building conducive to improving the administrative services.

The Project is regarded as one of the Local Government Capacity Development Program in the Rolling Plan (2012), enhancing capacity of central and local government officers.

(3) Relevance to the needs of the target beneficiaries

The Project's objective is in line with the needs of respective level of Sierra Leonean society from the MLGRD to community.

The MLGRD has a strong aspiration of people centered rural development in its course of decentralization. Although the MLGRD formulated the LGA, the RDCP and

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related acts and policies, there were not clear methodologies and process to realize those act and policies with authorization of District Council on the ground before the Project.

In order to evade duplication of conducting development projects and to sustain the benefits of the projects, certain development model was needed by the MLGRD, and CDCD Project has developed such a model with District Council and community people of Sierra Leone.

The mission of District Council is to provide community people with services such as clean water from water well, setting functional health post and schools, and FRRP. The Project has established a model for service delivery from planning to monitoring by involving community based practical lessons on the ground. The established method is innovative, but strongly welcomed by all District Councils and communities as it is fair, transparent, and sustainable.

Objectives and contents of training provided by the Project were based on the Terms of Reference (hereinafter referred to as "TOR") of District Council Officers, and largely upgraded participants' capacity in daily duties.

As a representative of community, WC is responsible for compiling voices from community and forward to District Council. Development services are delivered much faster and more appropriately by the Project, for which WC expects for the people in their designated ward.

For community, pure water, rehabilitated feeder road, school and community center are all the top priorities in their daily life. The Project has established a development structure, in which people's wishes are transformed as development projects in their community. They are not only beneficiaries but main players for maintenance of rehabilitated facilities as well. This system is innovative to community, and well appreciated by the people in target districts.

5-2 Effectiveness

The effectiveness of the Project is evaluated as High based on the following factors:

(1) Achievement of the Project Purpose

The Project has achieved its objective, namely, public service by District Council and WC is delivered based on structure and function indicated in the Handbooks. However, as above mentioned in 4-3., there are remaining challenges for District Council officers and WC members to improve in their capacities.

(2) Contribution of Outputs to achievement of the Project Purpose

Through activities for Output 1 and 2, the Project established the development model. The improved capacities of District Council Officers through training, OJT in Pilot, MWP and FRRP, contributed directly for achievement of the Project Purpose.

Output 3 was set as preparation for nation-wide dissemination of the Handbooks. These dissemination activities such as holding the District/Rural Development Forum, motivated District Council Officers in Kambia and Port Loko for improvement of the Handbooks.

(3) Analysis of factors

1) Contributing factors

The contributing factors for achievement of the Project are as follows:

- Strong commitment of the MLGRD & its leadership to realize its development policy in the course of decentralization process in Sierra Leone.
- Through revision of the Handbooks, both the MLGRD and District Councils shared the real situation on the ground, and communication channel was strengthened. Institutional supports from the MLGRD leads District Councils to exercise the Model in their daily duties with confident.
- Collaborations between District Councils and MDAs (especially Sierra Leone Roads Authority (hereinafter referred to as "SLRA")) were enhanced throughout the Project period, which contributed to technical aspects in the Project activities.
- Supports from traditional stakeholders such as Paramount Chief, and Section Chief largely accommodated mobilization of human resources in community.

2) Hindering factors

- Development Partners have their own modalities in project management, and usage of Handbooks is not mandatory to these partners including NGOs yet. Therefore, it is not mandatory for the KDC and the PLDC Officers to use the Handbooks for their duties except the CDCD project.
- Transfer of human resource occurs frequently in Local Councils. Therefore, it is difficult to strengthen institutional capacity in a full length of the Project period.



5-3 Efficiency

The efficiency of the Project is evaluated as Fair based on the following factors:

(1) Japanese experts

The Japanese long-term and short-term experts were dispatched as planned and their roles and expertise were fully utilized for effective implementation of the Project activities. The roles and responsibilities were clear and appropriate to carry out the Project activities, with the C/P in harmony.

(2) Equipment and machineries

PCs, vehicles, office equipment and machineries have been provided to the MLGRD, District Councils and WC as planned. Officials at the MLGRD, C/P at District Councils, and Ward Committee members are capable of handling the equipment and machineries by their own. Although the cost of those equipment and machineries was large itself, the benefits from the Pilot, MWP and FRRP produced with those inputs to the communities were larger in terms of meeting the BHN on the ground. In addition, considering the initial situation of the District Councils which did not have enough equipment, the provision of these equipment and machineries is essential for District Councils to implement a number of development projects. However, some machineries and equipment have been stolen or missing. The management of machinery and equipment should have been more appropriate.

(3) Training

As shown in ANNEX 6, the Project has provided a variety of training for officials in the MLGRD, District Council Officers, and Ward Committee members in Sierra Leone, Ghana, and Japan. Including participants in the OJT through implementation of pilot project, MWP and FRRP, total sum number of participants is 177.

The training curriculum was based on TOR of respective participants and most of District Council officers implemented District Council Action Plans which they made after the training.

(4) Inputs from Sierra Leonean side

The C/P has been appointed as schedule, and on the occasion of transfer, successor was appointed immediately.

(5) Important Assumptions

As the result of election in November 2012, most Councilors / Chairman of WC were replaced by new Councilors. Even though the Project re-established relationship with those WC with new chairman and members, the impact of changes in councilors was minimum for smooth implementation of the Project.

5-4 Impact

The impact of the Project is evaluated as Medium based on the following factors:

(1) Prospect of achievement of the Overall Goal

The MLGRD has taken a strong initiative to establish the system of dissemination of the Handbooks, which is indicated as Output 3 in the PDM. The 3rd Development Forum in November 2013 was the particular occasion for revision of the Handbooks involving all the Local Councils, related MDAs, development partners as well as Office of the President, and reached a consensus to use the Handbooks in nation-wide.

Nonetheless, it is still needed to clarify roles and responsibility of stakeholders, and to assure a budget for consolidating the plan and implementation of revision and dissemination of the Handbooks as a nationally unified document.

(2) Positive Impacts

1) Impact of Feeder Road Rehabilitation Project (FRRP)

According to the result of the Impact Survey on FRRP conducted by the Project in 2011 and 2012 and the Terminal Evaluation Survey, the Team identified significant impacts in the target communities as follows:

Figure 2: Impacts of Feeder Road Rehabilitation in the community

| | Before the Project | After FRRP of the Project |
|---|----------------------------|---------------------------|
| Transportation means | On foot (60%)*, bike (30%) | Bike(69%), on foot (20%) |
| Travelling time(minutes) | 53 | 21 |
| Travelling cost (SLL) | 25,000 | 4,000 |
| Frequency of purchase of goods (frequency, in days) | 21 | 12 |
| Number of students (person) | 183 | 245 |

| | | |
|--|---|----|
| Availability of medicine (everyday, %) | 0 | 91 |
|--|---|----|

*Percentage and figures are average of target area of the survey in Kambia and Port Loko districts

Source: CDCD Project, the Terminal Evaluation Survey

There are some negative impacts emerged from rehabilitated road, such as more accidents of livestock occur along the road, and the youth started to live outside village for their work.

As the result of OJT on feeder road maintenance, District Council applied Food for Work Program with community for maintenance of feeder road.

The Road Maintenance Fund Administration (RMFA) approved the contents of application for fund from both PLDC and KDC for feeder road maintenance in 2013, which proves their developed capacity in appropriate preparation of relating documents.

Through variety of practical training, District Council Officers' skills in IT (Microsoft Word, Excel), AutoCAD, GPS improved in large.

2) Impact of Pilot Project and MWP

The Ministry of Education approved the schools with permanent structure. As a result, in addition to furniture and teachers, Le 5,000/student of government subsidy was provided. New schools also assured security of girls who now do not have to go school outside of their community.

By construction of health posts, the Ministry of Health allocated medicine and mid-wives in those posts. The Project also constructed a compound for health staff to stay, which made possible to accept emergency cases.

Community people now have a place to meet for socializing, wedding and meeting in community centers the Project constructed. User Groups collect user fee to maintain the facility by themselves.

(3) Negative impacts

The Team did not identify any negative impact of the Project.

5-5 Sustainability

The sustainability of the Project is evaluated as Fair based on the following factors:

(1) Laws and Policies

The MLGRD indicated continuation of decentralization in its Draft Strategic Plan (2014-2016) in which the local people and their community's empowerment in the development process is assured. In the Draft Strategic Plan, monitoring and coordination of the use of the Handbooks and its revisions are included as responsibility of the MLGRD.

The Project is in line with LGA, which is in process of approval of cabinet and parliament for its amendment.

Delay of approval of RDCP may hamper smooth dissemination of the Rural Development Model in other Local Councils since it is assumed as difficult to establish a VDC and firm coordination with related stakeholders without legitimacy from the Policy.

(2) Institutional and Financial Aspects

The MLGRD has set up a Revision Committee to implement monitoring and impact survey on usage of the Handbooks in non-targeted Local Councils. The Committee will be the main body to be in charge of the further dissemination of the Handbook, and is ready to provide the 'Hands down Training' for District Council officers who are in any trouble of using the Handbook. However, human resources in the MLGRD and District Councils are very limited.

Although budget is not indicated in the Draft Strategic Plan (2014-2016), the the MLGRD has made efforts to allocate necessary budget to 2015 based on the activities in 2014, for monitoring the usage of Handbooks in local councils, and for clarification of revision points in FY2015 and FY2016.

While the budget from the MLGRD is limited, development projects, such as feeder road rehabilitation requires a large amount of resources. Regarding the financial situation of DCs, it is important to improve own source revenue. The Team identified that Kambia and Port Loko District Councils have already sought the ways such as Food for Work Program by World Food Programme and Road Management Fund in 2013. The ex-participant of training in Japan will implement his Action Plan to introduce the Fixed Asset Management System in KDC in 2014.

However, finance still remains as a challenging factor for District Councils since Food for Work Program is available only once for the received area for example.

(3) Technical Aspect

All the skill, knowledge and experiences transferred from the Project on the ground and District Councils offices are in line with TOR of C/Ps, and the level of techniques was appropriate to them. The training for User Groups and CBC was also useful for their maintenance activities. All the beneficiaries assured that they were very positive to make full use of the new skills in their duties, as well as transform them to new Officers when they are transferred in future.



Chapter 6. Conclusion

Since the Team identified that the Project has almost achieved its objectives as a whole, the Team concluded that it is reasonable that the Project will be terminated on schedule. Most of the KDC and PLDC officials improved their capacities in development projects management based on the Handbooks which they have developed by themselves with support from the Project. The communication channels from the MLGRD to community level were also remarkably enhanced. The Project developed the new and applicable method for district and rural development in Kambia and Port Loko districts.

At the same time, the Team identified challenges in the MLGRD and KDC and PLDC in terms of financial and human resource points of view. Consequently, it has to be noted that it would be difficult for the Sierra Leonean side to reach the national level of utilization of Handbooks indicated in the Overall Goal without effective measures to be taken before and after the Project's end in October 2014.

In particular, it is crucial to secure budget and make a detail plan to disseminate the Handbooks including a way to collaborate with DPs. Although the MLGRD has already taken an action to realize such effective measures, the action should be accelerated to improve the sustainability of the Project.



Chapter 7. Recommendations

(1) For MLGRD: Dissemination Plan

The MLGRD should prepare the dissemination plan of the Handbooks with detail information including budget allocation plan until 2017, when the ex-post evaluation may be conducted, while the current dissemination plan is until 2015. In the dissemination plan, it is important to make it clear which department and/or section and who will be responsible for what activity.

(2) For MLGRD: Creating Practical Model

The MLGRD should decide a policy on the future utilization of the Handbooks and create a practical method for rural development in consideration of the use of Handbooks in the national level. Each development partner has its own modality and regulation. In order to create such a method, it is important to review and identify the similar and different points in all the methods of stakeholders. For instance, there are possible options as follows.

- To integrate the CDCD method with other experience/models from the other development partners to be a universal model that should be used by all development partners and NGOs.
- First of all, upgrading the CDCD method by disseminating it to the other regions, and in parallel, by revising it based on lessons learnt repeatedly. Then, the final version of the CDCD method will be authorized as a universal model that should be used by all development partners and NGOs.

(3) For Project: Collaboration with Other Development Partners

The Project should promote collaboration between the Project and development partners in order to sustain the positive impact of the Project. Especially, it is important to establish close relationship with the Decentralisation Secretariat established by the World Bank, UNDP and other development partners to make the most use of the Handbooks for future. Visiting project sites can be good start for collaboration among development partners. The Japanese experts should assist the MLGRD to establish such a relationship between the Project and development partners.

(4) For District Council: Increasing Revenue

It is necessary to increase revenue in addition to the budget regularly allocated by

the central government. District Council should be more active and strategic to approach funds offered by several development partners.



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ANNEX

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ANNEX 1: Schedule of the Terminal Evaluation

| | Date | DAY | Mr.Koji MAKINO (JICA Ghana Office) Team Leader | Mr.Kensuke OHISHI (JICA HQ) Coordinator 1 | Ms. Kazuko SHIRAI (Consultant) Evaluation & Analysis | Mr. Tomonari TAKEUCHI (JICA Ghana Office) Coordinator 2 |
|---|---------|-----|--|---|---|---|
| 1 | 30-Apr. | Wed | | | Departure from Japan Arrival in F/T | |
| 2 | 1-May | Thu | | | 09:00: SLFO 10:00: Courtesy visit on and interview with Hon. Deputy Minister, MoLGRD 10:30: Explanation of evaluation to Sierra Leonean evaluation team members at MoLGRD 11:00: Interview with former C/Ps 12:40: Visit and exchanged opinion at WFP 16:10: Interview with Director of LG 17:00: Interview with Japanese Experts and C/Ps | |
| 3 | 2-May | Fri | | | 09:00: Interview with Road Maintenance Fund Administrator 10:30: Interview with PS of MoLGRD 13:00: UNDP Project (Local Council Association of Sierra Leone: LoCASL) 14:00: Japanese Experts and C/Ps | |
| 4 | 3-May | Sat | | | document preparation | |
| 5 | 4-May | Sun | | | AM Document Preparation PM Travel to Port Loko | |
| 6 | 5-May | Mon | | | 08:30-9:30: Interview with Japanese Expert @PLDC (Ms.Maegawa) 10:00-15:30: Interview with PLDC C/Ps@PLDC (10:00-10:40 CA) (11:00-11:30: ESO) (11:30-12:00: RDO) (12:00-12:30: APO) (12:30-13:00: Interview with Mr. Abdul Fofanah, KDC-Engineer, SLRA (15:00-15:30: DCA) | |
| 7 | 6-May | Tue | | | 08:30-12:00: (Interview with PLDC C/Ps) (9:00-9:30: HRC) (9:35-10:20: WE) (10:30-12:00: PL-Ward Committees @PLDC (W176, W177, W180, W199) 15:00: Interview with Community (Site visit of FR site in PL) | |
| 8 | 7-May | Wed | | | 9:30-12:00: Interview with KDC C/Ps @KDC (1) (9:30-10:00: CA) (10:30-10:45: DCA) (11:30-12:45: KDC-Ward Committees @KDC (W130, W133, W134, W138, W139, W140) (13:00-13:45: WE) (15:00-16:00: Discussion with Japanese Experts@Kambia (Mr. Higo and Ms. Maegawa)(1) (16:00-16:30: Interview with PLDC Chairman) (16:30-18:00: Discussion with Japanese Experts@Kambia (Mr. Higo and Ms. Maegawa)(2) | |

| | Date | DAY | Mr.Koji MAKINO (JICA Ghana Office) Team Leader | Mr.Kensuke OHISHI (JICA HQ) Coordinator 1 | Ms. Kazuko SHIRAI (Consultant) Evaluation & Analysis | Mr. Tomonari TAKEUCHI (JICA Ghana Office) Coordinator 2 |
|--|------|--------|--|---|--|---|
| | 9 | 8-May | | | 10:00: Steering Committee 15:00-16:30: Interview with KDC C/Ps @KDC (2) (14:00-14:50: HRO) (16:55-15:20: M&E) (15:40-16:30: ESO) | |
| | 10 | 9-May | | | 08:30-9:00: Interview with Japanese Expert@PLDC (Mr. Shukuya)(1) 09:30-10:00: Interview with KDC C/Ps @KDC (3) -- DPO 11:00-13:00: Interview with Community (Site visit of MW site in Kambia) 13:30-15:00: Interview with Japanese Expert@PLDC (Mr. Shukuya)(2) Travel to FT | |
| | 11 | 10-May | | | document preparation | |
| | 12 | 11-May | | Departure from Japan Arrival in Freetown Internal Meeting | Making an Evaluation Report (draft) Internal Meeting | Departure from Ghana Arrival in Freetown Internal Meeting |
| | 13 | 12-May | | | 09:00: Internal Meeting at JICA SLFO 13:00: Interview with Acting DR of Rural Development 15:00: Interview with Hon. Deputy Minister of MoLGRD Discussion M/M (draft) in Joint Evaluation Team | |
| | 14 | 13-May | Departure from Ghana Arrival in Airport (and go to Port Loko) | | 10:00: Internal Meeting at JICA SLFO | |
| | 15 | 14-May | Site visit on SRDP Courtesy visit Chairman of KDC | | 09:45: interview with Mr. Sesay of DECSEC at SLFO finalizing the draft report by joint terminal evaluation team member | |
| | 16 | 15-May | (other business matters) | | 11:00: Submit and explain the draft final to Hon. Deputy Minister (confirmed) finalizing M/M by Joint evaluation team | |
| | 17 | 16-May | | | 09:00 Courtesy Visit on Hon. Deputy Minister of LGRD (confirmed) 10:00 JCC and Signing on M/M (confirmed) PM Departure from FT | |
| | 18 | 17-May | | | Transit via Brussels and Frankfurt | |
| | 19 | 18-May | | | Arrival in Japan | |

List of the Main Consulted Personnel (@Kambia)

