



**National  
Electoral  
Commission**



# **End of Project Evaluation of the Support to Boundary Delimitation Project (SBDP)**

## **Sierra Leone**

# **Final Evaluation Report**

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# NOTES TO THE EVALUATION REPORT

Comments/Feedback on of the Evaluation by Dr. Lisa Handley, Boundary Delimitation International Consultant, UNDP Sierra Leone:

*"I think you've done **an incredibly detailed and thorough** job with the evaluation. The resulting document should prove very useful -- I hope it is taken seriously and has an impact both in the near future (e.g., training for NEC, tackling the civil registry/voter registry problem) and for BD exercises in the more distant further. (I have read an early draft, and it is already **extremely informative.**)"* [Bold emphases are mine]

The main content of this report is about 39 pages and not the "standard" 20 to 25 pages. The justification for this is that detailed explanations are required to assist the users/readers of the evaluation report to have a clear understanding of the evaluation of an electoral boundary delimitation process which is extremely technical, coupled with social and political complexities of a post conflict jurisdiction. Furthermore, electoral boundary delimitation requires more external inputs and is influenced by external factors more than any other electoral activity. Also, it impacts almost all other electoral activities because its results are requirements for most other electoral activities.

Therefore, Dr. Lisa Handley had recommended to UNDP that this should not be just a standard end of project evaluation, but also a technical assessment of the boundary delimitation process, taking into consideration the impact of external inputs and factors/influences as well as the outputs of boundary delimitation on other internal electoral activities.

I believe that the level of details based on the feedback from Dr. Handley justifies the approach to the evaluation and the value added to the usage of this evaluation report

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## Acronyms, Abbreviations, and Definitions

BD	Boundary Delimitation
BDMC	Boundary Delimitation Monitoring Committee
DBDMC	District Boundary Delimitation Monitoring Committee
DP	Development Partner
EA	(Census Population) Enumeration Area
EBD	Electoral Boundary Delimitation
EMB	Election Management Body
GIS	Geographic Information System
GoSL	Government of Sierra Leone
ICT	Information and Communications Technology
LOA	Letter of Agreement
MDAs	Ministries, Departments, and Agencies
MoFED	Ministry of Finance and Economic Development
MoLCPE	Ministry of Lands, Country Planning and Development
MoLGRD	Ministry of Local Government and Rural Development
MP	Member of Parliament
NBDMC	National Boundary Delimitation Monitoring Committee
NCRA	National Civil Registration Authority
NCR	National Civil Registry
NEC	National Electoral Commission of Sierra Leone
NSS	National Statistical System
OSIWA	Open Society Initiative for West Africa
PoSL	Parliament of Sierra Leone
SDI	Spatial Data Infrastructure
SSL	Statistics Sierra Leone
SBDP	Support to Boundary Delimitation Project
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
VRC	Voter Registration Centre

### Re-districting:

While the SBDP and other documents refer to “re-districting” as the process of the creation of new administrative units (districts, chiefdoms, sections, localities, etc.), this can be misleading because this word in electoral boundary delimitation means “the periodic delimitation of electoral boundaries.”

### Delimitation System:

This is the system of electoral entities created by the EMB. They include electoral constituencies, electoral wards and voter registration/polling centres which are contained in the Delimitation Database. They are complimented by administrative units and populated places (villages, hamlets, communities, towns, localities, etc.)

# EXECUTIVE SUMMARY

## Background

The Support to Boundary Delimitation Project (SBDP) was designed to strengthen the institutional capacity of the NEC to conduct credible electoral boundary delimitation (BD) in the implementation of its mandate to conduct deliver free, fair, transparent and credible elections to enhance good governance. This included building the institutional capacity of the NEC and to strengthen some critical core inputs for the successful delimitation of electoral 132 new constituencies and 511 new wards for the 2018 national and local elections respectively, as well as all other all subsequent elections and referenda under the current electoral cycle. The SBDP<sup>1</sup> provided €982,256 directly with the Government of Sierra Leone (GoSL) contributing €482,256 and Irish Aid contributing €500,000, and the UNDP managing the component of Irish Aids' contributions.

The SBDP ran from July 2016 to January 2017, and was extended until 31 December 2017 due to external factors. The BD, an already technically complex process with social and political complexities in this post conflict jurisdiction, was implemented in an almost crisis management mode under the electoral cycle with extremely tight timelines caused by natural and man-made factors. The SBDP had four outputs: strengthening institutional capacity of the NEC; promoting stakeholders participation; promoting public sensitization; and strengthening the capacity of the BD monitoring committee. SBDP was aligned with the national priorities of GoSL, the strategic plan of the NEC, and the United Nations Development Assistance Framework (UNDAF) for Sierra Leone.

