

**United Nations Support to the Government of Liberia through the County Support Team Joint Programme (UN CST)**

**PROJECT DOCUMENT 2011**

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| Project Title*:* | **Strengthening the Capacity of Local Administration for Service Delivery in support of Decentralization efforts in Liberia** |
| Project Partners*:* | **Ministry of Internal Affairs (MIA), Ministry of Planning and Economic Affairs (MPEA), UNOPS, UN-HABITAT, UNDP, UNICEF, LIPA, LISGIS, UNHCR & UNMIL** |
| Executing Agencies*:* | **UNDP** |
| Time Frame*:* | **One Year (June 2011-May 2012)** |
| Project Cost*:* | **US$ 1,968,800.00;** Expected Funding from SIDA:**US$ 1,593,800.00** |

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| **Brief Description:**This project forms part of the United Nations continued commitment to supporting national development efforts including the decentralization efforts, both at the policy level and by enhancing the ability of local state actors to perform their functions. It will build on the achievements made so far, pursue a more developmental approach and consolidate interventions at the county and district levels emphasis on the district. The objective is to build the capacity of local administration to assess, plan, co-ordinate and deliver essential services in support of national development efforts, especially the on-going decentralization efforts.The strategy is one of a series of coordinated and inter-dependent interventions, involving direct support to county and district infrastructure rehabilitation/construction, capacity development of local authorities through intensive trainings based on strategic capacity needs, and support to well functioning of County Information Management and Monitoring capacities in all the 15 counties, to track and report on PRS/CDAs implementation. The main outputs of the project are:* **Functional County Administrative Office in Harper, Maryland County** from where development efforts are pushed forward and co-ordinated in support of national decentralisation and peace consolidation objectives;
* **Performance of Local Government Official**s in delivering essential services improved *(responsive, transparent and accountable*);
* **Capacity of MIA and MPEA** enhanced to effectively support the counties;
* **Coherent and consolidated UN response** to supporting **PRS/CDA implementation**.
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**UNDAF Outcome(s):** **UNDAF Outcome 3: Good Governance & the Rule of Law** Democratic, accountable and transparent governance advanced in a participatory and inclusive manner and in accordance with human rights standards.

**UNDAF Outcome 2.1:** National mechanisms and capacities for MDG-based, conflict-sensitive planning, analysis and monitoring strengthened.

**JP Outcome: C**ivil administration and authority restored through capacity development of local administration to assess, plan, coordinate and mobilise resources for and delivering essential services in support of national decentralisation effort.

**Programme Duration:** Jan-Dec 2011

**Fund Management Option:**

Combination of Parallel and Pooled Funds (with UNDP as Managing Agent)

Total Project Cost: **US$ 1,968,800.00**

**Contributions from Partners:**

* Government US$ 200,000.00
* UNDP US$ 150,000.00
* UNHCR: US$ 25,000.00
* UNICEF -

**Total** **US$ 375,000.00**

Un-funded budget/Expected contribution from SIDA: **US$ 1,593,800**

**Agreed by Government:** \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ \_\_\_\_\_\_ **Date:** \_\_\_/\_\_\_/2011

 Minister of Planning and Economic Affairs

**Agreed by UNDP:** \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ **Date:** \_\_\_/\_\_\_/2011

 Resident Representative

**Agreed by SIDA** \_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_ **Date:** \_\_\_/\_\_\_/2011

 Country Director

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##  BACKGROUND

In support of support the Government’s recovery and decentralization efforts, the United Nations in Liberia developed an innovative and integrated mechanism to enhance capacity-building of local administration at county-level. The County Support Teams (CSTs) are established in each county, led by UNMIL Civil Affairs, aimed at: a) ensuring a coherent and consolidated UN approach to addressing county challenges, b) supporting local government, in particular the County Superintendent’s office, the highest authority in the county, and c) building the capacity of local government institutions to gradually take over responsibility for security, reconstruction and development.

To assist with this process, a two-year UN project “Strengthening Capacity of Local Administration”, began in September 2006. Its objective was to build the capacity of local administrations in assessing, planning, coordinating, mobilizing resources, and delivering essential services to support the consolidation of state authority and economic recovery. The project focused on three areas: 1) Restoring the functionality of county administrative offices; 2) Developing capacity of county officials and 3) Strengthening data and information management in the counties.

This initial project provided support to local authorities under ‘hard’ and ‘soft’ components, enabling them to take the first steps toward the establishment and consolidation of County-level administration. The ‘hard’ component included the construction and equipping of County administrative buildings with furniture, solar panels and generators, as well as the provision of vehicles and basic IT-equipment to all Counties. This has contributed to building up the first element of county officials’ capacity through the provision of a functioning working space in all the 15 counties.

The ‘soft component’ focused on training and capacity development of local government staff in areas ranging from participatory planning, computer literacy and human rights, women’s empowerment, civic education, leadership competencies, and the advancement of the Millennium Development Goals. It has strengthened capacity development of local government staff in areas ranging from participatory planning, computer literacy and human rights, women’s empowerment, civic education, leadership competencies, and the advancement of the Millennium Development Goals.

In collaboration with UNHCR, the Norwegian Refugee Council (NRC) and UNDP National Information Management Centre (NIMAC) project, the CST supported the establishment of Information Management Offices (IMOs) in each of the 15 counties. These vital elements of support in the establishment of Government structures for data collection and monitoring of the Poverty Reduction Strategy (PRS)/County Development Agendas(CDAs) at the county level have now been transformed into the Liberian Institute of Statistics and Geo-Information Services’ (LISGIS) County Statistics and Information Offices (CSIOs).

Through CST, the County Development Agendas (CDAs) and Poverty Reduction Strategy (PRS) were also developed through a participatory and highly collaborative process in all 15 of Liberia’s counties.

The CDAs outlined development goals and priorities for a five year period, which were fed into the Poverty Reduction Strategy (PRS). The PRS/CDA provides a new context and opportunity for local administrations to take charge and engage with their people towards growth, reconstruction and development.