1. KDC Administration staff

| No. | Name | Designation |
|-----|-------------------------|--------------------------------|
| 1 | Alimamy Benjamin Koroma | Chief Administrator |
| 2 | Buakeiwa Kpewolo Kanneh | Deputy Chief Administrator |
| 3 | Abdurahman Bangura | Human Resource Officer |
| 4 | Mohamed M. Mansaray | Development Planning Officer |
| 5 | Gibrilla Issa | Works Engineer |
| 6 | Santigie Kargbo | Monitoring Evaluation Officer |
| 7 | Mark S. Bockarie | Environmental & Social Officer |

2. KDC Councilors

| No. | Name | Designation | Ward No. |
|-----|----------------------|-----------------|----------|
| 1 | Foday Morray Bangura | Deputy Chairman | 130 |
| 2 | Kamara Abu Sainie | Councilor | 133 |
| 3 | Yillah Nabieu Yayah | Councilor | 134 |
| 4 | Kamara Momoh | Councilor | 138 |
| 5 | Kanu Alhaji Alieu | Councilor | 139 |
| 6 | Turay Ibrahim Sapato | Councilor | 140 |

3. KDC Engineer

| No. | Name | Designation |
|-----|-------------------|---|
| 1 | Mr. Abdul Fohanah | KDC-Engineer, Sierra Leone Roads Authority |

List of the Main Consulted Personnel (@Port Loko)

1. PLDC Administration Staff

| No. | Name | Designation |
|-----|----------------------|--------------------------------|
| 1 | Alfred Nabie Samura | Chief Administrator |
| 2 | Aminata P. Koroma | Dpt. Chief Administrator |
| 3 | Gibril Kalokoh | Human Resource Officer |
| 4 | Hassan Y. Kamara | Works Engineer |
| 5 | Timothy Amadu Kamara | Environmental & Social Officer |
| 6 | Sheiku A.M. Gibril | Rural Development Officer |

2. Support staff

| No. | Name | Designation |
|-----|-----------------|-------------------|
| 1 | Osman T. Sankoh | Procurement Staff |

3. Port Loko District Councilors

| No. | Name | Designation | Ward No. |
|-----|----------------------|------------------|----------|
| 1 | Ahmid M. Fofanah | Council Chairman | |
| 2 | Mohamed Turay | Councilor | 176 |
| 3 | Abu B.Mansaray | Councilor | 177 |
| 4 | Slyvanus S.B. Samura | Councilor | 180 |
| 5 | Ishmael S. Koroma | Councilor | 199 |

ANNEX 3: PDM (Ver. 3)

Project Title: Capacity Development for Comprehensive District Developments in the Northern Region of Sierra Leone

Period: Nov 2009 - Oct 2014

Target areas: Kambia District(7chiefdoms) and Port Loko district (3 chiefdoms)

Counterpart: Ministry of Local Government and Rural Development, District Councils

Target Groups: Local Council Officers in the Northern Region (70 persons), Members of Ward Committee in Target areas (430 persons)

Date: July 13, 2012

| Narrative Summary | Verifiable Indicators | Means of Verification | Important Assumptions |
|---|---|---|---|
| [Overall Goal] Strengthen the structure and function to manage district/rural development more effectively and efficiently overall districts in Sierra Leone | By approx. 3 years after the end of the Project, District/Rural Development services of district councils and Ward Committee based on the structure and function indicated in the district/rural development Handbook is provided in all districts in Sierra Leone. | 1. MLGRD Monitoring Report 2. District/Rural Development Handbook | |
| [Project Purpose] Strengthen the structure and function of District Councils and Ward Committees to manage district/rural development more effectively and efficiently in Kambia and Port Loko districts | By the end of the Project, service delivery of district council and Ward Committee based on the structure and function indicated in the district/rural development Handbook is provided in Kambia and Port Loko Districts. | 1. Project Progress Report 2. MLGRD Monitoring Report 3. District/Rural Development Handbook 3. Interview to sample community people in Kambia and Port Loko Districts | *The government of Sierra Leone keep supporting Decentralization policy. *District development budget is allocated every year. |
| [Output] 1. The District/Rural Development Model in Kambia and Port Loko districts is established through pilot and model projects. | 1-1. The final Draft of the Rural Development Handbook (final version) is approved*1 by March 2014. 1-2. The final Draft of the District Development Handbook (Version3) is approved*1 by March 2014. | 1.1 Final Draft of the Rural Development Handbook (final version) 1.2 Final Draft of the District Development Handbook (final version) | |
| 2. Capacities of District Councils, Chiefdom Councils and Ward Committees in Kambia and Port Loko districts are developed for more effective and efficient District/Rural Development Management | By October 2014, 2.1 X % of participants of training implemented the Action Plan. 2.2 The result of the target two districts in CLoGPAS is improved. 2.3 Good practices of District Council, and Ward Committee | 2.1 Project Progress Report, Participants' performance indicated in A/P, Interview to participants of training 2.2 Project Progress Report, CLoGPAS report, MLGRD Monitoring Report 2.3 Project Progress Report, Interview to District Council officers and beneficiaries*2 | |
| 3. The system to disseminate District/Rural Development Model to each district is established by MLGRD, and related Acts/Policies of MLGRD are modified. | 3-1. The methodology and frequency of dissemination of the District/Rural Development Model to the country are decided. 3-2. Annual dissemination plan is made. | | |
| [Activities] 1. The District/Rural Development Model in Kambia and Port Loko districts is established through pilot and model projects. 1.1 Collect, review and analyze policy, act, strategy and other information/data regarding decentralization, local government, district development plan and district/rural development. 1.2 Collect, review and analyze basic information on socio-economic conditions of community people in Kambia and Port Loko districts. 1.3 Collect, review and analyze the present institutional capacity, systems, roles of district council, sector office, chiefdom council, ward committee and community, grasp present condition and extract lessons learned on district/rural development in Kambia and Port Loko districts 1.4 Implement pilot project at ward level and district level (feeder road rehabilitation) | [Inputs] Japan Experts - Project Leader / Regional Development - Project Coordinator - Community Development - District Development Plan/Feeder Road Rehabilitation Plan - Capacity Assessment - Training Plan | Sierra Leone Counterparts Project Director: Deputy Minister of MLGRD Deputy Project Director: Permanent Secretary, Director of Local Government Dept. and Rural Development Dept., MLGRD *Officials and administrative officials of Administration Dep, Local Government Dept. and Rural Development Dept., MLGRD *Chairperson, Deputy Chairperson, Chief Administrator, Deputy Chief Administrator, Officials of Kambia and Port Loko District Councils | Function of Ward will not be weakened before, during and after the election. |

| Narrative Summary | Verifiable Indicators | Means of Verification | Important Assumptions |
|--|--|------------------------------------|--|
| 1.5 Select model ward based on assessment of pilot projects | | | |
| 1.6 Implement model ward project at ward & district level | Experts depending on the necessity of the Project | | |
| 1.7 Verify and improve contents draft of district/rural development handbook through implementation of model project (feeder road rehabilitation) and model ward project | *composition of the field may be changed in the process of the project | Office spaces and other facilities | |
| 2.Capacities of District Councils, Chiefdom Councils and Ward Committees in Kambia and Port Loko districts are developed for more effective and efficient District/Rural Development Management | Vehicles | Land | |
| 2.1 Conduct OJT of district council staff, chiefdom council staff and ward committee members in Kambia and Port Loko districts through pilot and model project activity as mentioned in Activity 1. | Motorcycles | Budget for district development | |
| 2.2 Review existing training Programme and training materials. | computers and accessories | | |
| 2.3 Formulate the training plan, training Programme and training materials on district/rural development. | | | |
| 2.4 Conduct training and study tour on district/rural development. | | | |
| 3. The system to disseminate District/Rural Development Model to each district is established by MLGRD, and related Act/Policy of MLGRD is modified. | | | |
| 3.1 Formulate a plan to disseminate the District/Rural Development Model with the Handbook to all districts | | | |
| 3.2 Organize events of dissemination on the District/Rural Development Model with the Handbook to District Councils, Chiefdom Councils and other concerned stakeholders. | | | |
| 3.3 Give advice to formulation/modification of the related Act/Policy of MLGRD based on the Project activities. | | | <p style="text-align: center;">[Pre Condition]</p> <p>a. Community and ward committee in the target districts understand and agree at the project.</p> <p>c. Ward committee keep playing important roles.</p> |

*1: 'Approved' means that the Handbook was signed by the Ministry of MLGRD in its forward.

*2 Beneficiaries are: Ward Committee Members, MDAs and Paramount Councils

ANNEX 4: Plan of Operations (as of May 2014)

ANNEX 4
(Current PO)

| ACTIVITY | | 2010 | | | | 2011 | | | | 2012 | | | | 2013 | | | | 2014 | | | | In Charge (NEW) | | | | | | | | | | | | | | | | |
|--|--|------|---|---|---|------|---|---|---|------|---|---|---|------|---|---|---|------|---|---|---|-----------------|---|---|---|---|---|---|---|---|---|---|---|---|---------|---------|---------|---------|
| | | N | D | F | M | A | M | J | J | A | S | O | N | D | F | M | A | M | J | J | A | S | O | N | D | F | M | A | M | J | J | A | S | O | N | CP | JICA | |
| Output 1. The District/Rural Development Model in Kambia and Port Loko districts is established through pilot and model projects. | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 1.1 | Collect, review and analyze policy, act, strategy and other information/data regarding decentralization, local government, district development plan and district/rural development. | plan | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DM, PS | PL | | |
| | | 98% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DM, PS | PL | | |
| 1.2 | Collect, review and analyze basic information on socio-economic conditions of community people in Kambia and Port Loko districts. | plan | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | CA, DPO | PL, CAE | | |
| | | 100% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | CA, DPO | PL, CAE | |
| 1.3 | Collect, review and analyze the present institutional capacity, systems, roles of district council, sector office, chiefdom council, ward committee and community, grasp present condition and extract lessons learned on district/rural development in Kambia and Port Loko districts | plan | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DM, PS | PL, CAE | | |
| | | 98% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DM, PS | PL, CAE | |
| 1.4 | Implement pilot project at ward level and district level (feeder road rehabilitation) | plan | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DRD, CA | PL, CAE | | |
| | | 100% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DRD, CA | PL, CAE | |
| 1.5 | Select model ward based on assessment of pilot projects | plan | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | CA | PL, CAE | |
| | | 100% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | CA | PL, CAE | |
| 1.6 | Implement model ward project at ward & district level | plan | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DM, PS | PL, CAE | |
| | | 100% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DM, PS | PL, CAE | |
| 1.7 | Verify and improve contents draft of district/rural development handbook through implementation of model project (feeder road rehabilitation) and model ward project | plan | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | CA, DPO | PL, CAE | |
| | | 92% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | CA, DPO | PL, CAE | |
| Output 2. Capacities of District Councils and Ward Committees in Kambia and Port Loko districts are developed for more effective and efficient District/Rural Development Management. | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 2.1 | Conduct OJT of district council staff, chiefdom council staff and ward committee members in Kambia and Port Loko districts through pilot and model project activity as mentioned in Activity 1. | plan | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | CA, DPO | PL, CAE | |
| | | 92% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | ME, PO | PL, CAE |
| 2.2 | Review existing training programme and training materials. | plan | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | HR | PL, CAE |
| | | 100% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | HR | PL, CAE |
| 2.3 | Formulate the training plan, training programme and training materials on district/rural development. | plan | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DPO | PL, CAE |
| | | 96% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | MEQ, HR | PL, CAE |
| 2.4 | Conduct training and study tour on district/rural development. | plan | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DPO | PL, CAE |
| | | 95% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | MEQ, HR | PL, CAE |
| Output 3. The system to disseminate District/Rural Development Model to each district is established by MLGRD, and related Acts/Policies of MLGRD are modified. | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 3.1 | Formulate a plan to disseminate the District/Rural Development Model with the Handbook to all districts | plan | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DM, PS | PL |
| | | 64% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DM, PS | PL |
| 3.2 | Organize events of dissemination on the District/Rural Development Model with the Handbook to District Councils, Chiefdom Councils and other concerned stakeholders. | plan | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DM, PS | PL |
| | | 86% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DM, PS | PL |
| 3.3 | Give advice to formulation/modification of the related Act/Policy of MLGRD based on the Project activities. | plan | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DM, PS | PL |
| | | 89% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | DM, PS | PL |

Counterpart
 MD Deputy Minister
 PS Permanent Secretary
 DRD Director, Rural Development Department
 DLG Director, Local Government Department
 CA Chief Administrator
 DPO Development Planning Officer
 PO Procurement Officer
 FO Finance Officer
 M&E O Monitoring & Evaluation Officer
 WE Works Engineer

JICA Expert
 PL Project Leader
 PC/TE Project Coordinator/Training Planning Expert
 CDE Community Development Expert
 CAE Capacity Assessment Expert
 CME Community Management Expert
 RRE Road Rehabilitation Planning Expert
 RDE Rural Development Expert
 TME Training/Maintenance Planning Expert
 PC Project Coordinator
 DRDMB District/Rural Dev Model Expert
 DDPE District Dev Planning/Feeder Road Planning Expert

ANNEX 5

(Equipment and Machineries)

ANNEX 5: List of Equipment and Machineries Provided by CDCD Project, JICA

| No | Description of Equipment | Price (SLL) | No. of Equipment | Place of Custody | Condition of equipment (*) | Frequency of Use (**) |
|----|--|-------------|------------------|--|--|--|
| 1 | Computer, DELL OPTIER 180, 2GB, HDD 250GB, DVD | 4,500,000 | 8 | 2MLGRD 4KDC 2PLDC | 2MLGRD: a 2KDC: a 2KDC: c 2PLDC: a | 2MLGRD: A 2KDC: A 2KDC: D (need repair) 2PLDC: A |
| 2 | Computer, Dell Optiplex 380 | 4,830,000 | 4 | 4MLGRD | a | A |
| 3 | Computer, Dell Optiplex 380 | 8,050,000 | 2 | 1KDC 1PLDC | 1KDC: a 1PLDC: e | KDC: A PLDC: D (stolen) |
| 4 | Computer, Dell Optiplex 780MT | 8,165,000 | 3 | 3MLGRD | a | A |
| 5 | Computer, Dell mini laptop | 4,600,000 | 1 | MLGRD | a | A |
| 6 | Computer, Dell Optiplex 780MT | 8,165,000 | 1 | MLGRD | a | A |
| 7 | Computer, Dell Inspiron5050 | 4,200,000 | 13 | 6MLGRD 2KDC 5PLDC | 6MLGRD: a 2KDC: a 4PLDC: a 1PLDC: e | 6MLGRD: A 2KDC: A *transferred to Makeni and Tonkolili by former CA and FO 4PLDC: A 1PLDC: D (stolen) |
| 8 | Computer, Dell Optiplex 380 | 8,500,000 | 3 | 1SLRA 1SLRA KDC 1SLRA PLDC | SLRA: a SLRA KDC: a SLRA PLDC: a | SLRA: A SLRA KDC: A SLRA PLDC: A |
| 9 | Computer Software | 1,000,000 | 5 | 5MLGRD | A | A |

ANNEX 5

(Equipment and Machineries)

| | | | | | | |
|----|--------------|------------|----|-------------------------------|--|--|
| 10 | Hard Disk | 3,000,000 | 6 | 6KDC | 3KDC: a 3KDC: e | 3KDC: A 2KDC: D *transferre d to Makeni and Tonkolili by former CA and FO 1KDC: D (lost) |
| 11 | Photocopier | 15,180,000 | 2 | 1PLDC 1KDC | 1PLDC: c 1KDC: c | PLDC: D (repairing) KDC: D (need repair) |
| 12 | Moterbike | 23,486,667 | 8 | 4KDC 4PLDC | 3KDC: a 1KDC: c 2PLDC: a 1PLDC: c 1PLDC: e | 3KDC: A 1KDC: D (need repair) 2PLDC: A 1PLDC: D (need repair) 1PLDC: D (stolen) |
| 13 | Intercom | 6,200,000 | 3 | 1MLGRD 1KDC 1PLDC | 1MLGRD: c 1KDC: a 1PLDC: a | MLGRD: D (need repair) KDC: A PLDC: B |
| 14 | Auto CAD | 9,775,000 | 3 | 1SLRA KDC 1PLDC 1KDC | SLRA KDC: a 1PLDC: a 1KDC: c | SLRA: A PLDC: A KDC: D (need repair) |
| 15 | GPS | 3,450,000 | 2 | 1SLRA KDC 1SLRA PLDC | SLRA KDC: a SLRA PLDC: a | SLRA KDC: A SLRA PLDC: A |
| 16 | GIS Software | 9,775,000 | 2 | 1SLRA KDC 1SLRA PLDC | SLRA KDC: a SLRA PLDC: a | SLRA KDC: A SLRA KDC: A |
| 17 | Locker | 1,300,000 | 11 | 11MLGRD | a | A |
| 18 | Shredder | 1,700,000 | 3 | 3MLGRD | a | A |
| 19 | Camera | 1,000,000 | 5 | 1MLGRD 2KDC 2PLDC | MLGRD a 2KDC: a 1PLDC: e | MLGRD C KDC: A 1PLDC: D |

ANNEX 5

(Equipment and Machineries)

| | | | | | 1PLDC: a | (stolen) 1PLDC: A |
|-----------|----------------------|---------------|---|------------------------------|---------------------|----------------------|
| 20 | Air Conditioner | 4,550,000 | 5 | 5MLGRD | a | A |
| 21 | UPS | 950,000 | 6 | 6MLGRD | a | A |
| 22 | Bookshelf | 1,500,000 | 2 | 2MLGRD | a | A |
| 23 | Tank for toilet | 500,000 | 6 | 6MLGRD | a | A |
| 24 | Pedestrian Roller | 28,750 | 2 | 1KDC 1PLDC | 1KDC: a 1PLDC: a | 1KDC: B 1PLDC: B |
| 25 | Track with Crane | 82,708 USD | 2 | 1KDC 1PLDC | 1KDC: a 1PLDC: a | 1KDC: B 1PLDC: A |
| 1. SLL 合計 | | | | 592,274,000SLL (≒136,942USD) | | |
| 2. 米ドル合計 | | | | 222,916USD | | |
| 合計 (1+2) | | | | 359,858USD | | |