As is mandatory of all UNDP supported projects, this end of project independent evaluation of SBDP was commissioned by UNDP Sierra Leone to review the project's performance and assess its results; identifying the internal and external factors that affected the achievement of its results; and documenting lessons learned; technically assessing the BD process and Delimitation System in relationship to all internal and external inputs and outputs/results (of BD) and make recommendations. The independent evaluation took place in October and November 2017.

## Key Findings

### **Output 1: Institutional capacity of the NEC for effective boundary delimitation strengthened**

There was a real need for this output because the NEC had no capacities for the technical drawings of electoral boundaries and their associated data management processes. The NEC was more focused on delivering electoral constituencies and wards conforming to best practice for the 2018 elections because of its limited institutional demand for the capacity building components offered by SBDP. While there was considerable capacity development in assets acquisition (hardware and software, especially for GIS technology) and essential

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<sup>1</sup> Additional funding of €379,580 was provided directly to the BD process by the GoSL and Open Society Initiatives for West Africa (OSIWA)

baseline datasets required for BD, there was negligible capacity development in terms of systems, processes, transfer of skills and having the GIS Lab operational and functional. The major reason was that the NEC had assumed that Statistics Sierra Leone (SSL) would not have made the GIS datasets available to it after the boundary drawing exercise. The tight electoral timelines and external factor hindered capacity development.

Capacity building took place but it is not sufficient for the NEC to draw the boundaries themselves in the future. The capacity of the NEC has been strengthened. Provisions in the legal framework and technical capacity to operate a functional GIS Lab pose challenges. NEC is perceived as being independent and impartial. However, provisions in the legal framework have potential for negative impact.

#### **Output 2: Stakeholders' participation in the boundary delimitation process promoted**

The NEC set up the BDMC framework, which put public participation and representation in the hands of the stakeholders and promoted this output. However, the results were mixed at the district level due to factors of road and communication accessibility challenges. The administrative unit redistricting negatively impacted this exercise. While the GoSL and the PoSL were perceived to be impartial in playing their roles, subjecting the BD report's approval to people who have a stake in the outcome has the potential for political and legislative influence to negatively impact the BD results. Civil society played a positive role at the stakeholder's level. However, expectations were a major challenge and limited the impact on sensitization at the grassroots level.

#### **Output 3: Public sensitizations on boundary delimitation promoted**

Public sensitization was promoted. However, road accessibility and media coverage negatively impacted this output. The excellent participation of stakeholders under the BDMC framework caused the committee to have oversight for BD sensitization and this had some negative impact because the participation of the Training and Outreach Department of the NEC was negligible. As a result, a comprehensive BD sensitization implementation plan was never developed, as sensitization was implemented on a needs basis. All attempts by UNDP to get the NEC to make the plan available after the passage into law of the BD Report failed. As of the conclusion of this evaluation the post BD sensitization had not yet commenced due to some factors, some of which were beyond the control of the NEC. Post conflict social complexities are opposed or resistant to the concept of constituencies of almost equal population (equality of voting strength), a foundation of BD. This entrenched social norm cannot be changed by the standard BD based sensitization, but by sustained civic education.

#### **Output 4: Capacity of National and District Boundary Delimitation Monitoring Committees strengthened**

The BDMC is an innovation in the West African sub region and had a major positive impact on the participation and representation of stakeholders in the BD process. The participation of political parties and MoPs on the BDMC impacted a high level of acceptability of the BD results and enhanced the impartiality of the NEC and the transparency of the process. The coordination between the national and district committees varied at the district level, which in turn mirrored the relationships between the DBDMCs and the grassroots CSOs and citizenry in their districts. Road accessibility and their associated costs, and expectations of BDMC

members negatively impacted the attendance and occurrences of meetings of the district committees.

### **General Performance of the SBDP and the BD Process**

Taken in context, especially due to the redrawing of the electoral boundaries, the cost effectiveness of the BD process ranges from low, to very high, and high value for money because of the potential impact of institutional capacity development. The timelines became tight from the start of the electoral cycle due to the impact of natural disaster, the Ebola Virus Epidemic, which was exacerbated by the timing of the creation of new administrative units (districts) which negatively impacted the BD process. The process was perceived to be transparent by the majority of stakeholders. BD results are prerequisites for almost all other electoral activities and impacted the voter registration, placement of polling stations and other electoral activities. The SBDP was seen by the NEC as more of **a** support to its BD implementation, rather than as **the** structure for DB implementation, a situation which led to some parallel and uncoordinated activities, especially sensitization.