Indeed the level of collaboration between CST, the Government of Liberia and related UN programmes has been recently praised in a Review of Joint Programmes undertaken by an external consultant on behalf of the Resident Coordinators Office. In particular it commends CST for having anchored its interventions and overall strategy within a comprehensive capacity assessment of government partners, rather than simply adopting an ad hoc project based approach. By remaining focussed on institutional strengthening through the delivery of a range of programmes designed to ensure medium – long-term sustainability, CST has distinguished itself among other Joint Programmes in terms of overall Government ownership and commitment. This has been achieved through extensive and on-going consultations and involvement of government counterparts at national and local levels. Working in all the 15 counties, CST is ideally placed to assume a greater role in supporting the on-going national development efforts as well as take-on much of the advisory and support work currently being undertaken by UNMIL Civil Affairs staff during UNMIL transition or drawdown.

* 1. **County Support Team (CST) and County Administration**

County Support Team (CST) is a joint Government and United Nations (UN) mechanism established in 2006. It was born of the realization of the difficulties of the newly elected Government of Liberia to extend its authority throughout the country and to enhance capacity-building of local administration at county-level. The CST aim at ensuring a coherent and consolidated UN approach to addressing county challenges, namely a) Restoring the functionality of county administrative offices and transportation; b) supporting local government, in particular the County Superintendent’s office, the highest authority in the county, and c) Developing capacity of local government institutions to deliver essential services in support development as well as gradually take over responsibility for security, reconstruction and development

Following the outcome of a consultative needs assessment mapping exercise which revealed that local government in Liberia is weak, lacks sufficient autonomy, requires relevant capacities and is irrationally organized, the UNSCT decided to bring various entities of the UN together in support of Government recovery efforts and priorities at the county level. CST is established in all the 15 counties in Liberia. Co-ordination and supervision of the day-to-day activities of CST at county-level is led by International UNVs / Civil Affairs Project Officers from UN Mission in Liberia (UNMIL), one per each county. They work very closely with the UN Head of Field Offices and other UN-agencies.

Since its establishment, the UNCST Joint Programme has made positive achievements. The mechanism has assisted in data collection, distribution of “County Information Packs (CIPs)” for early recovery and development efforts; supported the citizens’ consultation process at the district, county and regional levels towards the compilation of the County Development Agendas (CDA) which was subsequently fed into the PRS drafting process, and the National Decentralization and Local Governance Policy document.

The CST is based in UNMIL Field Offices and works very closely with the County Administration (Superintendent, Development Superintendent and Line Ministries, County Development Officers to co-ordinate, plan and support county level development activities including the implementation of Poverty Reduction Strategy and County Development Agenda.

The County Administration is headed by the County Superintendent, who co-ordinates and supervises the day-to-day administration and management of county administration and development including the implementation of PRS and CDAs. With support from the CST, the County Administration co-ordinates the activities of sector line ministries and activities in areas such as Agriculture, Gender, Justice, Health, Education and Public Works. County Administration is under the Ministry of Internal Affairs.

## 2. SITUATION ANALYSIS

One of the causes of the Liberian conflict relates to large portions of society being excluded and marginalized from institutions of political governance and equitable access to key economic assets. Marginalization was perpetuated by urban-based policies and concentration of political power in Monrovia. Liberia has undergone rapid and dramatic change through the conflict and post conflict period. The change is felt at all levels of the socio-economic structure from the almost total collapse of the economy and the destruction of infrastructure to the changes in demographic trend of the population 3.5 million. It is estimated that 50% of the population is less than 20 years of age. The PRS and other policy documents make it clear that the change agenda being led by Government is not about rebuilding past structures but constructing a new Liberia. "*for Liberia to be successful, it cannot simply recreate the economic and political structures of the past, which produced widespread income disparities, economic and political marginalization, and deep social cleavages, and ultimately propelled the conflict*" (PRS, Chapter 1).

In the past, activities were highly "Monrovia-centric" with political and economic power being heavily concentrated in the capital. There was no meaningful decentralisation. The line of authority that extends from the Ministry of Internal Affairs down through the Superintendents (appointed by the President), to District Commissioners, Paramount, Clan and Town Chiefs represents authority and control at county level in one direction and a conduit of information for the centre in the other. At the local level the chiefs were the local decision makers with little accountability or checks on their powers. Women and youth were largely excluded from the exercise of power.[[1]](#footnote-2) President Sirleaf recognized in 2006 that sustainable peace will largely depend upon the ability to address such institutionalized inequities. She therefore committed to decentralizing recovery and development and emphasized the role of the counties in the process of national recovery, placing the interests of the people at the centre of national development planning.

However, as local government officials returned to the counties to push forward recovery and development in 2006, they encountered vast challenges. The capacity of local administrations had been extremely weak. The war had destroyed the county administration buildings. Other counties had never seen a county office from which the county’s development efforts were coordinated. They lacked both transportation to reach their communities and means of communication with Monrovia. At the same time, local government officials lacked knowledge and capacity to undertake their duties and had little experience with planning as most decisions were previously made in Monrovia.

Emerging development underscores the need to consolidate gains and achievements made by CST especially in the area of capacity development and restoration of state authorities and administration. Such trends include the upcoming elections (There is tendency that local government official could be politicized and this may undermine delivering of essential services, accountability and responsiveness); the development of National Policy on Decentralization and Local Governance, which has been endorsed by Cabinet and all major political parties, media and Civil Society Organizations. Pending the amendment of the Constitution to enable the election of local governments, the Governance Commission (GC) and the MIA, guided by the Inter-Ministerial Committee on Decentralization, have agreed to implement the Policy incrementally.

A 10-year National Capacity Development Strategy aimed at strengthening national capacity building efforts for service delivery, focusing on three levels – Human resources, Institutional and environmental, has been developed and approved by the Cabinet. A 2-year Capacity Building Strategy has also been developed by MIA. Integration of MIA 2-year Capacity Building Strategy in to the 10 year National Capacity Building Plan is well underway.

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The 5-year National Strategy for the Development of Statistics (NSDS) is been formulated and implementation is well underway. The Government (through the MPEA) has adopted the Results Based management (RBM) framework for implementing Monitoring and Evaluation activities of all future development strategies.

Government led national programming process have commenced through National Visioning process, articulation development priorities to inform the preparation of PRS 2 process in 2012.