*Condition of equipment

| rank | statement |
|------|-----------------------|
| a | good condition |
| b | in moderate condition |
| c | for repair |
| d | unable to use |
| e | lost |

** Classification of the frequency of use of the equipment

| rank | Statement | Frequently |
|------|------------------|---------------------|
| A | used frequently | almost daily |
| B | used well | 1-3 times per week |
| C | not so much used | 3-11 times per year |
| D | reason | |

ANNEX 6: List of Training (Training Plan September 2011- October 2014 (Sierra Leone))

Training for District Council staff

| | Title | Place | Target | Trainer/ Training resource | Date & Duration | Purpose | No of Trainees |
|---|---|---|--|----------------------------------|----------------------------|---|---|
| 1 | OJT | Model ward, Feeder road project site | DPO,MEO,WE KDC,PLDC | CDCD Expert, Staffs | On-going | •To develop the capacities of the District Councils staffs for a more effective and efficient District/Rural development management. | Kambia:3 Port Loko:3 |
| 3 | Record Management Training | IPAM | HRO KDC,PLDC | IPAM | 21-25 Nov 2011 5days | •To improve the knowledge of staff concerned with records management. •To find it easy to make training request/proposals for officers based on the records of training history and schedule. •To help HROs perform their duties and functions more effectively and efficiently and make room for Networking with other units to strengthen their work particularly in the area of information sharing. | Kambia:1 Port Loko:1 |
| 2 | Study Tour | BO City Council | District Council Staff KDC: DPO,HRO PLDC: CA,DPO | BO District Council staff | 22-25 Feb 2012 3days | •To understand the reasons for their performance in the Comprehensive Local Government Performance Assessment System of 2010 in order to learn good practice in project management and administration, in particular, the good documentation system from Bo City Council. (e.g. Council officials' report, Minutes of coordination meetings with MDAs) | Kambia:1 Port Loko:2 |
| 4 | Contract Management Training | ILO | FO,PO,IA 5DC Northern Region | ILO | April-May 2012 10days | •To build an efficient and effective contract management system that is accountable through proper audit of contracts, financial management and monitoring and evaluation procedure. | Kambia:3 Port Loko:3 Tonkolili:3 Bombali:3 Koinadugu:3 |
| 5 | Excel Training | Port Loko District Council | KDC and PLDC officers | ITC | September, 2012 | •To improve the skills of using Excel for more effective work in Council. | Kambia:13 Port Loko:14 |
| 6 | Ethics and Leadership (Third Country Training) | Civil Service Training Centre | Rural Development Officer of MLGRD and HO 3DC Borthern Region | Civil Service Training Centre | November, 2012 | •To build how to manage their staff members to motivate and encourage for doing work. All of them started undertaking the activities learned through the training such as putting the sign post, installing attendant record system, and so on. | MLGRD:2 Kambia:1 Port Loko:1 Bo:1 |
| 7 | Feeder Road Database | Kambia and Port Loko District Council | WE of KDC and PLDC and SLRA | James Faya, Consultant | May 29 to June 28, 2013 | •To get information about the Feeder Roads network in the districts by using GPS and to conduct data input. | Kambia Port Loko |

| | Title | Place | Target | Trainer/ Training resource | Date & Duration | Purpose | No of Trainees |
|---|----------------------------------|----------------------------|---|-------------------------------|-------------------|--|----------------------------------|
| 8 | Case study of Training follow-up | Koinadugu District Council | HRO (KDC,PLDC) FO, PO, IA of Koinadugu District Council | CDCD Expert, Staffs | September 4, 2013 | •To enhance the training monitoring system introduced by the former training expert by using their action plan after having training. HRO of KDC and PLDC conducted the training monitoring and reflect the monitoring results on Performance Appraisal. | Kambia:1 Port Loko: 1 |

Training for Ward Committee

| | Title | Place | Target | Trainer/ Training resource | Date & Duration | Purpose | Remark |
|---|--|------------|---|--|---|---|---|
| 1 | OJT | Model ward | Ward committee of Model ward project | District Council staff | Sep 2011-May 2012 | •To make committees members take a lead in the undertaking of the Model ward project effectively and efficiently based on their roles and responsibilities in rural development. | Kambia:3 Port Loko:3 |
| 2 | Training & Workshop on Grant Assistance for Grass Roots Human Security project | KDC,PLDC | Kambia 25wards, Port Loko 32wards (Except w180) | Councilor of w133 District Council staff | PLDC:9,14 Feb 2012 KDC:10,16 Feb 2012 1day*4times | •Understand contents of the Grant and role of District Council •Be able to conduct guidance on the Grant to Ward Committees and community groups. •Strengthen the structures and functions of District Council to manage rural development project through Ward Committees and any other groups | Kambia:9 Ward Committee: 31 Port Loko: 11 Ward Committee: 56 |

ANNEX 6: List of Training (Participants in Japan)

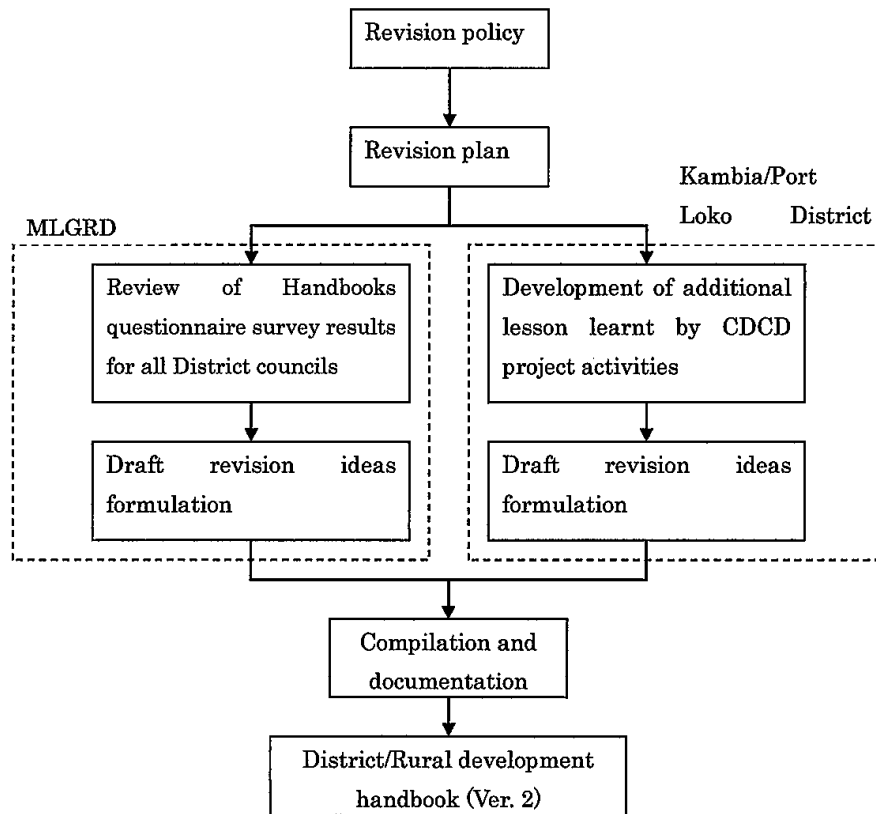
| | Name | Organization | Disgnation | Course Title | Based District | Attended Year |
|----|-----------------------|--|-----------------------------------|---|----------------|---------------|
| 1 | K.O. BAH | Ministry of IALGRD | Permanent Secreatry | Rural Community Development by Livelihood Improvement Approach for Africa | Freetown | 1987/2010 |
| 2 | C.F. Yajah | Ministry of Internal Affairs, Local Government and Rural Development | Assistant Secretary | Local Governance (Policy and Civil Society) | Freetown | 2008 |
| 3 | M.P. Kamara | Kambia District Council | Finance Officer | Enhancement of Governance for Building Peace in Sub-sahara Africa | Kambia | 2008 |
| 4 | M.S. Kargbo | Portloko District Council Ministry of Internal Affairs and Local Government | Chief Administrator | Enhancement of Local Government Administration and Public Services | Kenema | 2008 |
| 5 | Alfred Nabie Samura | Kambia District Council | Chief Administrator | General Management for Regional Development and Planning | Kambia | 2009 |
| 6 | Alusine Sesay | Kambia District Council | Accountant | Rural Community Development by Livelihood Improvement Approach for Africa | Kambia | 2009 |
| 7 | Joseph M. KOMEH | PortLoko DC | Development Planning Officer | General Management for Regional Development and Planning | PortLoko | 2010 |
| 8 | Abdul Rahaman BANGURA | Kambia District Council | HR Officer | Rural Community Development by Livelihood Improvement Approach for Africa | Kambia | 2010 |
| 9 | Aiah J.P. Lebbie | Ministry of Local Government and Rural Development | Director of Local Government | Rural Community Development by Livelihood Improvement Approach for Africa | Freetown | 2011 |
| 10 | Sorie Ibrahim Kamara | Port Loko District Council, Minis | Monitoring and Evaluation Officer | Rural Community Development by Livelihood Improvement Approach for Africa | PortLoko | 2011 |

ANNEX 6
(List of Training)

| | Name | Organization | Disgnation | Course Title | Based District | Attended Year |
|----|--------------------------|---|--------------------------------------|---|----------------|---------------|
| 11 | Hassan Yusif Kamara | Port Loko District Council, Minis | Works Engineer | Public Works Administration in Regional Govt. | PortLoko | 2011 |
| 12 | Hassan J. Jalloh | Kambia District Council, Ministry of Local Government and Rural Development | Procurement Officer | General Management for Regional Development and Planning | Kambia | 2011 |
| 13 | Ayodele Marelena Johnson | Ministry of Local Government and Rural Development | Senior Local Government Inspector | Enhancement of Local Govt Administration and Public Services | Freetown | 2012 |
| 14 | Andrew S. Kamara | Ministry of Local Government and Rural Development | Senior Assistant Secretary | Young Leader on Local Governance | Freetown | 2012 |
| 15 | Mohamed A. S. Koroma | Kambia District Council, MLGRD | Deputy Chief Administrator | General Management for Regional Development and Planning | Kambia | 2012 |
| 16 | Sheiku A.M. Gibril | Ministry of Local Government and Rural Development | Rural Development Officer | Community Based Development with Local Residents as Main Actors | PortLoko | 2012 |
| 17 | Aminata P. Koroma | PortLoko Disttict Council | Deputy Chief Administrator | Enhancing the activities of Local Governance | PortLoko | 2013 |
| 18 | Buwaike Kepwolo Kanneh | Kambia District Council | Deputy Chief Administrator | Enhancing of Local Government Administration | Kambia | 2013 |
| 19 | Mohamed M. Mansary | Kambia District Council | Development Planning Officer | General Management for Regional Development and Planning | Kambia | 2014 |
| 20 | Gibril Kalokoh | PortLoko District Council | Human Resource Officer | Community Based Development with Local Residents as Main Actors(B) | PortLoko | 2014 |

4

ANNEX 7: Strategy of dissemination of District/Rural Handbook



Source: the CDCD Project

ANNEX 8: Recommendations from the Mid-Term Review and Measures Taken (Present Status)

| Recommendations from the Mid-term Review | Measures taken / Present Status |
|--|--|
| (1) MLGRD takes initiative to manage Handbook Committee | <ul style="list-style-type: none"> ● MLGRD has taken initiative to set up Handbook Committee, conducting survey on usage of Handbooks in other DCs. |
| (2) MLGRD elaborates the strategy, methodology and dissemination mechanism of the District/Rural Development Model and consolidate an annual action plan | <ul style="list-style-type: none"> ● MLGRD put new output of "District/Rural Development Handbook reviewed and disseminated" in the performance contract activities in 2014. ● MLGRD with Japanese experts made a flow of handbook revision procedures as the dissemination strategy, as well as the dissemination schedule from 2013 to 2015. |
| (3) MLGRD monitors the application of the Handbook by other districts | <ul style="list-style-type: none"> ● Based on the above mentioned schedule, MLGRD is monitoring usage of the Handbook, providing technical support by PLDC and KDC to five selected district councils. |
| (4) MLGRD keeps close communication with the Local Financial Department of MoFED and LGFD to ensure funds and human resources sustainably. | N/A |
| (5) Kambia/Port Loco Councils identify and analyze lessons learned from Model Ward Project (Phase1) and Pilot Feeder Road Rehabilitation Project for further analysis/establishment of the District/Rural Development Model. | <ul style="list-style-type: none"> ● <input type="checkbox"/> Kambia and Port Loco Councils held five times of revision meeting for Rural Development Hand Book with Japanese expert, and official in charge at MLGRD to identify and analyze lessons learned from MWP. As for Feeder Road Rehabilitation Project, lessons were extracted through occasional meetings and daily communication with Japanese expert and staff at KDC, PLDC and District office of SLRA |
| (6) Kambia/Port Loco Council clarify key points in planning, implementation and monitoring of Model Ward Project and Feeder Road Project for further adaptability to the District/Rural Development Handbook | |
| (7) Kambia/Port Loco Council improve monitoring and information sharing mechanism of training | <ul style="list-style-type: none"> ● The Project established monitoring structure for training effects by using action plan |
| (8) The Project encourages MLGRD and District Councils to initiate project implementation | <ul style="list-style-type: none"> ● The Project has focused on C/P's initiative for the Project activities (ex. C/P gradually learned how to make meeting materials by themselves) |

4

ANNEX 8
(Recommendations from Mid-Term Review)

| | |
|---|--|
| (9) The Project assists target 2 districts to extract and analyze lessons for application to the Handbook through planning, implementation and monitoring of the Model Ward Project and Feeder Road Project | ● The Japanese experts try to provide a pin-pointed support C/P, such as correcting errors or guiding to the right solution when extracting and analysis of lessons for Handbooks. Advisory support is more appropriate than technical transfer. |
| (10) The Project verifies the roles and functions of VDC. | ● Through the implementation of MWP and FRRP, the Project verified the role and functions of VDC with collaboration of DC and WC. |

| Verification of Results | | | | | |
|--|---|---------------------------------|--|-----------------------------------|--|
| Evaluation Questions | | Basis for judgment | Data needed | Data Sources | Results |
| Main questions | Sub-questions | | | | |
| Have inputs been allocated as planned? | (Japanese side) | | | | |
| | Have JICA Experts been dispatched as planned? | Comparison of plan / actual | Record on dispatch of Japanese experts | Project Records | Five of the Long-term experts and eleven of the Short-term experts have been dispatched as planned to date. |
| | Have machineries been delivered as planned? | Comparison of plan / actual | Record of machineries | Project Records | All the machineries have been delivered as planned. |
| | Have the machineries delivered from Japan side been used and maintained properly? | Check the maintenance situation | Record on usage of machineries & Observation | Project Records, JICA Experts, DC | # PC, copy machine, motor bikes, Auto CAD, tracks with crane, etc with the total amount of US\$359858 have been delivered till Feb.2013 as planned. # Some of equipment and machineries were stolen. |
| | Were the training courses in Japan and technical exchange program been carried out as planned? | Comparison of plan / actual | Contents of training record | Project Records, JICA Experts, DC | # Total twenty officials from MLGRD, KDC and PLD participated in the training in Japan. # As the technical exchange program in the third country, five officials from MLGRD, Kambia, Port Loko and Bo city Council visited the Civil Service Training Centre in Ghana for Ethics and Leadership training. |
| | (Sierra Leone side) | | | | |
| | Have the and management staff been appointed as planned? | Comparison of plan / actual | C/P list, Record of appointment | Project Records, JICA Experts, DC | # The high rank officials (One Project Director, two Project Managers) and officers at MLGRD, as well as approx. thirty (30) C/Ps from KDC and PLDC have been appointed as planned. |
| Have the rooms for Japanese experts equipped with furniture and IT facilities been delivered from Sierra Leone side as planned? | result of observation | Condition of facilities | Project Records, JICA Experts, DC | No problem observed. | |
| Output1: The District/Rural Development Model in Kambia and Port Loko districts is established through pilot and model projects | | | | | |
| | 1-1. The final Draft (final version) of the Rural Development Handbook is approved by March 2014. | Approval of Handbook | Final Version of Rural Handbook | Project Records, JICA Experts, DC | The final version (Version-2) of the Rural Development Handbook is in the process of the final grammatical check, expecting to be issued by the end of May, 2014. |
| | 1-2. The final Draft (Version 3) of the District Development Handbook is approved by March 2014. | Approval of Handbook | Final Version of District Handbook | Project Records, JICA Experts, DC | The final version (Version-2) of the District Development Handbook is in the process of the final grammatical check, expecting to be issued by the end of May, 2014. |

2

| Evaluation Questions | | Verification of Results | | | |
|--|--|--|---|---------------------------------------|---|
| Main questions | Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| Have the Outputs been achieved as planned? | Output2: Capacities of DCs and WCs in Kambia and Port Loko districts are developed for more effective and efficient district/rural development management | | | | |
| | 2-1. X% of participants of training implemented the Action Plan | Participants who implement the Action Plan increased from at the time of Mid-term ev | Number of participants, Contents of Action Plan, Implementation | Project Records, JICA Experts, DC | Out of 61 District Council officials monitored by the Project, 58 officials made their Action Plan, and all of them implemented the Plan. (100%) |
| | 2-2. The result of the target two districts in CLoGPAS is improved. | Comparison of Year 2011 / 2013 | Result of CLoGPAS 2013 | MLGRD | This indicator is used as the measurement for the achievement of Project Purpose |
| | 2-3. Good practices of District and WCs | Accumulation of Good practice | Cases of Good practice | Project Records, JICA Experts, DC, WC | <p>1) DC</p> <p>a) Planning Capacity: # Without the list of Feeder Roads, selection of target road for rehabilitation used to be under control of limited people in power. After introducing objective database in which road conditions and economic impact are clearly identified, DC would make appropriate plan of rehabilitation for road in urgent need and larger economic impact. # Through implementation of FRRP, DC categorized roads for economic development and those for community's BHN. The plan for feeder road rehabilitation is made based on the respective criteria of road at present.</p> <p>b) Contract and Implementation Capacity: # DC Officers' upgraded capacity in contracting with more careful confirmation of documents, shortened the time of process roughly from 6 months to 1.5 months.</p> <p>c) Monitoring Capacity: # Since DC Officers visit the project areas more often than before, contractors unlikely misconduct during the construction of facilities or rehabilitation of feeder roads. Officers not only visit more frequently, but report their visit to share information in DC, which stimulates better work by contractors. # During rehabilitation of FRRP, DC/SLRA employed CoW who supervises everyday work of contractors. They submitted daily report to share information with DC/SLRA. Through this experience, DC understand importance of CoW for deliberative monitoring. d) Maintenance of road: # As the result of OJT on FR maintenance, DC applied Food For Work Program with community for maintenance of FR. # RMFA approved the contents of application for fund from both PLDC and KDC for FR maintenance in 2013, which proves their developed capacity in appropriate preparation of relating documents. # Through variety of practical training, DC Officers' skills in IT, AutoCAD, GPS improved in large.</p> <p>2) WC In 2012, WC firstly conducted needs assessment with the Project to identify project based on community's needs. This opportunity contributed to upgrading WC members' capacity in involvement of people for planning of rural development. Since then, WC has been contributing data collection in the community, and WC is responsible for selecting the project (MWP) out of a long list submitted by VDC. WC as a channel between DC and community, is now capable in planning of projects, as well as supervising community to maintain facilities instead of DC.</p> |



2

| Verification of Results | | | | | |
|---|---|--|--|--|--|
| Evaluation Questions | | Basis for judgment | Data needed | Data Sources | Results |
| Main questions | Sub-questions | | | | |
| | <p>Output3: The system to disseminate District/Rural Development Model to each district is established by MLGRD, and related Acts/Policies of MLGRD are modified.</p> <p>3-1. The methodology and frequency of dissemination of the District/Rural Development Model to the country are decided.</p> <p>3-2. Annual dissemination plan is made.</p> | <p>Process of rule making is appropriate. Contents and frequency is appropriate.</p> <p>Feasibility of dissemination plan is high</p> | <p>Methodologies and frequency of dissemination of model</p> <p>plan and progress</p> | <p>Project Records, JICA Experts, DC</p> <p>Project Records, JICA Experts, MLGRD</p> | <p># In November 2012, the Project decided outline of monitoring and dissemination activities by MLGRD as well as time table for HB revision.</p> <p>The dissemination plan was formulated and agreed among stakeholders such as all the local councils at the 8th Steering Committee in April 2013</p> |
| <p>Are the structure and function of DCs and WC to manage district/rural development more effective and efficiently in Kambia and Port Loko districts? (Achievement of Project Purpose)</p> | <p>(Indicator) By the end of the Project, service delivery of DC and WC based on the structure and function indicated in the District/Rural Development Handbook is provided in Kambia and Port Loko Districts.</p> | <p>Comparison of Year 2011 / 2013</p> | <p>Result of CLoGPAS 2013 & 2011</p> | <p>MLGRD</p> | <p>Kambia: 3rd in 2013 (5th in 2011) Port Loko: 2nd in 2013 (3rd in 2011)</p> <p>(Performance Measurement) Kambia: 62(2013), 48(2011) Port Loko: 62 (2013) 49 (2011)</p> |
| | | <p># Model Ward Project/Feeder Road rehabilitation project implemented in accordance with the Handbook in Kambia and Port Loko districts</p> | <p>Rural/District Dev. Handbook Performance of DC Officials Implementation rate of development project by DC</p> | <p>Project Records, JICA Experts, DC</p> | <p>(Achievements) # Following the process described in the Handbooks, DC Officers make an annual development plan considering a priority compiled by WC. # DC Officers make and use contractors' list to select appropriate contractors. This process largely shortened construction period, and made all the tasks of DC Officers efficient. # DC Officers implement FR projects using selection criteria based on community's needs and economic impacts which is suggested in the District Development Handbook. # DC Officers, as it is instructed in the Handbooks, hold monthly meeting with MDAs for sharing information. # As it is pointed out in the Handbooks, communication channels between DC Officers and Councilors, Councilors and WC, WC and Section Chief/Paramount Chief, are more strengthened than before the Project.</p> |
| | | | | | <p>(Challenges) # The Project has supported development project by DC from planning to maintenance in the course of establishment of the Model. Nevertheless, there are still rooms to improve their capacities especially in planning and appropriate contract # Basic skills such as recording of site visit and meeting, scheduling, and information sharing are not developed well enough among officers. # DC officials understand the Model and utilize it in their daily work already. However, for troubles and difficulties on the ground, they still need to have more experience to solve by themselves.</p> |

4

| Verification of Results | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|---|---|--|--|---|---|-------------------|------|------|---------------|-----|-----|-------------|-------|--------|---------------------|------|------|--|------|------|-------------------|-------|-------|-----------------|---------|-----|-------------|-------|-------|---------------------|------|------|
| Evaluation Questions | | Basis for judgment | Data needed | Data Sources | Results | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Main questions | Sub-questions | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | | # The execution rate of dev.project by KDC & PLDC is increased | budget, execution, and rate in 2008 & 2013 in KDC & PLDC | KDC, PLDC | <p><Port Loko></p> <table border="1"> <tr> <td>Budget from MLGRD</td> <td>2008</td> <td>2013</td> </tr> <tr> <td>Dev. Partners</td> <td>N/A</td> <td>N/A</td> </tr> <tr> <td>Expenditure</td> <td>3,371</td> <td>12,132</td> </tr> <tr> <td>Expenditure rate(%)</td> <td>84.5</td> <td>88.4</td> </tr> </table> <p><Kambia></p> <table border="1"> <tr> <td></td> <td>2008</td> <td>2013</td> </tr> <tr> <td>Budget from MLGRD</td> <td>3,163</td> <td>4,774</td> </tr> <tr> <td>(Dev. Partners)</td> <td>(329.3)</td> <td>N/A</td> </tr> <tr> <td>Expenditure</td> <td>2,689</td> <td>4,595</td> </tr> <tr> <td>Expenditure rate(%)</td> <td>85.0</td> <td>96.3</td> </tr> </table> | Budget from MLGRD | 2008 | 2013 | Dev. Partners | N/A | N/A | Expenditure | 3,371 | 12,132 | Expenditure rate(%) | 84.5 | 88.4 | | 2008 | 2013 | Budget from MLGRD | 3,163 | 4,774 | (Dev. Partners) | (329.3) | N/A | Expenditure | 2,689 | 4,595 | Expenditure rate(%) | 85.0 | 96.3 |
| Budget from MLGRD | 2008 | 2013 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Dev. Partners | N/A | N/A | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Expenditure | 3,371 | 12,132 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Expenditure rate(%) | 84.5 | 88.4 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | 2008 | 2013 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Budget from MLGRD | 3,163 | 4,774 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| (Dev. Partners) | (329.3) | N/A | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Expenditure | 2,689 | 4,595 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Expenditure rate(%) | 85.0 | 96.3 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Are the structure and function of DCs and WC to manage district/rural development strengthened more effectively and efficiently in Sierra Leone? (Overall Goal) | (Indicator) By approx.3 years after the end of the Project, service delivery of DC and WC based on the structure and function indicated in the District/Rural Development Handbook is provided in Sierra Leone. | Model Ward Project/Feeder Road rehabilitation project implemented in accordance with the Handbook in other districts than Kambia and Port Loko districts | Result of dissemination and monitoring survey | Project Records, JICA Experts, DC in non-targeted districts | <p># MLGRD had implemented activities to disseminate the Model smoothly. Therefore, it is likely expected that the overall goal will be achieved to some extent.</p> <p># In the 2nd District/Rural Development Forum in May 2012, the Handbooks (version 1) were distributed to all the LCs, which put the 1st step as nationwide dissemination of the Model.</p> <p># MLGRD took its initiative to implement survey for HB revision in July 2013 and Eastern Areas in August 2013. The survey revealed that usage of HB varies in Northern area and other areas. There are non-targeted DCs which have participated in some of the Project activities in northern part of SL and understand contents of HB. Contrary, for DC in other areas have less experience in project management based on HB. Some comments on budget process were identified in the survey result.</p> <p># The 3rd Forum in May 2013 was the occasion for sharing review points of the Handbook, and institutional structure for dissemination was established.</p> <p># MLGRD has established dissemination and monitoring strategy as shown in ANNEX 7, implementing in DCs nation-wide related activities as schedule below.</p> | | | | | | | | | | | | | | | | | | | | | | | | | | | |

Abbreviations of data collection method

- L:Literature review
- I:Interview
- O:Observation
- Q:Questionair

| Implementation Process | | | | | |
|---|---|--|--|--|--|
| Evaluation Question | | Basis for judgment | Data needed | Data Sources | Results |
| Main questions | Sub-questions | | | | |
| Are the activities implemented as planned? | What kind of progress appeared as a result of change from the original PO? | Activities were carried out in accordance with the revised PO | Revised PO Project report | Project Records JICA Experts | Activities are in process as planned. No significant effect from changed PO observed. |
| | Was the revision of PDM effective for smooth implementation and achievement of the Project Purpose? | Effect of change | Revised PDM Opinions of Stakeholders | Project Records JICA Experts, DC | # The goal setting among the stakeholders become clear with more simplified indicators of three Outputs. # Quantitative indicator for the Project Purpose was needed to measure achievement of C/P at the Terminal Evaluation |
| Are the methodologies of technology transfer appropriate? | Are the methodologies of technology transfer appropriate? | Acceptance of project's approach to C/P, change in attitude of C/P | Opinions of Stakeholders | Project Report JICA Experts, DC, WC | # In order to avoid dependency and enhance ownership of C/P, the Project gradually transferred the approach of the Japanese experts to C/P from teaching to coaching. The level of ownership varies depending on each C/P. |
| | Are the contents of technology transferred appropriate? | Appropriateness of contents and levels of technology | Contents of technology, opinions of beneficiaries | Project Report JICA Experts, DC, WC | The development method transferred by the Project was very appropriate to every level of structure from MLGRD till community in terms of its fairness, transparency, efficiency and inclusion of related stakeholders. |
| Is the Project management system (Monitoring system, decision-making process, functions of JICA Sierra Leone Field Office, Communication within the Project) appropriate? | Is the Project management system (Monitoring system, decision-making process, functions of JICA Sierra Leone Office, Communication within the Project) appropriate? | # Means and frequency of monitoring # Measures to be taken to tackle the issues | # Date and agenda of JCC & Steering meeting # Communication between PM, C/P and Japanese experts # Project reports | Project Report JICA Experts, DC, MLGRD, JICA Sierra Leone Field Office | # The JICA experts submit the activity reports to JICA HQ, FO as well as MLGRD when their task is completed. # The JICA consultation survey mission was dispatched to prepare for the terminal evaluation, exchange views and have a series of discussion with relevant authorities on the progress of the Project. |
| Is the Project recognized fairly by the implementation organization and C/Ps? | Is the Project recognized fairly by MLGRD and DC staff? | Recognition of MLGRD and DC staff is high | Case of activities which shows recognition of DC and MLGRD staff | Project Report JICA Experts, DC, MLGRD | # The Project is highly recognized by MLGRD and KDC, and PLDC staff. |
| Is the Project recognized fairly by the T/G? | Is the Project recognized fairly by WCs? | Understanding level of the Project by WCs | Case of activities which shows understanding level of WC staff, record of activities | Project Report JICA Experts, DC, WC | # The targeted WCs highly recognize the Project. Their expectations for continuation of the Project is very high. |
| Have appropriate C/Ps been appointed? | Are number, position, capacity and assignment of C/P appropriate? | # Actual appointment, TOR, capacity, ownership of C/P # Effect of election in Nov. 2012 | Result of appointment, case of activities which shows ownership of C/P | Project Report JICA Experts, DC | Number of C/P is originally low at KDC and PLDC. There is only one staff in charge of section. Therefore, it was difficult for C/P to coordinate the Project activities and their original duties, additional attendance to Workshops and seminars. |
| | How far the involvement of personnel except for the direct C/P? | Involvement of community residents, chiefdoms, MDAs to the project activities | Project record, Opinions of Stakeholders | Project Report JICA Experts, chiefdom council | The Project included DC Officers in Bombali, Toukolili, and Koinagun. |

11

| Implementation Process | | | | | |
|---|---|--|--|--|--|
| Main questions | Evaluation Question | Basis for judgment | Data needed | Data Sources | Results |
| <p>Is there the problem occurring during the implementation of the project? What is the cause?</p> <p>How the recommendations and points made during the mid-term review were reflected in the course of the project?</p> | <p>Is there any problem occurred in the implementation process after the previous Terminal Evaluation?</p> | Background, contents and cause of problem | Information on the incident | Project Report JICA Experts, DC | No problem observed. |
| | <p>(1) Does MLGRD take initiative to manage Handbook Committee?</p> | Progress of revision of Handbook with initiative of MLGRD | Opinions of Stakeholders Minute of revision meeting | Project Report JICA Experts, Local Council, MLGRD | # MLGRD has taken initiative to set up Handbook Committee, conducting survey on usage of Handbooks in other DCs. |
| | <p>(2) Does MLGRD elaborate the strategy, methodology and dissemination mechanism of the District/Rural Development Model and consolidate an annual action plan?</p> | Progress of formulation of action plan for dissemination | Action Plan of MLGRD Dissemination activities | Project Report JICA Experts, DC | # MLGRD put new output of "District/Rural Development Handbook reviewed and disseminated" in the performance contract activities in 2014. # MLGRD with Japanese experts made a flow of handbook revision procedures as the dissemination strategy, as well as the dissemination schedule from 2013 to 2015. |
| | <p>(3) Does MLGRD monitor the application of the Handbook by other districts?</p> | MLGRD monitors other district over the application of HB | Monitoring system & report | Project Report JICA Experts, DC | # Based on the above mentioned schedule, MLGRD is monitoring usage of the Handbook, providing technical support by PLDC and KDC to five selected district councils. |
| | <p>(4) Does MLGRD keep close communication with the Local Financial Department of MoFED and LGFD to ensure funds and human resources sustainably?</p> | MLGRD has close communication with MoFED, LGFD | Opinions of stakeholders Budget plan | Project Report JICA Experts, MLGRD, MoFED, LGFD | N/A |
| | <p>(5) Does Kambia/Port Loco Council identify and analyze lessons learned from Model Ward Project (Phase1) and Pilot Feeder Road Project for further analysis/establishment of the District/Rural Development Model?</p> | KDC and PLDC analyze the Model from MWP and FRP | Modification record of Handbooks Lessons learned from MWP and FRP | Project Report JICA Experts, DC | # Kambia and Port Loco Councils held five times of revision meeting for Rural Development Handbook with Japanese expert, and official in charge at MLGRD to identify and analyze lessons learned from MWP. As for Feeder Road Rehabilitation Project, lessons were extracted through occasional meetings and daily communication with Japanese expert and staff at KDC, PLDC and District office of SLRA |
| | <p>(6) Does Kambia/Port Loco Council clarify key points in planning, implementation and monitoring of Model Ward Project and Feeder Road Project for further adaptability to the District/Rural Development Handbook?</p> | KDC and PLDC utilize lessons learned from MWP and FRP into analysis of the Model | Discussion report | Project Report JICA Experts, DC | # The Project established monitoring structure for training effects by using action plan |
| | <p>(7) Does Kambia/Port Loco Council improve monitoring and information sharing mechanism of training?</p> | Monitoring system is established Good practices as result of training | Training monitoring system | Project Report JICA Experts, DC | # The Project has focused on C/P's initiative for the Project activities (ex. C/P gradually learned how to make meeting materials by themselves) |
| | <p>(8) Does the Project encourage MLGRD and DCs to initiate project implementation</p> | Project's supportive attitude toward MLGRD and DC | Observation, Opinions of stakeholders | Project Report JICA Experts, DC, MLGRD | # The Japanese experts try to provide a pin-pointed support C/P, such as correcting errors or guiding to the right solution when extracting and analysis of lessons for Handbooks. Advisory support is more appropriate than technical transfer. |
| | <p>(9) Does the Project assist target 2 districts to extract and analyze lessons for application to the Handbook through planning, implementation and monitoring of the Model Ward Project and Feeder Road Project?</p> | Project's supportive attitude toward MLGRD and DC | Observation, Opinions of stakeholders | Project Report JICA Experts, DC, MLGRD | # Through the implementation of MWP and FRRP, the Project verified the role and functions of VDC with collaboration of DC and WC. |
| <p>(10) Does the Project verify the roles and functions of VDC?</p> | VDC's roles and functions are clarified among stakeholders | Observation, Opinions of stakeholders | Project Report JICA Experts, DC, WC, VDC | | |