* 1. **Problem Statement and Justification**

Local government officials have limited knowledge and capacity to undertake services at sub-national level in support of national development. Capacity at national level is also weak; thus affecting Government ministries and other related state authorities to respond to priority service delivery needs across all key sectors at county level.

Effective local governance is a prerequisite for the eradication of poverty and the development of a prosperous nation. Both UN-HABITAT's Liberia *Rapid Urban Sector Profile*(*RUSP) and the Habitat Country Programme Document (HPCD)* clearly highlight the need for a range of interventions for local governance challenges through building of local governance capacities, institutional frameworks and linkages between central and local governance structures.

PRS and CDAs implementation identified by the Ministry of Internal Affairs (MIA) has identified five key performance areas and challenges at sub-national level, as detailed below:

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| **Key Performance Area** | **Main Challenges** |
| **Institutional Capacity and Sub-National Transformation** | Core sub-national administrative systems not established or implemented. Local/ County management capacity and capability very low in technical areas – bloated establishment. Poor accountability, performance management mechanisms. Serious challenges in the areas of financial management, programme management, urban design and management. |
| **Basic Service Delivery and Infrastructure** | Slow pace and poor quality of services delivered. Critical need for all weather access roads as a precursor to economic and social development. Access to Housing, Health, Water and sanitation and Education are sighted as similarly critical issues. |
| **Local Economic Development** | High levels of poverty due to unemploymentLack of core agricultural extension services and capital inputs. Poor quality LED strategies and no clear focus and interventions in traditional growth areas such as mining, rubber, palm oil, timber, fisheries to increase employment. |
| **Financial Viability and Management** | Poor understanding and application of the public financial management system at sub-national levelNo budget, procurement, asset and operations management systems. Poor sub-national financial management capacity and systems. Low revenue base.  |
| **Good Governance** | Instability within and between political and administrative domains. Poor communication between county authorities and citizens.  |

These above mentioned priorities reflect a shared reality despite the enormous diversity of conditions and contexts across the Counties of Liberia. These challenges can only be addressed effectively if capacity is built at local levels to better manage development activities and service delivery in support of national development efforts.

Despite the Government’s expressed commitment to decentralise services, progress to date has been limited to work on the creation of enabling legislative and related policy instruments. This type of cautious approach adopted by the Government of Liberia is indeed to be commended. Experience has shown that when power is devolved to the local level without adequate financial and human resources, they are unable to effectively undertake their new tasks.

Without a doubt, governance structures in Liberia are problematic. Not only are the relationships between the central and local governments weak, but also between the local governments and the communities they serve. Building both physical and human capacity to allow for participatory planning, effective leadership and sound fiscal management are key preconditions if decentralization is to succeed.

 **2.2 Goals and Objectives**

The proposed programme of assistance would be set within the wider framework of the **County Support Team mechanism**, by which the UN will continue to maximise its effectiveness in supporting capacity development of local administration to deliver essential services in support of decentralization, consolidation of state authority and economic recovery.

The following will form the key focus or specific objectives:

* To strengthen the capacity of local administration through intensive training to enhance administrative, technical and institutional capacity for service delivery;
* To restore county and district authority, functionality and administration in support of decentralisation through the construction and rehabilitation of county and district administrative buildings;
* To strengthen and support Local Development Co-ordination to enhance coherence and effective development at sub-national level;
* To strengthen county-level data and information management capacities for PRS/CDA monitoring, tracking of progress on Millennium Development Goals (MDGs) and provide support for local-level co-ordination and planning processes.

## 3. STRATEGY

The UN is committed to supporting the Government to advance the process of decentralization, both at the policy level and by enhancing the ability of local state actors to perform their functions. It is envisaged that by ensuring the ability of sub-national Government institutions to coordinate county-wide (including district and sub-district level) initiatives, a foundation can be built upon which a multiplicity of efforts can be undertaken by various stakeholders.

The proposed programme of assistance would be set within the wider framework of the **County Support Team mechanism aimed at** restoring state authority/administration and building the capacity of local administration to deliver essential services in support of national development and decentralisation.

Cognizant of the importance that the Government of Liberia attached to achieving progress towards national development priorities, the United Nations has over the years repositioned itself to better serve the aspirations of the Government and its partners in Liberia. To this end, CST activities will be evaluated, covering the period 2009 to 2011, to assess achievements, impact, priorities in the context of decentralisation and document lessons learned to inform further programming processes including the formulation of the new Joint Programme on Decentralisation. It will also assess the level of delivery of activities against the expected outcomes; Assess whether the programmes were result oriented and were adequately aligned with national policies and strategies (PRS and UNDAF). The evaluation will be conducted by External Evaluator and will take place in September or October 2011.

**3.1 Project Approach**

To support this important endeavour and build on the momentum created, the CST will continue to support the Government`s larger development efforts including capacity development of local authorities to deliver essential services.

Implementation of this project will guided by a Joint Steering Committee (JSC), co-chaired by the Minister of Internal Affairs (MIA) and the UN Deputy Special Representative of the Secretary General and Resident Coordinator (DSRSG/RC). It is supported by a technical team comprising relevant Government and UN actors including the Ministry of Planning and Economic Affairs (MPEA), UN-HABITAT and UNOPS.

The capacity building component, which will involve intensive trainings based strategic capacity needs identified through capacity assessment, will be delivered by UN-HABITAT in collaboration with the Ministries of Internal Affairs, Planning and Economic Affairs, Liberia Institute of Public Administration (LIPA), LDLD, UNDP and network of National Trainers in all the 15 counties

Implementation of the infrastructure component (rehabilitation of the Harper Administrative Building, Maryland County) will be done by UNOPS in collaboration with MIA, and UNDP.

The County Information Management and Monitoring (CIMM) will be jointly implemented by the MPEA, UNDP and UNHCR throughout the 15 counties in Liberia.

In addition, Government and UN working groups have been established to co-ordinate and support each of the three components of the project.

The following will form the key intervention areas:

**3.1.1 Increasing Administrative, Technical and Institutional Capacity of Local Administration for Service Delivery:**

This will involve intensive training based on strategic capacity needs identified through capacity assessment. Such trainings focuses on technical skills required to ensure a well functioning local administration; leadership, participatory planning and budgeting competencies for service delivery, strategic planning for local economic development; MDG-based post-conflict sensitive planning, targeting local government official in all the 15 counties in Liberia.