4

| Evaluation Questions | | Relevance | | | |
|--------------------------------|---|---|--|---|---|
| Main questions | Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| Necessity | Have the Project objectives been tackled with issues of district/rural development in Sierra Leone? | Issues on district/rural development and project purpose | Opinions of stakeholders | Project Report, JICA Experts, DC MLGRD, GoJ | # After twelve years of the peace agreement in 2012, Sierra Leone is in the end of transitional period to consolidate peace symbolized as the UN Integrated Peacebuilding Office in Sierra Leone (UNIPSIL) completes its Security Council mandate on 31 March 2014 and transfers its responsibility to the UN Country Team, which consists of 19 agencies, funds and programmed, based on the UN Development Assistance Framework, known as UNDAF. # GoSL regards decentralization as the mean to sustain stable society and development of SL. In the course of decentralization policy of MLGRD, it is envisaged that capacity building of LCs and WCs was one of crucial needs for realizing development in localities in more efficient and effective way. |
| | Is improvement of structure and function of DC in district rural development in line with needs of MLGRD? | Consistency of the objectives with needs of MLGRD | Opinions of stakeholders | Project Report, JICA Experts, MLGRD | # Cabinet's approval for the Draft of Revised Local Government Act (2004) and Rural Development Coordination Policy is not proceeded as planned. # MLGRD promotes dissemination of laws and policy, strengthening of DC's function in management of development project from project identification to monitoring |
| | Is improvement of structure and function of DC in district/rural development in line with needs of DC officers and WC members and Community People? | Consistency of the objectives with needs of DC, WC, Community People | Opinions of stakeholders | Project Report JICA Experts, DC, WC, Community People | Issues of DCs: Delay of budget allocation of MoFED, absence of C/P due to training by donors, weak information sharing system, and appointment of vacancy positions |
| Policy Priority (Sierra Leone) | Is strengthening the structure and function of DCs and WC to manage district/rural development more effectively and efficiently is in line with poverty reduction strategy of Sierra Leone? | Consistency of the objectives with Agenda for Prosperity | Strategy of A4P | Project Report, MLGRD, policy document | # The Agenda for Prosperity, issued in 2013 as the third PRSP envisages Sierra Leone to be a middle-income country by 2035. # A4P includes 8 components with 33 strategies among which governance and public sector's capacity development are mentioned (*3). # In the A4P, the GoSL promotes 1) decentralization in finance, 2) Implementation of decentralization policy, 3) assurance of people's participation and transparency, 4) Local government for effective economic development, and strengthening of M&E. (*7) |
| | Is strengthening the structure and function of DCs and WC to manage district/rural development more effectively and efficiently is in line with related law and policy of Sierra Leone? | Consistency of the objectives with Local Government Act (2004) and Draft of Revised Act | Contents of LGA 2004 and Revised Act Local Gov. Regulations (2004) | Project Report, MLGRD, Law and regulations | # Local Government Act 82004) is under revision to reflect the National Decentralization Policy (2010). One of revision point is establishment of Western Area District through consolidation of four districts. (*6) # Local Government Regulations clarifies 80 of devolution process for administration functions, which is supposed to be finished by the end of 2012. (*6) |

| Relevance | | | | | |
|---|--|--|--|--|---|
| Evaluation Questions | | Basis for judgment | Data needed | Data Sources | Results |
| Main questions | Sub-questions | | | | |
| | | Present status of decentralization and devolution | Opinions of stakeholders | Project Report, JICA Experts, MLGRD | # Decentralization and devolution is in process |
| | | Present status and consistence of related laws such as Feeder Road Act | Opinions of stakeholders | Project Report, JICA Experts, SLRA | # WC and VDC was become legitimate under the by-laws of KDC and PLDC |
| | Is strengthening the structure and function of DCs and WC to manage district/rural development more effectively and efficiently is in line with the Rural Development Coordination Policy of Sierra Leone? | Present status of the Policy and consistency with the Project purpose | Contents of the Policy | Project Report, JICA Experts, MLGRD | The contents of Rural Development Coordination Policy was discussed and formulated by donors including Japanese expert. |
| | Is strengthening the structure and function of DCs and WC to manage district/rural development more effectively and efficiently is in line with other related policies of Sierra Leone? | Present status of the Policy and consistency with the Project purpose | Contents of the Chiefdom related Policy | Project Report, JICA Experts, MLGRD | # The Project is in line with the LGA04, the Decentralization Policy and other related Acts and Policies. |
| Policy Priority (Japan) | Is strengthening the structure and function of DCs and WC to manage district/rural development more effectively and efficiently is in line with other related policies of Japan? | Consistency of the objectives with Japanese Gov. policy | Country Assistance Policy(2012), Rolling Plan (2012) | Country Assistance Policy, Rolling plan (2012) | # The priority areas in policy in the CAP for Sierra Leone is to strengthen human resource base by supporting capacity building conducive to improving the administrative services.(#9) # The Project is a part of the Local Government Capacity Development Program in the Rolling Plan (2012) which aims to enhance capacity of central and local government officers. |
| Appropriateness of Project Approach | Was it appropriate to have chosen 2 DCs as the pilot areas? | Appropriateness of selection criteria for WC | Scale, gender, number of WC | Project Report JICA Experts, DC | Yes. Staff at KDC and PLDC collaborated at time of review meeting, sharing information occasionally. |
| | Is the Project's approach targeting from MLGRD to community appropriate at present? | Acceptance level of Project's approach to MLGRD, DC, WC | Contents of approach and progress of activities | Project Report, JICA Experts, MLGRD, DC, WC | The comprehensive approach of the Project covering from policy level (MLGRD) to community was very effective to strengthen the channels of stakeholders, as well as to elaborate practical methodologies of development project on theground.. |
| Does Japan have an advantage in extending technical cooperation ? | Does Japan have an advantage in extending technical cooperation ? | Good practice of similar projects, utilization of good practice into the Project | Information of past similar projects | Japanese Experts, JICASLFO | # JICA has rich experiences and information through assistance for Sierra Leone through Child/Youth Assistance Survey (2008), Agriculture Project (2009), and Water Supply Project(2009) in Kambia District. |

7

| Evaluation Questions | | Relevance | | | |
|---|---|--|---|--|---|
| Main questions | Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| Since the Mid-term Review, have there any change around the project such as policy, economy, society? | Is there any significant change in the Japan's policy towards Sierra Leone? | Changes in Japanese relevant policies | Contents of CAP, Rolling Plan (2012), TICAD V | Country Assistance Program(2012), Rolling Plan (2012), TICAD V | # The priority area raised in the TICAD V in June 2013 included improvement of capacity of policy makers and local government officers and their service delivery. |
| | Is there any significant change in the Sierra Leone decentralization or related policy / Act? | Present status of LGA (2004) | Revised LGA and opinions of stakeholders | Local Government Act(2004) MLGRD, JICA Experts | # Agenda for Change(2008-2011) was extended till 2012, regarded decentralization as prerequisite for achievement of important issues such as basic service delivery.(*8) # Decentralization Policy (2010) regards Local Government as the highest governmental entity to deliver development and services in regions, whereas Local Government Act (2004) placed Local Government is 'Politically' highest government.(*10) # According to the Citizens Budget 2013, budget allocation to 391 WCs is 1% (US\$ 13,000) of entire government budget.(*1) |
| | Is there any significant change in Economy in Sierra Leone? | Changes in economy and political situation in Sierra Leone | GDP, trade balance, result of election 2012 | Data from WB, AfDB, DIFID, MLGRD, JICA Experts | # President Coloma reelected in 2012, promoting human resource development and assistance for youth based on the Agenda for Prosperity. Domestic situation is stable and entering development phase from period of recovery from civil war # Sierra Leone raised its grade from 48 (2011) to 31 (2013) in the governance indicator.(*2) # While poverty rate decreased from 66% (2003) to 52.99% (2011), the economic gap between city and districts is wider at present.(*4) # Corruption rate improved, but PFM on the field level is not fully appropriate yet.(*3) |

*1: News letter of Center for Accountability and Rule

*2: 2013 Ibrahim Index of African Governance (IIAG)

*3: Sierra Leone Country Strategy Paper 2013-2017 Aug 2013, African Development Bank

*4: Sierra Leone Integrated Household Survey (SLIHS)

*6:Country Profile of Sierra Leone, Commonwealth Local Government Forum (2013)

*7: The Agenda for Prosperity 2013-2017

*8: Implementation Completion and Results Report on a Credit to the SL for the Decentralized Service Delivery Adaptable Program Loan Project (June 2013)

*9: Country Assistance Policy for Republic of Sierra Leone (Dec.2012) MOFA, GoJ

4



| Evaluation Questions | | Effectiveness | | | |
|---|--|--|---|-----------------------------------|--|
| Main questions | Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| Has the Project Purpose been achieved? | Achievement of the indicator | Comparison of plan / actual | Achievement of each indicator | Project Report, JICA Experts, DC | # Refer to 'Verification of results' |
| Cause-Effect relationship | Is the achievement of the Project purpose achieved by the achievement of Outputs? | Logicity between Project Purpose & Output | Present situation of each indicator of Output, logical relation | Project Report JICA Experts, DC | Through activities for Output 1 and 2, the Project established the development model. The improved capacities of DC Officers through training, OJT in Pilot, MWP and FRRP, contributed directly for achievement of the Project Purpose. Output 3 was set as preparation for nation-wide dissemination of the Handbooks. These dissemination activities such as holding the District/Rural Development Forum, motivated DC Officers in Kambia and Port Loko for improvement of the Handbooks. |
| Is there a hindering factor to the achievement of the Project Purpose? | Considering the progress of activities and achievement of the Output, is there any obstacle to achieve the Project Purpose? | Hindering factors and project's measures | Present progress of activities, hindering factors | Project Report JICA Experts, DC | # DPs have their own modalities in project management, and usage of Handbooks is not mandatory to DPs and NGOs yet. Therefore, it is not mandatory for the KDC and the PLDC Officers to use the Handbooks for their duties except CDCD project. # Transfer of human resource occurs frequently in LCs. Therefore, it is difficult to strengthen institutional capacity in a full length of the Project period. |
| Are the Important Assumption still satisfied ? | There is no Important Assumptions listed in the current PDM. Is there any factor to be added? | Identify possible factors as Important Assumption | Opinions of stakeholders | Project Report JICA Experts, DC | No. |
| Are there cooperation effects with other JICA schemes and/or other donors? When there is it, what kind of effect is appeared? | Is there any cooperation with JICA's Loan project, Grant project, Individually dispatched Japanese experts and Programs/projects of Development Partners?? | Case of collaboration Future plan of assistance by other DPs | Policies and opinions of DPs' Stakeholders | Project Report, JICA Experts, DPs | # Collaboration with Local Economic Development Program (UNDP) # Collaboration with DSDP-2 in capacity development of DCs, financial transfer among governmental organizations, formation of LC's Plan, Monitoring and information management. # Collaboration with WFP in Food for Work Project # Implementation of 3rd country training collaborating with the Project for Institutional Capacity Development of the Civil Service Training Centre (JICA) in Ghana |

4

| Efficiency | | | | | | |
|--|--|---------------|-------------------------------|---|--|---|
| Main questions | Evaluation Questions | | Basis for judgment | Data needed | Data Sources | Results |
| | | Sub-questions | | | | |
| Have the Outputs been achieved? | Have the three Outputs been achieved respectively? | | Achievement of each indicator | Achievement of each indicator | Project Report, JICA Experts, DC CLoGPAS | <p># Refer to Verification of results</p> <p># The indicator 1-1, 1-2 are almost achieved as the final version (Version-2) of the District/Rural Handbooks are in the process of the final grammatical check by the Project, expecting to be approved by MLGRD and issued by the end of May 2014.</p> <p># All the participants implemented their Action Plan. (indicator 2-1 was achieved)</p> <p># CLoGPAS was analyzed for the achievement of Project Purpose (indicator 2-2 was not used)</p> <p># There were many good practices produced during the implementation period, (indicator 2-3 was achieved)</p> |
| | | | | | | <p># In the Dev. Forum in Nov.2012, the Project confirmed the outline of monitoring and dissemination activities to be implemented by MLGRD as well as a time table for HB revision.(indicator 3-1 achieved)</p> <p># The dissemination plan was formulated and all the local councils agreed with it in the 8th Steering Committee in April 2013 and in the 3rd JCC in November 2013.(indicator 3-1 is achieved)</p> <p># The dissemination plan was formulated and all the local councils agreed with it in the 8th Steering Committee in April 2013 and in the 3rd JCC in November 2013. (indicator 3-2 is achieved)</p> |
| Were the inputs from Japan side appropriate? | Were the number, field, timing of Japanese experts appropriate and make full use to achieve the Outputs? | | Comparison of plan / actual | Record of dispatch of Japanese experts | Project Report, JICA Experts, DC | <p># Refer to Verification of results</p> <p># Five (5) Japanese long-term experts and eleven (11) short-term experts have been dispatched to the Project for technical transfer.</p> |
| | Was the training in Japan appropriate in terms of number of participants, contents, timing ? | | Comparison of plan / actual | Monitoring Record of training, Opinions of participants | Project Report, JICA Experts, DC, WC | Total twenty (20) officials from MLGRD, KDC and PLD participated in the training in Japan. As the technical exchange program in the third country, five (5) officials from MLGRD, Kambia, Port Loko and Bo city Council visited the Civil Service Training Centre in Ghana for Ethics and Leadership training. |
| | Were machineries the Project provided appropriate for achievement of Outputs? | | Comparison of plan / actual | Placement of machineries, record of usage | Project Report, JICA Experts, DC, WC | # Equipment and machineries of the total value equivalent to US\$ 359,858 were provided for the Project activities by the end of February 2013. |

| Efficiency | | | | | |
|--|---|--|--|---|---|
| Evaluation Questions | | Basis for judgment | Data needed | Data Sources | Results |
| Main questions | Sub-questions | | | | |
| Were the inputs from Uzbekistani side appropriate? | Were the appointment of C/P appropriate in terms of the coordination with other tasks, their ability, and timing of allocation? | Comparison of plan / actual | Record of appointment and transfer Opinions of stakeholders | Project Report JICA Experts, DC | # The appointment of C/P was appropriate and coordinated with other tasks. # Ability varies in each C/P. Timing of allocation also affected accumulation of skills and experience which they are supposed to received during the Implementation period. |
| | Did MLGRD and DCs provide office space for Japanese experts furnished with furniture and IT access? | Comparison with similar projects | Present conditions of furnished office and office equipment | Project Report, JICA Experts, DC | Yes. No problem observed. |
| What are other contribution and hindering factors than activities and inputs to achieve the Outputs? | Have the seasonal factors been reduced for Feeder Road Rehabilitation Project? | Present situation of usage of machineries and technicians | Opinions of stakeholders Progress record of rehabilitation | Project Report JICA Experts, WC, CBC, SLRA | At the first half of the Project period, FRRP was affected by scarce machineries to use in rainy season After allocation of track with crane in KDC and PLDC, seasonal factor were diminished. |
| | To what extent have community residents participate in the Model Ward Projects? | Present situation of MWP | Opinions of stakeholders Progress record of MWP | Project Report JICA Experts, WC, VDC, MDAs, UG | # They participated in the MWP from planning stage till maintenance stage. Through the needs assessment, they transferred their needs to VDC, which submit the long list to WC. WC make a short list out of the VDC's list, then submit the selected projects. # During construction period, community people collaborate the construction, in human / natural resources. # After the construction, UG became in charge of maintenance. |
| | Is the knowledge and skill of contractors, timing of assignment good enough to make progress of MWP? | Present situation of MWP | Opinions of stakeholders Progress record of MWP | Project Report JICA Experts, WC, VDC, MDAs | Appropriate contract and frequent monitoring enhanced knowledge and skills of contractors. Time for construction largely shortened after the Project started. |
| Are the Important Assumption still satisfied ? | Was the function of WC secured before, during and after the election in November 2012? | Impact of the election to WC | Result of the election, Opinions of stakeholders | Project Report, JICA Experts, WC, DCs | As the result of election in November 2012, most Councilors / Chairman of Ward Committee were replaced by new Councilors. Even though the Project re-established relationship with those WCs with new chairman and members, the impact of changes in councilors was minimum for smooth implementation of the Project. |
| Is the Pre-condition still satisfied? | 1. Community and Ward Community in the target districts understand and agree at the Project | WC members, UG, residents understand and agree the project | Opinions of WC members, UGs, residents | Project Report, JICA Experts, WC, UGs | 1. Community and WC in KDC and PLDC understand and agreed the directions of the Project at present. |
| | 2. WC keep playing important roles | Roles of WC are not changed | Opinions of WC members, UGs, residents | Project Report, JICA Experts, WC | WC is still responsible in community in terms of representing the community's voice |

| Evaluation Questions | | Impacts | | | |
|--|---|---|--|--|---|
| Main questions | Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| Will the Overall goal achieved? | Will two indicators of Overall Goal be achieved? | HBs are / will be used in non-target districts | # Result of monitoring survey # Preparative activities | Project Report, JICA Experts, District Council, MLGRD | # Refer to Verification of results # Impact in terms of achievement of the Overall Goal, MLGRD took a strong initiative to disseminate the HBs. # On the contrary, roles and responsibility need to be clarify, and budget needs to be assured. |
| Cause-Effect relationship | Is there a wide gap between the Overall Goal and Project Purpose? | Logicity between Overall goal and Project Purpose | Opinions of stakeholders | Project Report, JICA Experts, District Council | # Logicity between the Overall Goal and Project Purpose is still valid. # The Output 3 is contributing to achievement of rather the Overall Goal than the project Purpose, which was originally planned so. |
| | (Important Assumption1) Will GoSL maintain decentralization policy, rural development policy? | Direction of GoSL on related policies | Policy documents Opinions of stakeholders | Project Report, MLGRD | Yes, in the Agenda for Prospect, GoSL continue its decentralization policy with people centered manner. |
| | (Important Assumption2) Will budget to District Council be secured? | Present and future of budget allocation | Amount, source of budget | Project Report, MLGRD, DPs, Strategy paper | Although budget is not indicated in the Draft Strategy Plan (2014-2016), the MLGRD has strived to allocate necessary budget to 2015 based on the activities in 2014 for monitoring and the usage of HBs. |
| Are there any hindering factors to effect achievement of the Overall goal? | Is there contributing / hindering factors in the policy aspect? | Future direction of Local Gov. Act/Rural Dev. Coordination Policy | # Opinions of stakeholders # Law and policy | Project Report, MLGRD | (hindering factors) It takes time to finalize the Policy with voices of variety of stakeholders (contributing factors) MLGRD has strong will to win the approval of Policy. |
| | Is there contributing / hindering factors in the financial aspect? | Commitment of MLGRD, District Councils | # Opinions of stakeholders # Budget of MLGRD, District Councils | Project Report, JICA Experts, District Councils, MLGRD | (hindering factors) DSDP and LGDP are reaching their completion. (contributing factors) WFP and FMFA approved 100% of Funds applied by KDC and PLDC. |
| | Is there contributing / hindering factors in District Council's Organizational aspect? | Kinds of hindering and contributin factors and level of effects | # Opinions of stakeholders | Project Report, JICA Experts, , MLGRD | (hindering factors) MLGRD and both KDC and PLDC lack in human resource. Only one staff is in charge of each section in DC. (contributing factors) New posts such as ESO were set in KDC and PLDC. |