This is achieved through strategic capacity development training at the county level in all the 15 counties. Building the institutional capacity of both the Ministry of Internal Affairs and the Ministry of Planning and Economic Affairs, CST has worked intensively to build basic skills and know-how among county based staff through a series of strategic interventions focusing on Local Elected Leadership, Local Economic Development and Local Financial Management using UN-HABITAT widely recognised local government training series based upon an agreed capacity building framework. CST acts as linchpin harnessing examples of performance gaps; service delivery challenges, best practices and lessons learned experiences, which are transformed into national relevant training packages that are delivered to local Government officials. The Local Financial Management training component is one practical example whereby some of the administrative templates and financial procedures being developed by the Liberia Decentralization and Local Development (LDLD) are being used and presented to a wider audience with a view to strengthening managerial decision-making among senior county leadership and supervisors. Specifically, CST provides guidance strategic thinking, policy and core competency targeted training rooted within principles of good local governance targeting policy makers at national and sub-national levels.

The Training of Trainers (TOT) approach, which usually targets Development Superintendents, County Development Officers, County Statistics and Information Officers (CSIOs), District Development Committees (DDCs), City Mayors and Commissioners, has helped to build the capacity of local administration and develop a pool or critical mass of National Trainers at County and District level, who facilitates training programmes thereby ensuring sustainability.

Efforts will also be made to strengthen the existing Capacity Building Unit of the Ministry of Internal Affairs, which will work very closely with the National Trainers at County and District level and Liberian Institute of Public Administration (LIPA), to co-ordinate and support capacity development efforts at national, county and district level. The MIA in collaboration with county national trainers will take over CST training and other related capacity building activities.

**3.1.2 Support to Strengthening County Capacity for Implementation, Monitoring and Reporting on PRS and CDA Deliverables**

Capacity of all of the 15 counties will be built through trainings, strengthening of systems and institutions for county-level information management, monitoring and reporting on PRS/CDA and data collection for MDGs tracking in all of the fifteen counties.

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The County Information Management and Monitoring (CIMM) project has embedded human resources (15 M&E Assistants and 225 Field Monitors) and equipments (IT, cars and motorbikes) within the newly created county development offices to enable them to track PRS/CDA deliverables independently from line-ministries. All Field Monitors (15 per county – on average, M&E Assistants and County Development Officers (CDOs) will receive intensive trainings in PRS/CDA monitoring. Monitors track PRS/CDA deliverables in their respective communities/districts using standard PRS/CDA tracking forms developed by MPEA. MPEA-County Development Officers (CDO) confronts monitors’ and line ministries’ reports for validation. Discrepancies are discussed before or during Pillar meetings, and, whenever possible, field visits are organized to reconcile reports emanating from CDOs and line-ministry officers before they are forwarded to the national level.

During the first year of PRS and CDA implementation, sector progress reports produced by line-ministries were often proven unreliable or inconsistent because of the following reasons: absenteeism of line-ministry officers at the county level; lack of commitment to reporting PRS/CDA deliverables at the national and county levels; lack of capacity for M&E and/or reporting at the national and county levels; lack of means/incentives/commitment to conduct field visits; lack of control from central level; information compromised at the county or national level; double counting; lack of reports from partners, particularly NGO. Thus necessitated the need for a validation mechanism that checks the reliability of line-ministries’ reports.

**3.1.3 Support to Construction of 1 County Administrative Building in Harper, Maryland County.**

This project will support the construction and equipping of one County Administrative building in Harper, Maryland County. This will enhance the restoration of state administration, authority and functionalities in support local level development and decentralisation. It will also provide functional office from where administrative functions and development agendas of the county authorities and respective line ministries are pushed forward and co-ordinated in Harper, Maryland County.

This forms part of the UN`s continued support and commitment to supporting local government operational capacity through the construction/ rehabilitation of County and District Administrative Buildings to restore state authorities. The Administrative Building in Harper, Maryland County remains the last out of the 15 County Administrative Buildings that was yet to be rehabilitated. To this end, Government prioritizes the completion of this last remaining administrative building damaged by the civil war.

The following will form the focus of this component:

* Rehabilitation of the Maryland County Administrative building;
* Provision of basic support such as generators/Solar Panels, computers and furniture to ensure functioning administrative structures.

**3.1.4 Support for Coherent and Consolidated UN response to CDA priorities and County-level Co-ordination and Planning Mechanisms**

This component will entail providing direct support to county level co-ordination in planning and conduct of effective co-ordination meetings, systems and structures throughout the 15 counties in Liberia. Such support will focus on consolidating and strengthening the capacity of county co-ordination structures to ensure effective implementation of projects in accordance with PRS/CDA priorities, build synergies and avoid duplication of efforts.

Specifically, the following will be the key focus:

* Provide trainings to county officials for effective and sustainable co-ordination and planning mechanism through County Development Steering Committee (CDSC) and Pillar Meetings;
* Strengthen the capacity of all the 15 counties through the provision of logistics and materials to support and promote co-ordination at county level;
* Support joint planning, implementation and monitoring in the counties;
* Support the review and update of the County Development Agendas through participatory mechanisms which specifically target the effective participation of women and youth. This review will identify gaps and emerging priorities that will inform the National Visioning Process or PRS 2 preparation.

## 4. MANAGEMENT ARRANGEMENTS

This project will be executed by the UNDP under the Direct Execution (DEX) modality. Under the DEX modality, the UNDP Office, Resident Co-ordinators Office and the CST Team will assume overall management responsibility and accountability for the project implementation, in collaboration with the Joint Programme partners. The project will be managed in a way that builds capacity of the people of Liberia, while ensuring accountability of funds and achievement of project output-level results.

A Project Executive Board or Joint Steering Committee (JSC) will guide the overall management of the project.

 4.1 Strategic Direction and Project Management

Project Executive Board or Joint Steering Committee–The Board will manage the strategic direction of the project and monitor progress, ensure achievements of project objectives, resolve major policy issues, endorse annual work plans and budgets, and review quarterly progress reports.