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| Impacts | | | | | |
|----------------------|---|--|--|--|---|
| Evaluation Questions | | Basis for judgment | Data needed | Data Sources | Results |
| Main questions | Sub-questions | | | | |
| Ripple Effect | Is it expected that achievement of the Overall Goal will give an impact to Sierra Leone development policy? | Impact to Related law, policy, Dev. Plan of District Council | Changes of related law, policy and plan | MLGRD | Yes. MLGRD is verifying that whether the Handbook is useful and is already used by other LCs and it may give impact to the Rural Development Coordination Policy. |
| | Consideration on environment protection | Environmental Impact of Feeder road rehabilitation, Model ward Project | Opinions of stakeholders | Project Report, JICA Experts, DC, WC, VDC, UG | # ESO is responsible for community's environment. He teaches the community about importance of environment before the construction starts. # The Project has constructed public toilets as MWP, which improved environment of the community. |
| | Impact of technical change | Technical impacts to WC, UG, MDAs | Opinions of stakeholders | Project Report, JICA Experts, District Council, SLRA, WC, UG | # Case of the Project was presented at Feeder Road maintenance meeting held by Ministry of Construction. FR Rehabilitation was reported in the LED Workshop by MLGRD |
| | Economical impact to target society, project related stakeholders, beneficiaries | #Impact to increase of agricultural production | Result of impact survey for Feeder Road Rehabilitation | Project Report, JICA Experts, District Council, MLGRD | # By rehabilitating feeder roads, transportation means changed from foot to motor bike, time for transportation decreased, but cost for transportation increased. Social events, sales at market increased. On the other hand, young people moved to city for work.(*2) |
| | Are there any impact to non-T/G? | Impact to non-target districts, MDAs | Opinions of stakeholders | Project Report, JICA Experts, District Council, SLRA, WC | # All the other Local Councils were interested in the development method indicated in the Handbooks. # People outside of LCs are also interested in the Handbook, and ask for the copy to use. |

LED: Local Economic Development

| Sustainability | | | | | |
|---|--|---|---|--|--|
| Main questions | Evaluation Questions Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| Will the current policy, regulation, legal system on strengthening structure and function of DC continue? | Is the possibility of policy support toward strengthening structure and function of DC high? | MLGRD's Commitment to Policy is high | Approval of Revised LGA, Rural Dev.Coord.Policy | MLGRD | MLGRD indicated continuation of decentralization in its Draft Strategic Plan (2014-2016) in which the local people and their community's empowerment in the development process is assured. In the Draft Strategic Plan, monitoring and coordination of the use of Handbooks and its revisions are included as responsibility of MLGRD. |
| | Is there possibility of change in the related rules and regulations? | Established Dev. Model will be applied in the Revised LGA | Opinion of stakeholders | MLGRD, JICA Experts, | # The Project is in line with LGA (2004), which is in process of approval of cabinet and parliament for its amendment. # Delay of approval of Rural Development Coordination Policy may hamper smooth dissemination of the Rural Development Model in other LDCs since it is assumed as difficult to establish a VDC and firm coordination with related stakeholders without legitimacy from the Policy. |
| Will the Implementing agency capable to continue to expand relevant activities of the Project in terms of Organization, Financial aspect? | Is MLGRD committed to disseminate the Model to non-target districts? | MLGRD has detail plan and budget for dissemination | Future plan of dissemination | MLGRD | Yes. MLGRD is highly committed to disseminate the Model to non-target districts. |
| | Has the Ownership of DC, WC staff been further enhanced? | Comparison of attitudes with the Mid-term Review | Opinion of stakeholders | Project Report, JICA Experts, DC, MDAs | Yes. Officers at KDC and PLDC have strong ownership on the Handbook, having a strong will to be a tutor to other DC staffs. |
| | Will the budget for District/Rural Development project be secured? | Sources and necessary amount of budget will be secured | Project report, annual plan of MLGRD, District 3 years plan, Performance Contract with the President, DSDP2, LGDF | MLGRD, DC, JICA Experts, DPs | # Budget resources of Local Government are 1)Precept's from local tax, 2)Property taxes, 3)License fee, 4) Mining share, 5)Interests, 6)other revenues for LCs, 7)Tied subsidies (*1) # Subsidies are allocated to LCs annually, but the amount is not issued. The LC's own revenue is 1% in the whole budget of LC(*2) # The budget of DSDP2 is minimum US\$ 26 million from 2013-2017. Among which 24.3 million will be financial support for 19LCs. LGDF will be allocated to each LC till 2015. The amount of allocation depends on population, remaining past budget.(*3) |

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| Sustainability | | | | | |
|---|--|---|---|---|--|
| Main questions | Evaluation Questions Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| | | | | | # While the budget from MLGRD is limited, development projects, such as feeder road rehabilitation requires a large amount of resources. Regarding the financial situation of DCs, it is important to improve own source revenue. The Team identified that Kambia and Port Loko District Councils have already sought the ways such as Food for Work (FFW) Program by WFP and Road Management Fund in 2013. The ex-participant of training in Japan will implement his Action Plan to introduce the Fixed Asset Management System in KDC in 2014. However, finance still remains as a challenging factor for District Councils since FFW is available only once for the received area for example. |
| Technology's aspect | How far has the introduced technologies accepted and applied? | Comparison with the time of Mid-term review | Internalized skills and technique Revision of HB by District Council | Project Report, JICA Experts, DC | All the skill, knowledge and experiences transferred from the Project on the ground and DC offices are in line with TOR of C/Ps, and the level of techniques was appropriate to them. T All the beneficiaries assured that they were very positive to make full use of the new skills in their duties, as well as transform them to new Officers when they are transferred in future. |
| | Are monitoring and maintenance introduced by the Project applied among users groups in the target communities? | US are using monitoring and maintenance methods for FRP and MWP | US's opinions | Project Report, JICA Experts, DC, WC, CBC, UG | The training for User Groups and CBC was also useful for their maintenance activities and they are very willing to continue monitoring and maintenance in their community. |
| | Will the machineries and equipment that the Project has delivered be appropriately maintained? | Improvement level of management of machineries and equipment | Future management of machineries and equipment, Cost for maintenance | Project Report, JICA Experts, DC, CBC | The machineries and equipment will be utilized properly by community people such as UG and CBC. |
| | Will the methods for FR Rehabilitation and facilities' maintenance introduce by the Project be continuously applied in future? | Level of present application, maintenance system, quality of contractors is assured | Opinion of stakeholders | Project Report, JICA Experts, DC, UG CBC | CBCs and UGs interviewed during the survey were all using their new skills for maintenance, and were confident in their continuing usage of methods for feeder roads and rehabilitated facilities. |
| Any contributing/hindering factor for sustainability of the Project | Will other DPs have LC's capacity development and rural development program/project in target area in future? | Plan of new program/project related to LC's capacity development | Information from stakeholders | Project Report, JICA Experts, DPs, RMFA | # FRRP by supported by WB and rural development projects by supported by UNDP are undergoing. UNDP project focuses more on capacity development. # Road Maintenance Fund Administration delivers funds for DCs for maintenance of feeder road. |

*1: Local Government Act (2004)

*2: Local Public Sector Country Profile - Sierra Leone May 2013 - www.localpublicsetor.org *3: Completion Report of JICA Expert (April 2013)





| Verification of Results | | | | | |
|--|--|---------------------------------|--|-----------------------------------|--|
| Evaluation Questions | | Basis for judgment | Data needed | Data Sources | Results |
| Main questions | Sub-questions | | | | |
| Have inputs been allocated as planned? | (Japanese side) | | | | |
| | Have JICA Experts been dispatched as planned? | Comparison of plan / actual | Record on dispatch of Japanese experts | Project Records | Five of the Long-term experts and eleven of the Short-term experts have been dispatched as planned to date. |
| | Have machineries been delivered as planned? | Comparison of plan / actual | Record of machineries | Project Records | All the machineries have been delivered as planned. |
| | Have the machineries delivered from Japan side been used and maintained properly? | Check the maintenance situation | Record on usage of machineries & Observation | Project Records, JICA Experts, DC | # PC, copy machine, motor bikes, Auto CAD, trucks with crane, etc with the total amount of US\$359858 have been delivered till Feb.2013 as planned. # Some of equipment and machinaries were stolen. |
| | Were the training courses in Japan and technical exchange program been carried out as planned? | Comparison of plan / actual | Contents of training record | Project Records, JICA Experts, DC | # Total twenty officials from MLGRD, KDC and PLD participated in the training in Japan. # As the technical exchange program in the third country, five officials from MLGRD, Kambia, Port Loko and Bo city Council visited the Civil Service Training Centre in Ghana for Ethics and Leadership training. |
| | (Sierra Leone side) | | | | |
| | Have the and management staff been appointed as planned? | Comparison of plan / actual | C/P list, Record of appointment | Project Records, JICA Experts, DC | # The high rank officials (One Project Director, two Project Managers) and officers at MLGRD, as well as approx. thirty (30) C/Ps from KDC and PLDC have been appointed as planned. |
| Have the rooms for Japanese experts equipped with furniture and IT facilities been delivered from Sierra Leone side as planned? | result of observation | Condition of facilities | Project Records, JICA Experts, DC | No problem observed. | |
| Output1: The District/Rural Development Model in Kambia and Port Loko districts is established through pilot and model projects | | | | | |
| 1-1. The final Draft (final version) of the Rural Development Handbook is approved by March 2014. | | Approval of Handbook | Final Version of Rural Handbook | Project Records, JICA Experts, DC | The final version (Version-2) of the Rural Development Handbook is in the process of the final grammatical check, expecting to be issued by the end of May, 2014. |
| 1-2. The final Draft (Version 3) of the District Development Handbook is approved by March 2014. | | Approval of Handbook | Final Version of District Handbook | Project Records, JICA Experts, DC | The final version (Version-2) of the District Development Handbook is in the process of the final grammatical check, expecting to be issued by the end of May, 2014. |

| Evaluation Questions | | Verification of Results | | | |
|--|--|--|---|---------------------------------------|--|
| Main questions | Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| Have the Outputs been achieved as planned? | Output2: Capacities of DCs and WCs in Kambia and Port Loko districts are developed for more effective and efficient district/rural development management | | | | |
| | 2-1. X% of participants of training implemented the Action Plan | Participants who implement the Action Plan increased from at the time of Mid-term ev | Number of participants, Contents of Action Plan, Implementation | Project Records, JICA Experts, DC | Out of 61 District Council officials monitored by the Project, 58 officials made their Action Plan, and all of them implemented the Plan. (100%) |
| | 2-2. The result of the target two districts in CLoGPAS is improved. | Comparison of Year 2011 / 2013 | Result of CLoGPAS 2013 | MLGRD | This indicator is used as the measurement for the achievement of Project Purpose |
| | 2-3. Good practices of District and WCs | Accumulation of Good practice | Cases of Good practice | Project Records, JICA Experts, DC, WC | <p>1) DC</p> <p>a) Planning Capacity: # Without the list of Feeder Roads, selection of target road for rehabilitation used to be under control of limited people in power. After introducing objective database in which road conditions and economic impact are clearly identified, DC would make appropriate plan of rehabilitation for road in urgent need and larger economic impact. # Through implementation of FRRP, DC categorized roads for economic development and those for community's BHN. The plan for feeder road rehabilitation is made based on the respective criteria of road at present.</p> <p>b) Contract and Implementation Capacity: # DC Officers' upgraded capacity in contracting with more careful confirmation of documents, shortened the time of process roughly from 6 months to 1.5 months.</p> <p>c) Monitoring Capacity: # Since DC Officers visit the project areas more often than before, contractors unlikely misconduct during the construction of facilities or rehabilitation of feeder roads. Officers not only visit more frequently, but report their visit to share information in DC, which stimulates better work by contractors. # During rehabilitation of FRRP, DC/SLRA employed CoW who supervises everyday work of contractors. They submitted daily report to share information with DC/SLRA. Through this experience, DC understand importance of CoW for deliberative monitoring. d) Maintenance of road: # As the result of OJT on FR maintenance, DC applied Food For Work Program with community for maintenance of FR. # RMFA approved the contents of application for fund from both PLDC and KDC for FR maintenance in 2013, which proves their developed capacity in appropriate preparation of relating documents. # Through variety of practical training, DC Officers' skills in IT, AutoCAD, GPS improved in large.</p> <p>2) WC In 2012, WC firstly conducted needs assessment with the Project to identify project based on community's needs. This opportunity contributed to upgrading WC members' capacity in involvement of people for planning of rural development. Since then, WC has been contributing data collection in the community, and WC is responsible for selecting the project (MWP) out of a long list submitted by VDC. WC as a channel between DC and community, is now capable in planning of projects, as well as supervising community to maintain facilities instead of DC.</p> |

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| Evaluation Questions | | Verification of Results | | | |
|--|--|---|---|--------------------------------------|--|
| Main questions | Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| | Output3: The system to disseminate District/Rural Development Model to each district is established by MLGRD, and related Acts/Policies of MLGRD are modified. | | | | |
| | 3-1. The methodology and frequency of dissemination of the District/Rural Development Model to the country are decided. | Process of rule making is appropriate. Contents and frequency is appropriate. | Methodologies and frequency of dissemination of model | Project Records, JICA Experts, DC | # In November 2012, the Project decided outline of monitoring and dissemination activities by MLGRD as well as time table for HB revision. |
| | 3-2. Annual dissemination plan is made. | Feasibility of dissemination plan is high | plan and progress | Project Records, JICA Experts, MLGRD | The dissemination plan was formulated and agreed among stakeholders such as all the local councils at the 8th Steering Committee in April 2013 |
| Are the structure and function of DCs and WC to manage district/rural development more effective and efficiently in Kambia and Port Loko districts? (Achievement of Project Purpose) | (Indicator) By the end of the Project, service delivery of DC and WC based on the structure and function indicated in the District/Rural Development Handbook is provided in Kambia and Port Loko Districts. | Comparison of Year 2011 / 2013 | Result of CLoGPAS 2013 & 2011 | MLGRD | Kambia: 3rd in 2013 (5th in 2011) Port Loko: 2nd in 2013 (3rd in 2011) (Performance Measurement) Kambia: 62(2013), 48(2011) Port Loko: 62(2013) 49(2011) |
| | | # Model Ward Project/Feeder Road rehabilitation project implemented in accordance with the Handbook in Kambia and Port Loko districts | Rural/District Dev. Handbook Performance of DC Officials Implementation rate of development project by DC | Project Records, JICA Experts, DC | (Achievements) # Following the process described in the Handbooks, DC Officers make an annual development plan considering a priority compiled by WC. # DC Officers make and use contractors' list to select appropriate contractors. This process largely shortened construction period, and made all the tasks of DC Officers efficient. # DC Officers implement FR projects using selection criteria based on community's needs and economic impacts which is suggested in the District Development Handbook. # DC Officers, as it is instructed in the Handbooks, hold monthly meeting with MDAs for sharing information. # As it is pointed out in the Handbooks, communication channels between DC Officers and Councilors, Councilors and WC, WC and Section Chief/Paramount Chief, are more strengthened than before the Project. |
| | | | | | (Challenges) # The Project has supported development project by DC from planning to maintenance in the course of establishment of the Model. Nevertheless, there are still rooms to improve their capacities especially in planning and appropriate contract # Basic skills such as recording of site visit and meeting, scheduling, and information sharing are not developed well enough among officers. # DC officials understand the Model and utilize it in their daily work already. However, for troubles and difficulties on the ground, they still need to have more experience to solve by themselves. |

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| Verification of Results | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|---|---|--|--|---|---|-------------------|------|------|---------------|-----|-----|-------------|-------|--------|---------------------|------|------|--|------|------|-------------------|-------|-------|-----------------|---------|-----|-------------|-------|-------|---------------------|------|------|
| Evaluation Questions | | Basis for judgment | Data needed | Data Sources | Results | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Main questions | Sub-questions | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | | # The execution rate of dev.project by KDC & PLDC is increased | budget, execution, and rate in 2008 & 2013 in KDC & PLDC | KDC,PLDC | <p><Port Loko></p> <table border="1"> <tr> <td>Budget from MLGRD</td> <td>2008</td> <td>2013</td> </tr> <tr> <td>Dev. Partners</td> <td>N/A</td> <td>N/A</td> </tr> <tr> <td>Expenditure</td> <td>3,371</td> <td>12,132</td> </tr> <tr> <td>Expenditure rate(%)</td> <td>84.5</td> <td>88.4</td> </tr> </table> <p><Kambia></p> <table border="1"> <tr> <td></td> <td>2008</td> <td>2013</td> </tr> <tr> <td>Budget from MLGRD</td> <td>3,163</td> <td>4,774</td> </tr> <tr> <td>(Dev. Partners)</td> <td>(329.3)</td> <td>N/A</td> </tr> <tr> <td>Expenditure</td> <td>2,689</td> <td>4,595</td> </tr> <tr> <td>Expenditure rate(%)</td> <td>85.0</td> <td>96.3</td> </tr> </table> | Budget from MLGRD | 2008 | 2013 | Dev. Partners | N/A | N/A | Expenditure | 3,371 | 12,132 | Expenditure rate(%) | 84.5 | 88.4 | | 2008 | 2013 | Budget from MLGRD | 3,163 | 4,774 | (Dev. Partners) | (329.3) | N/A | Expenditure | 2,689 | 4,595 | Expenditure rate(%) | 85.0 | 96.3 |
| Budget from MLGRD | 2008 | 2013 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Dev. Partners | N/A | N/A | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Expenditure | 3,371 | 12,132 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Expenditure rate(%) | 84.5 | 88.4 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | 2008 | 2013 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Budget from MLGRD | 3,163 | 4,774 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| (Dev. Partners) | (329.3) | N/A | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Expenditure | 2,689 | 4,595 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Expenditure rate(%) | 85.0 | 96.3 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Are the structure and function of DCs and WC to manage district/rural development strengthened more effectively and efficiently in Sierra Leone? (Overall Goal) | (Indicator) By approx.3 years after the end of the Project, service delivery of DC and WC based on the structure and function indicated in the District/Rural Development Handbook is provided in Sierra Leone. | Model Ward Project/Feeder Road rehabilitation project implemented in accordance with the Handbook in other districts than Kambia and Port Loko districts | Result of dissemination and monitoring survey | Project Records, JICA Experts, DC in non-targeted districts | <p># MLGRD had implemented activities to disseminate the Model smoothly. Therefore, it is likely expected that the overall goal will be achieved to some extent.</p> <p># In the 2nd District/Rural Development Forum in May 2012, the Handbooks (version 1) were distributed to all the LCs, which put the 1st step as nationwide dissemination of the Model.</p> <p># MLGRD took its initiative to implement survey for HB revision in July 2013 and Eastern Areas in August 2013. The survey revealed that usage of HB varies in Northern area and other areas. There are non-targeted DCs which have participated in some of the Project activities in northern part of SL and understand contents of HB. Contrary, for DC in other areas have less experience in project management based on HB. Some comments on budget process were identified in the survey result.</p> <p># The 3rd Forum in May 2013 was the occasion for sharing review points of the Handbook, and institutional structure for dissemination was established.</p> <p># MLGRD has established dissemination and monitoring strategy as shown in ANNEX 7, implementing in DCs nation-wide related activities as schedule below.</p> | | | | | | | | | | | | | | | | | | | | | | | | | | | |

Abbreviations of data collection method
 L:Literature review
 I:Interview
 O:Observation
 Q:Questionair

| Implementation Process | | | | | |
|---|---|--|--|---|--|
| Evaluation Question | | Basis for Judgment | Data needed | Data Sources | Results |
| Main questions | Sub-questions | | | | |
| Are the activities implemented as planned? | What kind of progress appeared as a result of change from the original PO? | Activities were carried out in accordance with the revised PO | Revised PO Project report | Project Records JICA Experts | Activities are in process as planned. No significant effect from changed PO observed. |
| | Was the revision of PDM effective for smooth implementation and achievement of the Project Purpose? | Effect of change | Revised PDM Opinions of Stakeholders | Project Records JICA Experts, DC | # The goal setting among the stakeholders become clear with more simplified indicators of three Outputs. # Quantitative indicator for the Project Purpose was needed to measure achievement of C/P at the Terminal Evaluation |
| Are the methodologies of technology transfer appropriate? | Are the methodologies of technology transfer appropriate? | Acceptance of project's approach to C/P, change in attitude of C/P | Opinions of Stakeholders | Project Report JICA Experts, DC, WC | # In order to avoid dependency and enhance ownership of C/P, the Project gradually transferred the approach of the Japanese experts to C/P from teaching to coaching. The level of ownership varies depending on each C/P. |
| | Are the contents of technology transferred appropriate? | Appropriateness of contents and levels of technology | Contents of technology, opinions of beneficiaries | Project Report JICA Experts, DC, WC | The development method transferred by the Project was very appropriate to every level of structure from MLGRD till community in terms of its fairness, transparency, efficiency and inclusion of related stakeholders. |
| Is the Project management system (Monitoring system, decision-making process, functions of JICA Sierra Leone Field Office, Communication within the Project) appropriate? | Is the Project management system (Monitoring system, decision-making process, functions of JICA Sierra Leone Office, Communication within the Project) appropriate? | # Means and frequency of monitoring # Measures to be taken to tackle the issues | # Date and agenda of JCC & Steering meeting # Communication between PM, C/P and Japanese experts # Project reports | Project Report JICA Experts, DC, MLGRD, JICA Sierra Leone Field Office | # The JICA experts submit the activity reports to JICA HQ, FO as well as MLGRD when their task is completed. # The JICA consultation survey mission was dispatched to prepare for the terminal evaluation, exchange views and have a series of discussion with relevant authorities on the progress of the Project. |
| Is the Project recognized fairly by the implementation organization and C/Ps? | Is the Project recognized fairly by MLGRD and DC staff? | Recognition of MLGRD and DC staff is high | Case of activities which shows recognition of DC and MLGRD staff | Project Report JICA Experts, DC, MLGRD | # The Project is highly recognized by MLGRD and KDC, and PLDC staff. |
| Is the Project recognized fairly by the T/G? | Is the Project recognized fairly by WCs? | Understanding level of the Project by WCs | Case of activities which shows understanding level of WC staff, record of activities | Project Report JICA Experts, DC, WC | # The targeted WCs highly recognize the Project. Their expectations for continuation of the Project is very high. |
| Have appropriate C/Ps been appointed? | Are number, position, capacity and assignment of C/P appropriate? | # Actual appointment, TOR, capacity, ownership of C/P # Effect of election in Nov. 2012 | Result of appointment, case of activities which shows ownership of C/P | Project Report JICA Experts, DC | Number of C/P is originally low at KDC and PLDC. There is only one staff in charge of section. Therefore, it was difficult for C/P to coordinate the Project activities and their original duties, additional attendance to Workshops and seminars. |
| | How far the involvement of personnel except for the direct C/P? | Involvement of community residents, chiefs, MDAs to the project activities | Project record, Opinions of Stakeholders | Project Report JICA Experts, chiefdom council | The Project included DC Officers in Bombali, Tookofili, and Koinaganu. |

5

| Evaluation Question | | Implementation Process | | | | Results |
|---|---|---|---|--|--|---------|
| Main questions | Sub-questions | Basis for judgment | Data needed | Data Sources | | |
| <p>Is there the problem occurring during the implementation of the project? What is the cause?</p> <p>How the recommendations and points made during the mid-term review were reflected in the course of the project?</p> | <p>Terminal Evaluation?</p> <p>(1) Does MLGRD take initiative to manage Handbook Committee?</p> <p>(2) Does MLGRD elaborate the strategy, methodology and dissemination mechanism of the District/Rural Development Model and consolidate an annual action plan?</p> <p>(3) Does MLGRD monitor the application of the Handbook by other districts?</p> <p>(4) Does MLGRD keep close communication with the Local Financial Department of MoFED and LGFD to ensure funds and human resources sustainably?</p> <p>(5) Does Kambia/Port Loco Council identify and analyze lessons learned from Model Ward Project (Phase1) and Pilot Feeder Road Project for further analysis/establishment of the District/Rural Development Model?</p> <p>(6) Does Kambia/Port Loco Council clarify key points in planning, implementation and monitoring of Model Ward Project and Feeder Road Project for further adaptability to the District/Rural Development Handbook?</p> <p>(7) Does Kambia/Port Loco Council improve monitoring and information sharing mechanism of training?</p> <p>(8) Does the Project encourage MLGRD and DCs to initiate project implementation</p> <p>(9) Does the Project assist target 2 districts to extract and analyze lessons for application to the Handbook through planning, implementation and monitoring of the Model Ward Project and Feeder Road Project?</p> <p>(10) Does the Project verify the roles and functions of VDC?</p> | <p>Background, contents and cause of problem</p> <p>Progress of revision of Handbook with initiative of MLGRD</p> <p>Progress of formulation of action plan for dissemination</p> <p>MLGRD monitors other district over the application of HB</p> <p>MLGRD has close communication with MoFED, LGFD</p> <p>KDC and PLDC analyze the Model from MWP and FRP</p> <p>KDC and PLDC utilize lessons learned from MWP and FRP into analysis of the Model</p> <p>Monitoring system is established Good practices as result of training</p> <p>Project's supportive attitude toward MLGRD and DC</p> <p>Project's supportive attitude toward MLGRD and DC</p> <p>VDC's roles and functions are clarified among stakeholders</p> | <p>Information on the incident</p> <p>Opinions of Stakeholders Minute of revision meeting</p> <p>Action Plan of MLGRD Dissemination activities</p> <p>Monitoring system & report</p> <p>Opinions of stakeholders Budget plan</p> <p>Modification record of Handbooks Lessons learned from MWP and FRP</p> <p>Discussion report</p> <p>Training monitoring system</p> <p>Observation, Opinions of stakeholders</p> <p>Observation, Opinions of stakeholders</p> <p>Observation, Opinions of stakeholders</p> | <p>Project Report JICA Experts, DC</p> <p>Project Report JICA Experts, Local Council, MLGRD</p> <p>Project Report JICA Experts, DC</p> <p>Project Report JICA Experts, DC</p> <p>Project Report JICA Experts, DC</p> <p>Project Report JICA Experts, DC</p> <p>Project Report JICA Experts, DC</p> <p>Project Report JICA Experts, DC, MLGRD</p> <p>Project Report JICA Experts, DC, MLGRD</p> <p>Project Report JICA Experts, DC, WC, VDC</p> | <p>No problem observed.</p> <p># MLGRD has taken initiative to set up Handbook Committee, conducting survey on usage of Handbooks in other DCs.</p> <p># MLGRD put new output of "District/Rural Development Handbook reviewed and disseminated" in the performance contract activities in 2014. # MLGRD with Japanese experts made a flow of handbook revision procedures as the dissemination strategy, as well as the dissemination schedule from 2013 to 2015.</p> <p># Based on the above mentioned schedule, MLGRD is monitoring usage of the Handbook, providing technical support by PLDC and KDC to five selected district councils.</p> <p>N/A</p> <p># Kambia and Port Loco Councils held five times of revision meeting for Rural Development Hand Book with Japanese expert, and official in charge at MLGRD to identify and analyze lessons learned from MWP. As for Feeder Road Rehabilitation Project, lessons were extracted through occasional meetings and daily communication with Japanese expert and staff at KDC, PLDC and District office of SLRA.</p> <p># The Project established monitoring structures for training effects by using action plan</p> <p># The Project has focused on C/P's initiative for the Project activities (ex. C/P gradually learned how to make meeting materials by themselves)</p> <p># The Japanese experts try to provide a pin-pointed support C/P, such as correcting errors or guiding to the right solution when extracting and analysis of lessons for Handbooks. Advisory support is more appropriate than technical transfer.</p> <p># Through the implementation of MWP and FRRP, the Project verified the role and functions of VDC with collaboration of DC and WC.</p> | |

4

| Evaluation Questions | | Relevance | | | |
|--------------------------------|---|---|--|---|---|
| Main questions | Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| Necessity | Have the Project objectives been tackled with issues of district/rural development in Sierra Leone? | Issues on district/rural development and project purpose | Opinions of stakeholders | Project Report, JICA Experts, DC MLGRD, GoJ | # After twelve years of the peace agreement in 2012, Sierra Leone is in the end of transitional period to consolidate peace symbolized as the UN Integrated Peacebuilding Office in Sierra Leone (UNIPSIL) completes its Security Council mandate on 31 March 2014 and transfers its responsibility to the UN Country Team, which consists of 19 agencies, funds and programmed, based on the UN Development Assistance Framework, known as UNDAF. # GoSL regards decentralization as the mean to sustain stable society and development of SL. In the course of decentralization policy of MLGRD, it is envisaged that capacity building of LCs and WCs was one of crucial needs for realizing development in localities in more efficient and effective way. |
| | Is improvement of structure and function of DC in district rural development in line with needs of MLGRD? | Consistency of the objectives with needs of MLGRD | Opinions of stakeholders | Project Report, JICA Experts, MLGRD | # Cabinet's approval for the Draft of Revised Local Government Act (2004) and Rural Development Coordination Policy is not proceeded as planned. # MLGRD promotes dissemination of laws and policy, strengthening of DC's function in management of development project from project identification to monitoring |
| | Is improvement of structure and function of DC in district/rural development in line with needs of DC officers and WC members and Community People? | Consistency of the objectives with needs of DC, WC, Community People | Opinions of stakeholders | Project Report JICA Experts, DC, WC, Community People | Issues of DCs: Delay of budget allocation of MoFED, absence of C/P due to training by donors, weak information sharing system, and appointment of vacancy positions |
| Policy Priority (Sierra Leone) | Is strengthening the structure and function of DCs and WC to manage district/rural development more effectively and efficiently is in line with poverty reduction strategy of Sierra Leone? | Consistency of the objectives with Agenda for Prosperity | Strategy of A4P | Project Report, MLGRD, policy document | # The Agenda for Prosperity, issued in 2013 as the third PRSP envisages Sierra Leone to be a middle-income country by 2035. # A4P includes 8 components with 33 strategies among which governance and public sector's capacity development are mentioned (*3). # In the A4P, the GoSL promotes 1) decentralization in finance, 2) Implementation of decentralization policy, 3) assurance of people's participation and transparency, 4) Local government for effective economic development, and strengthening of M&E. (*7) |
| | Is strengthening the structure and function of DCs and WC to manage district/rural development more effectively and efficiently is in line with related law and policy of Sierra Leone? | Consistency of the objectives with Local Government Act (2004) and Draft of Revised Act | Contents of LGA 2004 and Revised Act Local Gov. Regulations (2004) | Project Report, MLGRD, Law and regulations | # Local Government Act 82004) is under revision to reflect the National Decentralization Policy (2010). One of revision point is establishment of Western Area District through consolidation of four districts. (*6) # Local Government Regulations clarifies 80 of devolution process for administration functions, which is supposed to be finished by the end of 2012. (*6) |

4

| Evaluation Questions | | Relevance | | | |
|---|--|--|--|--|--|
| Main questions | Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| | | Present status of decentralization and devolution | Opinions of stakeholders | Project Report, JICA Experts, MLGRD | # Decentralization and devolution is in process |
| | | Present status and consistence of related laws such as Feeder Road Act | Opinions of stakeholders | Project Report, JICA Experts, SLRA | # WC and VDC was become legitimate under the by-laws of KDC and PLDC |
| | Is strengthening the structure and function of DCs and WC to manage district/rural development more effectively and efficiently is in line with the Rural Development Coordination Policy of Sierra Leone? | Present status of the Policy and consistency with the Project purpose | Contents of the Policy | Project Report, JICA Experts, MLGRD | The contents of Rural Development Coordination Policy was discussed and formulated by donors including Japanese expert. |
| | Is strengthening the structure and function of DCs and WC to manage district/rural development more effectively and efficiently is in line with other related policies of Sierra Leone? | Present status of the Policy and consistency with the Project purpose | Contents of the Chiefdom related Policy | Project Report, JICA Experts, MLGRD | # The Project is in line with the LGA04, the Decentralization Policy and other related Acts and Policies. |
| Policy Priority (Japan) | Is strengthening the structure and function of DCs and WC to manage district/rural development more effectively and efficiently is in line with other related policies of Japan? | Consistency of the objectives with Japanese Gov. policy | Country Assistance Policy(2012), Rolling Plan (2012) | Country Assistance Policy, Rolling plan (2012) | # The priority areas in policy in the CAP for Sierra Leone is to strengthen human resource base by supporting capacity building conducive to improving the administrative services.(*) # The Project is a part of the Local Government Capacity Development Program in the Rolling Plan (2012) which aims to enhance capacity of central and local government officers. |
| Appropriateness of Project Approach | Was it appropriate to have chosen 2 DCs as the pilot areas? | Appropriateness of selection criteria for WC | Scale, gender, number of WC | Project Report JICA Experts, DC | Yes. Staff at KDC and PLDC collaborated at time of review meeting, sharing information occasionally. |
| | Is the Project's approach targeting from MLGRD to community appropriate at present? | Acceptance level of Project's approach to MLGRD, DC, WC | Contents of approach and progress of activities | Project Report, JICA Experts, MLGRD, DC, WC | The comprehensive approach of the Project covering from policy level (MLGRD) to community was very effective to strengthen the channels of stakeholders, as well as to elaborate practical methodologies of development project on theground.. |
| Does Japan have an advantage in extending technical cooperation ? | Does Japan have an advantage in extending technical cooperation ? | Good practice of similar projects, utilization of good practice into the Project | Information of past similar projects | Japanese Experts, JICASLFO | # JICA has rich experiences and information through assistance for Sierra Leone through Child/Youth Assistance Survey (2008), Agriculture Project (2009), and Water Supply Project(2009) in Kambia District. |

| Evaluation Questions | | Relevance | | | |
|---|---|--|---|--|---|
| Main questions | Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| Since the Mid-term Review, have there any change around the project such as policy, economy, society? | Is there any significant change in the Japan's policy towards Sierra Leone? | Changes in Japanese relevant policies | Contents of CAP, Rolling Plan (2012), TICAD V | Country Assistance Program(2012), Rolling Plan (2012), TICAD V | # The priority area raised in the TICAD V in June 2013 included improvement of capacity of policy makers and local government officers and their service delivery. |
| | Is there any significant change in the Sierra Leone decentralization or related policy / Act? | Present status of LGA (2004) | Revised LGA and opinions of stakeholders | Local Government Act(2004) MLGRD, JICA Experts | # Agenda for Change(2008-2011) was extended till 2012, regarded decentralization as prerequisite for achievement of important issues such as basic service delivery.(*8) # Decentralization Policy (2010) regards Local Government as the highest governmental entity to deliver development and services in regions, whereas Local Government Act (2004) placed Local Government is 'Politically' highest government.(*10) # According to the Citizens Budget 2013, budget allocation to 391 WCs is 1% (US\$ 13,000) of entire government budget.(*1) |
| | Is there any significant change in Economy in Sierra Leone? | Changes in economy and political situation in Sierra Leone | GDP, trade balance, result of election 2012 | Data from WB, AfDB, DIFID, MLGRD, JICA Experts | # President Coloma reelected in 2012, promoting human resource development and assistance for youth based on the Agenda for Prosperity. Domestic situation is stable and entering development phase from period of recovery from civil war # Sierra Leone raised its grade from 48 (2011) to 31 (2013) in the governance indicator.(*2) # While poverty rate decreased from 66% (2003) to 52.99% (2011), the economic gap between city and districts is wider at present.(*4) # Corruption rate improved, but PFM on the field level is not fully appropriate yet.(*3) |

*1: News letter of Center for Accountability and Rule

*2: 2013 Ibrahim Index of African Governance (IIAG)

*3: Sierra Leone Country Strategy Paper 2013-2017 Aug 2013, African Development Bank

*4: Sierra Leone Integrated Household Survey (SLIHS)

*6: Country Profile of Sierra Leone, Commonwealth Local Government Forum (2013)

*7: The Agenda for Prosperity 2013-2017

*8: Implementation Completion and Results Report on a Credit to the SL for the Decentralized Service Delivery Adaptable Program Loan Project (June 2013)