The Project Board or JSC is co-chaired by the Ministry of Planning and Economic Affairs (MoPEA) and Minister of Internal Affairs (MIA) and the UN Deputy Special Representative of the Secretary General and Resident Coordinator (DSRSG/RC). It is supported by a technical team comprising relevant UN actors. In addition, Government and UN working groups have been established to coordinate each of the three components of the Joint Programme.

The Project Executive Board or JSC will meet quarterly. Decision-making will be on consensus basis. The meetings will ensure the project operates and is seen to operate in a politically sensitive manner. It will also monitor and advocate for a positive enabling environment for the project’s objectives.

The CST Team will act as Secretary to the Board to ensure that meeting agenda and minutes are properly prepared and disseminated.

Day-to-day activities of the project will be provided by the CST Team headed by the Programme Manager.

 4.2 Relationship/Partnership with Liberia Decentralization and Local Development (LDLD)

The level of collaboration **between** CSTand LDLD is very complementary and supportive with no overlap or duplication in the delivery of core activities on the ground. In fact because of the strong complementarity and co**-**ordination, CST and LDLD share a common **annual** work plan.

The diagram below shows the relationship between LDLD and CBRD.

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CST is linked with LDLD through one of its key intervention areas- Capacity Building. Specifically, CST provides strategic, systems and policy level trainings targeting policy makers at national and sub-national levels, whilst LDLD complements that through trainings in procedures and techniques in areas such as procurement, book-keeping, Information Technology and Filling.

## 5. MONITORING AND EVALUATION

Tracking the achievement of planned results for each activity within the annual work plan and reporting progress to the Project Board and donor will be the responsibility of the Programme Manager. The Programme Manager, in collaboration with the Project Board or Joint Steering Committee will ensure that selected implementing partners will develop a results-based monitoring plan. The plan will have SMART indicators which would facilitate effective monitoring. The Programme Manager will provide monthly reports to the Project Board/Joint Steering Committee (JSC) using the UNDP standard monitoring tool.

UNDP Project Assurance Unit will provide technical support to the Programme Manager in the area of Monitoring and Evaluation.

The specific mechanisms will be used to monitor the achievement of results in the annual work plan include:

1. Monthly and Quarterly progress reports, technical and financial reports prepared by the Programme Manager for review by the Project Board/Steering Committee;
2. Annual progress reports, technical and financial reports prepared at the end of the year; and
3. Field visits undertaken jointly by implementing agency and the monitoring unit of UNDP and joint reports submitted on these visits;

In addition to the above, quarterly meetings of the Project Board/JSC will be convened to review progress and implementation issues, as well take necessary actions to ensure that project results are achieved and where possible, recommend a change in implementation strategy.

CST activities from 2006 to May 2012 will be evaluated by an External Evaluator. The aim is to assess achievements, impact and key Government priorities in the context of current decentralisation efforts and other related national priority. This will be documented as part of the baseline to inform, guide and support further programming processes and development especially the UN Joint Programme on Decentralisation.

## 6. FEASIBILITY AND SUSTAINABILITY

The project is deemed feasible given the recent initiatives or activities in the area of capacity development of local administration through intensive trainings based on strategic capacity needs. Direct support for rehabilitation of county administrative building and support to the establishment and well functioning of County Information Management and Monitoring (CIMM), to collect, analyse and report on PRS/CDAs deliverables.

Improving institutional capacity for service delivery especially at sub-national level is high on the development priority of the Government of Liberia. During initial training events held to launch the Locally Elected Leadership Series, participants and local leaders emphasised the importance of capacity building as a critical factor for improved service delivery in support of the current decentralisation efforts of the Government.

Housing/infrastructure still remains a challenge for a post-war country like Liberia, making it extremely difficult for extension of the activities of the Line Ministries as well as social services such as banking, to the Counties and Districts. Through this project, all of the 15 counties would have been equipped with functional administrative buildings and offices from which development efforts are pushed forward and co-ordinated in support of the decentralisation process. The functional country administration will also support district level administration, authority and functionality with a view to promoting decentralised service delivery. In addition, it will also provide office spaces for Line Ministries and private sector instructions like Banks. To ensure maintenance and services such as electricity and water supply, efforts will be made to strengthen the existing cost-recovery mechanism through a Memorandum of Understanding (MOU) signed with the Tenants of the Administrative Buildings.

The County Information Management and Monitoring (CIMM) component of the CST has already been transitioned and is currently managed by MPEA. CST will continue to support this component through capacity building and other related activities to enable MPEA to take full responsibility in 2011. Discussions are well underway to roll-out the CIMM into a National M&E Framework that will work very closely with the respective Line Ministries’ M &E systems to sustain the work of CST after 2011.

The county-level co-ordination and planning mechanism already in place will further be strengthened and handed over to the Ministry of Planning and Economic Development (MPEA) to be supported by the County Development Offices (CDOs), Monitoring and Evaluation (M&E) Assistants and the County Statistics and Information Offices (CSIOs).

## 7. RISK /THREATS & MANAGEMENT

During the implementation of the project, there are strong risks and threats that exist and could impact on implementation. These include:

1 - Limited political will and commitment is a major stumbling block for decentralization everywhere. The challenge in Liberia is to ensure that all key stakeholders are on board and there is adequate consultations at all levels. Current commitment to reverse the high centralized system is quite high and therefore the risk is low.

Action/Response: Government in collaboration with its partners including the UN have taken positive strides towards ensuring political will, commitment and participation in development activities and dialogues at all levels. Government has endorsed the “Delivery as One” agenda bringing all the key stakeholders at all levels in support of effective, co-ordinated and coherent development in Liberia. The on-going County Development Co-ordination mechanisms through Pillar and County Development Steering Committee Meetings, supported by the CST will continue to promote participation and commitment on the part of sub-national administration in national development processes. The Decentralisation Policy has been endorsed by Parliament and its implementation is well underway. There is growing cooperation and coordination among various actors working on governance reforms. A formal system to harmonize sector decentralization with the ongoing public sector reforms is in place.

2 - Low human resource and administrative capacities of national and local institutions exist at all levels and this poses a major risk for the project. The current risk is **high**.