*9: Country Assistance Policy for Republic of Sierra Leone (Dec.2012) MOFA, GoJ



| Evaluation Questions | | Effectiveness | | | |
|---|--|--|---|-----------------------------------|---|
| Main questions | Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| Has the Project Purpose been achieved? | Achievement of the indicator | Comparison of plan / actual | Achievement of each indicator | Project Report, JICA Experts, DC | # Refer to "Verification of results" |
| Cause-Effect relationship | Is the achievement of the Project purpose achieved by the achievement of Outputs? | Logicity between Project Purpose & Output | Present situation of each indicator of Output, logical relation | Project Report JICA Experts, DC | Through activities for Output 1 and 2, the Project established the development model. The improved capacities of DC Officers through training, OJT in Pilot, MWP and FRRP, contributed directly for achievement of the Project Purpose. Output 3 was set as preparation for nation-wide dissemination of the Handbooks. These dissemination activities such as holding the District/Rural Development Forum, motivated DC Officers in Kambia and Port Loko for improvement of the Handbooks. |
| Is there a hindering factor to the achievement of the Project Purpose? | Considering the progress of activities and achievement of the Output, is there any obstacle to achieve the Project Purpose? | Hindering factors and project's measures | Present progress of activities, hindering factors | Project Report JICA Experts, DC | # DPs have their own modalities in project management, and usage of Handbooks is not mandatory to DPs and NGOs yet. Therefore, it is not mandatory for the KDC and the PLDC Officers to use the Handbooks for their duties except CDCD project. # Transfer of human resource occurs frequently in LCs. Therefore, it is difficult to strengthen institutional capacity in a full length of the Project period. |
| Are the Important Assumption still satisfied ? | There is no Important Assumptions listed in the current PDM. Is there any factor to be added? | Identify possible factors as Important Assumption | Opinions of stakeholders | Project Report JICA Experts, DC | No. |
| Are there cooperation effects with other JICA schemes and/or other donors? When there is it, what kind of effect is appeared? | Is there any cooperation with JICA's Loan project, Grant project, Individually dispatched Japanese experts and Programs/projects of Development Partners?? | Case of collaboration Future plan of assistance by other DPs | Policies and opinions of DPs' Stakeholders | Project Report, JICA Experts, DPs | # Collaboration with Local Economic Development Program (UNDP) # Collaboration with DSDP-2 in capacity development of DCs, financial transfer among governmental organizations, formation of LC's Plan, Monitoring and information management. # Collaboration with WFP in Food for Work Project # Implementation of 3rd country training collaborating with the Project for Institutional Capacity Development of the Civil Service Training Centre (JICA) in Ghana |

| Efficiency | | | | | |
|--|--|-------------------------------|---|--|--|
| Evaluation Questions | | Basis for judgment | Data needed | Data Sources | Results |
| Main questions | Sub-questions | | | | |
| Have the Outputs been achieved? | Have the three Outputs been achieved respectively? | Achievement of each indicator | Achievement of each indicator | Project Report, JICA Experts, DC CLoGPAS | <p># Refer to Verification of results</p> <p># The indicator 1-1, 1-2 are almost achieved as the final version (Version-2) of the District/Rural Handbooks are in the process of the final grammatical check by the Project, expecting to be approved by MLGRD and issued by the end of May 2014.</p> <p># All the participants implemented their Action Plan. (indicator 2-1 was achieved)</p> <p># CLoGPAS was analyzed for the achievement of Project Purpose (indicator 2-2 was not used)</p> <p># There were many good practices produced during the implementation period, (indicator 2-3 was achieved)</p> <p># In the Dev. Forum in Nov.2012, the Project confirmed the outline of monitoring and dissemination activities to be implemented by MLGRD as well as a time table for HB revision.(indicator 3-1 achieved)</p> <p># The dissemination plan was formulated and all the local councils agreed with it in the 8th Steering Committee in April 2013 and in the 3rd JCC in November 2013.(indicator 3-1 is achieved)</p> <p># The dissemination plan was formulated and all the local councils agreed with it in the 8th Steering Committee in April 2013 and in the 3rd JCC in November 2013. (indicator 3-2 is achieved)</p> |
| Were the inputs from Japan side appropriate? | Were the number, field, timing of Japanese experts appropriate and make full use to achieve the Outputs? | Comparison of plan / actual | Record of dispatch of Japanese experts | Project Report, JICA Experts, DC | <p># Refer to Verification of results</p> <p># Five (5) Japanese long-term experts and eleven (11) short-term experts have been dispatched to the Project for technical transfer.</p> |
| | Was the training in Japan appropriate in terms of number of participants, contents, timing ? | Comparison of plan / actual | Monitoring Record of training, Opinions of participants | Project Report, JICA Experts, DC, WC | Total twenty (20) officials from MLGRD, KDC and PLD participated in the training in Japan. As the technical exchange program in the third country, five (5) officials from MLGRD, Kambia, Port Loko and Bo city Council visited the Civil Service Training Centre in Ghana for Ethics and Leadership training. |
| | Were machineries the Project provided appropriate for achievement of Outputs? | Comparison of plan / actual | Placement of machineries, record of usage | Project Report, JICA Experts, DC, WC | # Equipment and machineries of the total value equivalent to US\$ 359,858 were provided for the Project activities by the end of February 2013. |

| Efficiency | | | | | |
|--|---|--|--|---|---|
| Evaluation Questions | | Basis for judgment | Data needed | Data Sources | Results |
| Main questions | Sub-questions | | | | |
| Were the inputs from Uzbekistani side appropriate? | Were the appointment of C/P appropriate in terms of the coordination with other tasks, their ability, and timing of allocation? | Comparison of plan / actual | Record of appointment and transfer Opinions of stakeholders | Project Report JICA Experts, DC | # The appointment of C/P was appropriate and coordinated with other tasks. # Ability varies in each C/P. Timing of allocation also affected accumulation of skills and experience which they are supposed to received during the Implementation period. |
| | Did MLGRD and DCs provide office space for Japanese experts furnished with furniture and IT access? | Comparison with similar projects | Present conditions of furnished office and office equipment | Project Report, JICA Experts, DC | Yes. No problem observed. |
| What are other contribution and hindering factors than activities and inputs to achieve the Outputs? | Have the seasonal factors been reduced for Feeder Road Rehabilitation Project? | Present situation of usage of machineries and technicians | Opinions of stakeholders Progress record of rehabilitation | Project Report JICA Experts, WC, CBC, SLRA | At the first half of the Project period, FRRP was affected by scarce machineries to use in rainy season After allocation of track with crane in KDC and PLDC, seasonal factor were diminished. |
| | To what extent have community residents participate in the Model Ward Projects? | Present situation of MWP | Opinions of stakeholders Progress record of MWP | Project Report JICA Experts, WC, VDC, MDAs, UG | # They participated in the MWP from planning stage till maintenance stage. Through the needs assessment, they transferred their needs to VDC, which submit the long list to WC. WC make a short list out of the VDC's list, then submit the selected projects. # During construction period, community people collaborate the construction, in human / natural resources. # After the construction, UG became in charge of maintenance. |
| | Is the knowledge and skill of contractors, timing of assignment good enough to make progress of MWP? | Present situation of MWP | Opinions of stakeholders Progress record of MWP | Project Report JICA Experts, WC, VDC, MDAs | Appropriate contract and frequent monitoring enhanced knowledge and skills of contractors. Time for construction largely shortened after the Project started. |
| Are the Important Assumption still satisfied ? | Was the function of WC secured before, during and after the election in November 2012? | Impact of the election to WC | Result of the election, Opinions of stakeholders | Project Report, JICA Experts, WC, DCs | As the result of election in November 2012, most Councilors / Chairman of Ward Committee were replaced by new Councilors. Even though the Project re-established relationship with those WCs with new chairman and members, the impact of changes in councilors was minimum for smooth implementation of the Project. |
| Is the Pre-condition still satisfied? | 1. Community and Ward Community in the target districts understand and agree at the Project | WC members, UG, residents understand and agree the project | Opinions of WC members, UGs, residents | Project Report, JICA Experts, WC, UGs | 1.Community and WC in KDC and PLDC understand and agreed the directions of the Project at present. |
| | 2. WC keep playing important roles | Roles of WC are not changed | Opinions of WC members, UGs, residents | Project Report, JICA Experts, WC | WC is still responsible in community in terms of representing the community's voice |

5

| Impacts | | | | | |
|--|---|---|--|--|---|
| Evaluation Questions | | Basis for judgment | Data needed | Data Sources | Results |
| Main questions | Sub-questions | | | | |
| Will the Overall goal achieved? | Will two indicators of Overall Goal be achieved? | HBs are / will be used in non-target districts | # Result of monitoring survey # Preparative activities | Project Report, JICA Experts, District Council, MLGRD | # Refer to Verification of results # Impact in terms of achievement of the Overall Goal, MLGRD took a strong initiative to disseminate the HBs. # On the contrary, roles and responsibility need to be clarify, and budget needs to be assured. |
| Cause-Effect relationship | Is there a wide gap between the Overall Goal and Project Purpose? | Logicity between Overall goal and Project Purpose | Opinions of stakeholders | Project Report, JICA Experts, District Council | # Logicity between the Overall Goal and Project Purpose is still valid. # The Output 3 is contributing to achievement of rather the Overall Goal than the project Purpose, which was originally planed so. |
| | (Important Assumption1) Will GoSL maintain decentralization policy, rural development policy? | Direction of GoSL on related policies | Policy documents Opinions of stakeholders | Project Report, MLGRD | Yes, in the Agenda for Prospect, GoSL continue its decentralization policy with people centered manner. |
| | (Important Assumption2) Will budget to District Council be secured? | Present and future of budget allocation | Amount, source of budget | Project Report, MLGRD, DPs, Strategy paper | Although budget is not indicated in the Draft Strategy Plan (2014-2016), the MLGRD has strived to allocate necessary budget to 2015 based on the activities in 2014 for monitoring and the usage of HBs. |
| Are there any hindering factors to effect achievement of the Overall goal? | Is there contributing / hindering factors in the policy aspect? | Future direction of Local Gov. Act/Rural Dev. Coordination Policy | # Opinions of stakeholders # Law and policy | Project Report, MLGRD | (hindering factors) It takes time to finalize the Policy with voices of variety of stakeholders (contributing factors) MLGRD has strong will to win the approval of Policy. |
| | Is there contributing / hindering factors in the financial aspect? | Commitment of MLGRD, District Councils | # Opinions of stakeholders # Budget of MLGRD, District Councils | Project Report, JICA Experts, District Councils, MLGRD | (hindering factors) DSDP and LGDP are reaching their completion. (contributing factors) WFP and FMFA approved 100% of Funds applied by KDC and PLDC. |
| | Is there contributing / hindering factors in District Council's Organizational aspect? | Kinds of hindering and contributin factors and level of effects | # Opinions of stakeholders | Project Report, JICA Experts, , MLGRD | (hindering factors) MLGRD and both KDC and PLDC lack in human resource. Only one staff is in charge of each section in DC. (contributing factors) New posts such as ESO were set in KDC and PLDC. |

| Impacts | | | | | |
|----------------------|---|--|--|--|---|
| Evaluation Questions | | Basis for judgment | Data needed | Data Sources | Results |
| Main questions | Sub-questions | | | | |
| Ripple Effect | Is it expected that achievement of the Overall Goal will give an impact to Sierra Leone development policy? | Impact to Related law, policy, Dev. Plan of District Council | Changes of related law, policy and plan | MLGRD | Yes. MLGRD is verifying that whether the Handbook is useful and is already used by other LCs and it may give impact to the Rural Development Coordination Policy. |
| | Consideration on environment protection | Environmental Impact of Feeder road rehabilitation, Model ward Project | Opinions of stakeholders | Project Report, JICA Experts, DC, WC, VDC, UG | # ESO is responsible for community's environment. He teaches the community about importance of environment before the construction starts. # The Project has constructed public toilets as MWP, which improved environment of the community. |
| | Impact of technical change | Technical impacts to WC, UG, MDAs | Opinions of stakeholders | Project Report, JICA Experts, District Council, SLRA, WC, UG | # Case of the Project was presented at Feeder Road maintenance meeting held by Ministry of Construction. FR Rehabilitation was reported in the LED Workshop by MLGRD |
| | Economical impact to target society, project related stakeholders, beneficiaries | #Impact to increase of agricultural production | Result of impact survey for Feeder Road Rehabilitation | Project Report, JICA Experts, District Council, MLGRD | # By rehabilitating feeder roads, transportation means changed from foot to motor bike, time for transportation decreased, but cost for transportation increased. Social events, sales at market increased. On the other hand, young people moved to city for work.(*2) |
| | Are there any impact to non-T/G? | Impact to non-target districts, MDAs | Opinions of stakeholders | Project Report, JICA Experts, District Council, SLRA, WC | # All the other Local Councils were interested in the development method indicated in the Handbooks. # People outside of LCs are also interested in the Handbook, and ask for the copy to use. |

LED: Local Economic Development

| Sustainability | | | | | |
|---|--|---|---|--|--|
| Main questions | Evaluation Questions Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| Will the current policy, regulation, legal system on strengthening structure and function of DC continue? | Is the possibility of policy support toward strengthening structure and function of DC high? | MLGRD's Commitment to Policy is high | Approval of Revised LGA, Rural Dev.Coord.Policy | MLGRD | MLGRD indicated continuation of decentralization in its Draft Strategic Plan (2014-2016) in which the local people and their community's empowerment in the development process is assured. In the Draft Strategic Plan, monitoring and coordination of the use of Handbooks and its revisions are included as responsibility of MLGRD. |
| | Is there possibility of change in the related rules and regulations? | Established Dev. Model will be applied in the Revised LGA | Opinion of stakeholders | MLGRD, JICA Experts, | # The Project is in line with LGA (2004), which is in process of approval of cabinet and parliament for its amendment. # Delay of approval of Rural Development Coordination Policy may hamper smooth dissemination of the Rural Development Model in other LDCs since it is assumed as difficult to establish a VDC and firm coordination with related stakeholders without legitimacy from the Policy. |
| Will the Implementing agency capable to continue to expand relevant activities of the Project in terms of Organization, Financial aspect? | Is MLGRD committed to disseminate the Model to non-target districts? | MLGRD has detail plan and budget for dissemination | Future plan of dissemination | MLGRD | Yes. MLGRD is highly committed to disseminate the Model to non-target districts. |
| | Has the Ownership of DC, WC staff been further enhanced? | Comparison of attitudes with the Mid-term Review | Opinion of stakeholders | Project Report, JICA Experts, DC, MDAs | Yes. Officers at KDC and PLDC have strong ownership on the Handbook, having a strong will to be a tutor to other DC staffs. |
| | Will the budget for District/Rural Development project be secured? | Sources and necessary amount of budget will be secured | Project report, annual plan of MLGRD, District 3 years plan, Performance Contract with the President, DSDP2, LGDF | MLGRD, DC, JICA Experts, DPs | # Budget resources of Local Government are 1)Precept's from local tax, 2)Property taxes, 3)License fee, 4) Mining share, 5)Interests, 6)other revenues for LCs, 7)Tied subsidies (*1) # Subsidies are allocated to LCs annually, but the amount is not issued. The LC's own revenue is 1% in the whole budget of LC(*2) # The budget of DSDP2 is minimum US\$ 26 million from 2013-2017. Among which 24.3 million will be financial support for 19LCs. LGDF will be allocated to each LC till 2015. The amount of allocation depends on population, remaining past budget.(*3) |

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| Sustainability | | | | | |
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| Main questions | Evaluation Questions Sub-questions | Basis for judgment | Data needed | Data Sources | Results |
| | | | | | # While the budget from MLGRD is limited, development projects, such as feeder road rehabilitation requires a large amount of resources. Regarding the financial situation of DCs, it is important to improve own source revenue. The Team identified that Kambia and Port Loko District Councils have already sought the ways such as Food for Work (FFW) Program by WFP and Road Management Fund in 2013. The ex-participant of training in Japan will implement his Action Plan to introduce the Fixed Asset Management System in KDC in 2014. However, finance still remains as a challenging factor for District Councils since FFW is available only once for the received area for example. |
| Technology's aspect | How far has the introduced technologies accepted and applied? | Comparison with the time of Mid-term review | Internalized skills and technique Revision of HB by District Council | Project Report, JICA Experts, DC | All the skill, knowledge and experiences transferred from the Project on the ground and DC offices are in line with TOR of C/Ps, and the level of techniques was appropriate to them. T All the beneficiaries assured that they were very positive to make full use of the new skills in their duties, as well as transform them to new Officers when they are transferred in future. |
| | Are monitoring and maintenance introduced by the Project applied among users groups in the target communities? | US are using monitoring and maintenance methods for FRP and MWP | US's opinions | Project Report, JICA Experts, DC, WC, CBC, UG | The training for User Groups and CBC was also useful for their maintenance activities and they are very willing to continue monitoring and maintenance in their community. |
| | Will the machineries and equipment that the Project has delivered be appropriately maintained? | Improvement level of management of machineries and equipment | Future management of machineries and equipment, Cost for maintenance | Project Report, JICA Experts, DC, CBC | The machineries and equipment will be utilized properly by community people such as UG and CBC. |
| | Will the methods for FR Rehabilitation and facilities' maintenance introduced by the Project be continuously applied in future? | Level of present application, maintenance system, quality of contractors is assured | Opinion of stakeholders | Project Report, JICA Experts, DC, UG CBC | CBCs and UGs interviewed during the survey were all using their new skills for maintenance, and were confident in their continuing usage of methods for feeder roads and rehabilitated facilities. |
| Any contributing/hindering factor for sustainability of the Project | Will other DPs have LC's capacity development and rural development program/project in target area in future? | Plan of new program/project related to LC's capacity development | Information from stakeholders | Project Report, JICA Experts, DPs, RMFA | # FRRP by supported by WB and rural development projects by supported by UNDP are undergoing. UNDP project focuses more on capacity development. # Road Maintenance Fund Administration delivers funds for DCs for maintenance of feeder road. |

*1: Local Government Act (2004)

*2: Local Public Sector Country Profile - Sierra Leone May 2013 - www.localpublicsector.org *3: Completion Report of JICA Expert (April 2013)