Action/response: The ability todevelop and retain critical human skills and talents in Liberia continued to be a major concern.  UNDP in collaboration with government (MIA and MPEA) has developed a 10 year capacity building plan which incorporates elements of MIA’s 2 year capacity building plan to address short term, medium term and long term capacity development challenges.  The proposed project through the capacity building component will continue to deliver intensive trainings and Training of Trainers (TOTs), in collaboration with UN Habitat and LIPA based on training needs and priorities as reflected in the 10 year National Capacity Building Plan.

3 - Resurgence of local tensions and socio-political conflicts are a major threat to decentralization, which can be easily seen as promoting ethnic differentiation rather than the cohesiveness of a central system. It is important that decentralization is viewed as a peace building mechanism that promotes development. This threat is **medium to high**.

Action/response: The Government of Liberia (GoL) in collaboration with UN, Donors and other development partners recognize that consolidation of peace is a cornerstone of national development and crucial for ensuring that the nation never returns to war.  Government in collaboration with its development partners have put in place several measures to ameliorate conflict and peace building in Liberia. This includes the deployment of well equipped UNMIL Police and Military Contingent throughout the 15 counties in Liberia; strengthen the presence of Liberia National Police (LNP) throughout the countries through increased capacity building of LNP and construction of Police Stations; improving rule of law and access to justice through County Rule of Law and Justice Programmes.

The Peace Building Commission has been launched in Liberia which focuses on three key components: Security Sector, Rule of Law and Access to justice- to promote access to justice and security at regional and county level in preparation for UNMIL transition. Justice and Security Hub have been established in Gbanga to address security and access to justice at sub-national level; National Reconciliation- enhancing social cohesion and youth empowerment. CST will continue to build the capacity of local government institutions to consolidate peace building and gains made in support of national development

4. Support to development partners is a key input to decentralization and local development.

Action/response: There is need to build sector-wide support under the government’s leadership in order to attract the interest of all donors. The Government has taken active role to lead and support national development planning processes, evidenced through its leadership in the National Visioning Process (Liberia Rising 2030) and the Delivery as One Agenda. Government has already endorsed the Decentralisation Policy and the National Capacity Development, which were supported by UNDP.

The project design has considered these risks and has programme safeguards as explained in the project document (strong support to coordination and capacity building components)

## 8. LEGAL CONTEXT

This project document with the County Programme Action Plan (CPAP) signed by the Government of Liberia and UNDP shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement (SBAA) between the Government of Liberia and UNDP, signed by the parties on 27th April 1977 and all CPAP provisions apply to this document.

The following types of revisions may be made to this document with the signature of the UNDP Resident Representative or Country Director, provided s/he is assured that the other signatories of the document have no objections to the proposed changes:

* Revisions in or additions to, any of the annexes of the document.
* Revisions which do not involve significant changes in the immediate objectives and outputs of the project, but caused by the rearrangement of activities and inputs already agreed to, or by cost variations due to inflation and exchange rates or by taking into account agency expenditure flexibility;
* Those revisions which are done to re-phase the delivery of agreed inputs without changing the overall project budget.

# 9. RESULTS & RESOURCES FRAMEWORK

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| --- |
| **Intended Outcome:** Local governance capacity and authority strengthened to promote and sustain democratic principles with strengthened decentralized capacity and participation of disadvantaged. |
| **Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:**Local Government capacity and management systems developed; State authorities and administration restored; County Information Management and Monitoring capacity strengthened; County-level co-ordination and planning mechanisms strengthened and operational. |
| **Applicable to MYFF Service Line:**1.2 Poverty reduction, localised MDGs as a major policy in attaining national targets;1.3 Community reconstruction and management programme2.6 Decentralisation, local governance, and promotion of rural-urban linkages in employment creation and economic stimulation |
| **Partnership Strategy: The CST Joint Programme is** implemented in partnership with the GoL-MIA, MPEA, LISGIS, LIPA and UN-agencies –UNDP, UNICEF, UNOPS, UN-HABITAT, UNMIL and UNHRC. Planning processes and activities will focus on building partnerships at national local and County and District levels. |
| **Project title and ID (ATLAS Award ID):** Strengthening the Capacity of Local Administration for Service Delivery in support of Decentralization efforts in Liberia. 00071201 |
| **INTENDED OUTPUTS** | **OUTPUT TARGETS**  | **INDICATIVE ACTIVITIES** | **EXPECTED RESULTS** | PARTNERS |
| **Output 1:** MIA institutional capacity to deliver essential services in support of national development strengthenedBaseline: MIA Capacity Building Strategy and Capacity Assessment Report recently launched.Indicators: Performance of MIA staff enhanced ensuring increased service delivery to Liberians**Output 2:**Administrative, technical capacities of sub-national structures strengthened to support service delivery and effective decentralization.Baseline: MIA Capacity Building Strategy and Capacity Assessment Report recently launched.Indicator At least 300 Local Government and CSO Officials trained in Leadership, Local Economic Development and Local Government Financial Management. | **Targets:*** 500 MIA staff are trained in management, administration, computer and reporting skills for service delivery by December 2011

**Targets:*** Conduct of trainings and development of relevant training materials for County and District level administration officials.
* Support MIA and MPEA for the development of a National and 3 County LED Strategies for roll-out.
* Evaluate CST programme from 2009-2011
 | * 1. Conduct 5 in-house training in management, administration, computer and report writing skills for staff of MIA;
	2. Conduct 3 TOTs in basic accounting and financial management for staff of MIA;
	3. Conduct 3 trainings in leadership competencies for service delivery
	4. Conduct 2 trainings in project management; monitoring and evaluation

1.5 Provide logistics support, equipment and materials to strengthen the Capacity Building Unit of MIA.2.1 Conduct 3 trainings/orientations and production of Induction Manuals  for newly appointed county officials including Superintendents and Development Superintendents. 2.2 Conduct 3 Regional Training of Trainers (TOT) in Local Elected Leadership (LEL), Local Economic Development (LED) and Local Financial Management for county officials in all the 15 counties.2.3 Support MIA and MPEA to produce 1 National LED Strategy and 3 County LED strategies to guide local economic development in Liberia2.4 Evaluate CST activities for the period 2009-2011 | MIA institutional capacity built to support delivery of essential services.MIA Staff equipped with necessary skills, tools and competences to deliver essential services; Increased performance and delivery on the CDA and PRS;.MIA Capacity Building Unit built to deliver in-the job and other trainings for staff. .Newly appointed county officials have the necessary skills and knowledge to manage county administration. Training/Induction manuals for locally appointed county officials produced.Local Government Official are fully equipped with key leadership competencies for service delivery;The financial management capacity of local authority built to effectively, transparently and efficiently manage resources including the County Development Funds;Critical mass of national trainers in all the 15 counties increased3 LED Strategies or Action Plans produced for three counties Evaluation Report | MIA, UN-HABITAT, UNDP, LIPA and UNMIL Civil AffairsMIA, UNHABITAT, UNDP, LIPA and UNMIL, Civil AffairsMIA, UNDP, UN-HABITAT, UNMIL Civil Affairs and LIPAMIA, UNDP, UN-HABITAT, UNMIL Civil Affairs and LIPAMIA, UNDP, UN-HABITAT, UNMIL Civil Affairs and LIPAMIA, UNDP, UN-HABITAT, UNMIL Civil Affairs and LIPAMIA, UNDP, UN-HABITAT, UNMIL Civil Affairs and LIPAMIA, MPEA, UN-HABITAT, UNMIL Civil Affairs, UNDP and LIPAMIA, MPEA, UN-HABITAT, UNMIL Civil Affairs, UNDP and LIPAMIA, MPEA, UN-HABITAT, UNMIL Civil Affairs, UNDP and LIPASIDA, UNDP, MPEA and MIA |
| **Output 3:**Capacities for monitoring and reporting of national and local development strategies (including tracking progress of the MDGs) strengthened.**Baseline:** 15 M&E Assistants, 15 Data Management Clerks and 225 Field Monitors trained in Field data collection, basic data management and reporting on protection issues and PRS/CDAs implementation. **Indicator:** Regular (Monthly) protection and PRS/CDA reports produced and shared with key stakeholders  | **Targets :*** County capacities strengthened for monitoring and reporting on protection issues, PRS/CDA deliverables;
* At least 4 training workshops on various aspects of data management for M&E Assistants and Field Monitors supported.
* Monthly reports protection issues, PRS and CDA deliverables prepared and shared with key stakeholders
 | 3.1. Support MPEA for well a functioning, gender sensitive and sustained County Information Management and Monitoring, Evaluation and Reporting;3.1.2 Conduct workshop on transition of protection monitoring and reporting to GoL structure.3.1.3. Support CDOs and M&E Assistants to conduct PRS/CDA implementation monitoring and reporting and to conduct regular field visits to verify the reliability of the field monitors’ reports through the provision of 2 Pick-ups and 5 new Yamaha Motorbike. (To compliment GoL purchase of 12 4wd pickups and 10 Yamaha motorbikes).3.1.4 Provision of fuel, maintenance of motor bikes, stationery, internet and training support for Local Government Officials;3.1.5. Produce monthly PRS/CDA reports to be shared with key stakeholders. | Capacity of County administration built to monitor, track and report on protection incidents, PRS/CDA deliverables.Available up-to-date information and report on protection issues and the implementation of PRS/CDA in all 15 counties;Functional County Information Management and Monitoring system.PRS/CDAs implementation Report to inform national policies and processes. | MPEA, MIA, UNDP, LISGIS and UNMIL Civil AffairsMPEA, MIA, UNDP, LISGIS and UNMIL Civil AffairsMPEA, MIA, UNDP, LISGIS and UNMIL Civil AffairsMPEA, MIA, UNDP, LISGIS and UNMIL Civil Affairs |
| **Output 4:**One (1) County Administrative Buildings built in Maryland County as identified in the Mapping Report 2009Baseline: All the 14 Counties in Liberia have benefitted from County Administrative Buildings except Harper, Maryland County (Mapping Exercise Report 2009) Indicators: County Administrative Building constructed to restore state authority and administration in Harper, Maryland County**Output 5:** County-level co-ordination, planning and information sharing enhanced for coherent, effective and participatory developmentBaseline- Co-ordination of development activities at County-level still remains a challengeIndicator:Regular (Monthly) co-ordination reports produced and shared with key stakeholders**Output 6:**Lessons Learned and best practices documented and shared with key stakeholders to increase institutional knowledge and inform national planning processes or similar initiatives.Indicator: Learning report prepared and disseminated. | **Target:*** Restoration of state authority and effective county administration through the construction of County Administrative Building in Harper Maryland County.

**Targets:*** Capacity of the 15 counties strengthened for effective county-level ordination, planning and information sharing.

**Target:**Learning report, and final evaluation report produced and disseminated by the end of 2011 | 4.1 Inspection of sites and sites preparation;4.2 Preparation of bidding documents, invitation to bid (ITB), bid opening and evaluation;4.3 Preparation and signing of contracts and turning over sites to contractors;4.4 Mobilisation manpower and materials and commencement of actual work;4.5 Construction activities4.6 Procurement and supply of furniture and essential equipment to enhance well functioning of the County/District Administrative Buildings4.7 Commissioning and hand-over of completed buildings to local authorities. 5.1 Support MOPEA in the planning and conduct of the County Development Steering and Pillar Meetings;5.2 Provide logistics support and training to enhance effective county-level co-ordination;5.3 Support the preparation and circulation of minutes of co-ordination meetings to key stake holders.Conduct one end of project lessons learned and best practices workshop with CountyReport detailing lessons learned and best practices produced and shared with key stakeholders | State authority and administration functionalities restored;Functional Office from where development efforts of the local administration and line ministries are pushed forward and co-ordinated; County-level co-ordination Meetings conducted.Co-ordination, joint planning, synergy and information sharing strengthened at county-level.Functional Co-ordination structures and systems in place in all the 15 countiesCapacity of county administration built for County-level co-ordination and planning processesLesson learned and best practices documented.Baseline information to inform other programming process. | MIA, UNDP, MPEA, UNMIL Civil AffairsMIA, UNDP, MPEA, UNMIL Civil AffairsMIA, UNDP, MPEA, UNMIL Civil AffairsMIA, UNDP, MPEA, UNMIL Civil AffairsMIA, UNDP, MPEA, UNMIL Civil AffairsMIA, UNDP, MPEA, UNMIL Civil AffairsMPEA, UNDP. MIA and UNMIL Civil Affairs |

# 10. BUDGET

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| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Expected Output** | **Planned Activities** | **Timeframe** | **Resp Partner** | **Fund** | **Donor** | **Account** | **Description** | **TOTAL** |
|  |  | **Q1** | **Q2** | **Q3** | **Q4** |
| **Capacity Building****Output 1:** MIA institutional capacity to deliver essential services in support of national development strengthened**Output 2:**Administrative, technical capacities of sub-national structures strengthened to support service delivery and effective decentralization.**Output 3:**Capacities for monitoring and reporting of national and local development strategies (including tracking progress of the MDGs) strengthened | 1.1 Conduct 5 in-house training in management, administration, computer and report writing skills for staff of MIA1.2 Conduct 3 TOTs in basic accounting financial management, project management, monitoring and evaluation for staff of MIA2.1 Provide logistics support, equipment and materials to strengthen the Capacity Building Unit of MIA;2.2 Support the conduct of training/orientation for newly appointed county officials including Superintendents and Development Superintendents and production of induction manuals for locally appointed county officials ;2.3 Conduct TOTs in LEL, LED and Financial Management.2.4 Evaluation of CST programme from 2009-20113.1 Support MPEA and MIA to produce National LED strategy and 3 county LED plans to guide local economic development in Liberia;3.2 Salaries, logistics, stationery and other related support for 15 M&E Assistants, 225 Field Monitors and 15 CDOs 3.3 Procurement of 5 Motor Bikes and 2 Pick-up vehicles, fuel and maintenance |  |  |  |  | MIA |  |  |  |  | **100,000.00** |
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|  |  |  |  |  |  |  |  |  | **50,000.00****500,000.00** |
|  |  |  |  |  |  |   |   |   |   | **Sub-Total** | **650,000.00** |
| **Infrastructure****Output 4:** One (1) County Administrative Buildings constructed in Maryland as identified in the Mapping Report 2009**Co-ordination****Output 5:** Strengthened County-level co-ordination, information and planning framework enhanced for coherent, effective and participatory development.**Output 6:**Lessons Learned and best practices documented and shared with key stakeholders to increase institutional knowledge and inform national planning processes or similar initiatives. | Construction of one Administrative Building and provision of electricity, water supply system and furnishing in Harper, Maryland, County |  |  |  |  | UNOPS |  |  |  |  | 700,000.00 |
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|  |  |  |  |  |   |   |   |   | **Sub-Total** | **700,000.00** |
| 5.1 Support MOPEA in the planning and conduct of the County Development Steering and Pillar Meetings;5.2 Provide logistics support and training to enhance effective county-level co-ordination6.1 Conduct one end of project lesson learned and best practices workshop with County Administration Line Ministries and UN-agencies6.2.Produce lessons learned and best practices report |  |  |  |  | UNDP/MPEA |  |  |  |  | **50,000.00** |
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|  |  |  |  |  |  |   |   |   |   | **Sub-Total** | **0** |
| **Staffing and Operational Cost** | 1. Staffing2. Office Equipment and recurrent cost including fuel for project vehicles1. UNDP GMS (7%) |  |  |  |  |  |  |  |  |  | 400,000.00 |
|  |  |  |  |  |  |  |  |  |  40,000.00 |
|  |  |  |  |  |  |  |  | **Sub-Total** | **440.000.00** |
|  |  |  |  |  |  |  |  | **Sub-Total** |  128,800 |
| **GRAND TOTAL BUDGET** |  |  |  |  |   |   |   |   |  | **1,968,800** |

**10.1 Budgetary Notes**

1. **Capacity Building Component-** The sum of US$ 100,000.00 has been budgeted to defray cost of facilitation and quality assurance services of the training programmes to be contracted to either UN-HABITAT, LIPA or an external consultant. It will also cater for costs of the provision of materials and equipments such as computers and training manuals to boost the institutional capacity of the Training/Capacity Building Unit of the MIA. Cost of training materials and equipment (stationery and hall rentals), transportation and payment of Daily Subsistence Allowances (DSAs) to the training participants will also be paid from this budgeted amount.
2. **County Information Management and Monitoring:** An amount of US$ 650,000.00 is budgeted to support the implementation of this component. The amount will be specifically used to defray cost of salaries, logistics support (stationery, fuel, vehicle maintenance, repair services for computers, motor bikes and vehicles) and other related support for 15 M&E Assistants and 225 Field Monitors. It will be used to defray cost of conduct of training programmes and provision of training materials and related supports such as stationery, hall rentals, transportation and payment of Daily Subsistence Allowances (DSAs) to the training participants. It will be used to procure 2 pick-ups Toyota Vehicles and 5 Motor Bikes to support effective and efficient field monitoring and reporting on PRS/CDA implementation, as well as travel cost of the Project Management Team for monitoring for monitoring and follow-up on project activities.
3. **Infrastructure:** Implementation of this component will be contracted to the UNOPS in collaboration with MIA and UNDP. The sum of US$ 700,000.00 is budgeted for, which will cater for cost of building materials, labour and construction fees for the rehabilitation and restoration, including provision of water supply system, sanitation, furniture and electricity of Harper City Administrative Building in Maryland County-Republic of Liberia; Pay for UNOPS management cost and other related support services, as well as to pay for cost of fuel, maintenance of vehicle that will be assigned to the project, communication, monitoring and supervision of the project.
4. **Co-ordination:** The sum of US$ 50,000 is budgeted to support MOPEA in the planning and conduct of the County Development Steering and Pillar Meetings. This include cost of logistics, materials and equipments for conduct of training programmes to enhance effective county-level co-ordination; cost of conduct and documentation of lesson learned and best practices workshops.
5. **Management:** The sum of US$ 440,000.00 is budgeted to defray cost of staff salaries, operations and other related payments. Such payments include insurance & medical for staff, UN Common Services, rent, fuel and vehicle maintenances and other operational costs such as stationery and spare parts for project vehicles. It also accounts for DSAs and other related payments for field monitoring and follow-up on project activities at the county-level.
1. Rapid Social Assessment [↑](#footnote-ref-2)