### **Project Design and Implementation**

The overall objective of the SBDP was very relevant given the capacity development and financial challenges of the NEC to implement the BD efficiently. The project designed was interconnected with this capacity development focus by directly joining Output 1 (institutional capacity development) with two very important areas (Output 2: stakeholders' participation and Output 3: public sensitization) which impact the BD process and therefore required strengthening also. The strengthening of the BDMC (Output 4) was also very essential to enhancing the successful implementation of the project because the BDMC provided oversight for Outputs 2 and 3. The role of UNDP to solicit donor funding for the BD process was appropriate because this provided a platform for the channeling and coherent use of donor funding.

The effectiveness, efficiency and impact of the project were affected by some issues associated with the implementation. The SBDP was a response by the NEC for support for a process that was already ongoing, and therefore very critical decisions had already been made by the NEC which affected the SBDP's performance. The tight electoral timelines resulted in the BD being implemented in a near crisis management mode environment. The timing of the administrative unit redistricting had the most negative impact on the BD process.

### **External Relationships and Linkages**

The legal framework, census population, administrative units and their boundaries, and soon, the civil register, are prerequisites for the BD process and have to be treated as its "extensions". They are highlighted below:

**The Legal Framework:** The legislative process governing the BD process has the potential to negatively impact the independence and impartiality of the NEC, the impartiality of the GoSL and PoSL, as well as the transparency of the process. Also, there are no stipulations for mandatory enforcements or due dates for actions of the legislative process which can have implications for the electoral cycle which is what occurred when the first BD report was kept for almost 3 months because the proclamation for the date of elections had not yet been declared.



**Timing of Administrative Units redistricting:** The timing of this process had the most negative impact on the BD process, resulting in the redrawing of electoral boundaries and a second DE Report. Although the GoSL had announced before the BD process that it intended to implement an administrative unit de-amalgamation from the chiefdom level, which would have resulted in negligible impact on the BD process, it actually implemented this from the district level which massively and negatively impacted the BD process.

**Civil Registry (NCRA):** The **Civil could Registry could not have been, neither can it currently be utilized to generate the Voter Registry** because of the following: lack of a functional Delimitation Database and a functional Delimitation System at the NEC; and lack of a functional residential address system or a functional neighbourhood/community address system. Also, utilization of the civil registry for this purpose will require modifications to the electoral cycle, a scenario which has not been technically assessed.

**National Statistical System (NSS) and Spatial Data Infrastructure (SDI):** a functional NSS is not currently operational, no functional SDI for the utilization of the datasets (GIS inclusive) for adequate utilization by the NEC to ensure the optimum utilization of GIS implementations for not only BD, but most of its operations.

## CONCLUSIONS

The SBDP helped the NEC to produce electoral constituencies and wards that will contribute to the holding of credible elections in March 2018 and other elections during this electoral cycle by addressing the funding and some technical challenges of the BD process. A positive spillover effect is the unintended institutional capacity development for the Civil Registry to be utilized to generate the voter registry in the future. The SBDP design appropriately targeted institutional capacity building and the provision of technical expertise. However, in the implementation phase of the project the development focus was not evident, as a very tight timeline and the startup of SBDP after BD had already commenced influenced the implementation. This limited the effectiveness, but not the relevance and potential impact, with the potential impact having massive positive implications on the overall management of elections by the NEC as well as the National Civil Registry to generate the Voter Registry in the future.

The UNDP played an effective role in mobilizing donor funding to support the BD process when commitment from the GoSL was delayed. The role of government in the BD process significantly impacted the implementation phase with the timing of the administrative unit redistricting having the most adverse and negative impact. The legal framework for BD requires review to enhance overall impartiality and to improve efficient and effective operations. Institutional capacity development, especially in GIS and datasets acquisition, was major but insufficient, as there are sustainability challenges. However, these are all issues that a post elections development project should directly target.

## KEY RECOMMENDATIONS

- a. A review of the legal framework is required to ensure the independence and impartiality of the NEC, the impartiality of the GoSL and the PoSL, and the transparency of the BD process;
- b. The implementation of a post elections technical (GIS and data management) institutional capacity development roadmap for the creation of a GIS Unit/Section and make the GIS Lab operational and functional to be utilized as a service for electoral

activities including BD, voter registration, polling station placements, facilitate the voter registry generation from the civil registry, assignment of staff to polling stations for elections, logistics movement, etc.;

- c. Strengthen the BDMC concept and make it a standard component of the BD process;
- d. Mainstream the “equal suffrage” concept of democratic representation for BD sensitization into the soon to be reintroduced Civics subject at the primary and secondary school levels;
- e. Alignment of the timeline of administrative unit redistricting with that of the BD timeline to ensure that the formal is completed will in advance of the latter;
- f. Implement a full technical study of the civil registry and voter registry to determine detailed requirements, and specifications to make the crossover realistic and for modification of the electoral cycle
- g. Development of a community/neighborhood spatial dataset and integration into the Delimitation System

# 1. INTRODUCTION

## 1.1. Introduction

It is required that all UNDP supported projects implement closure evaluations. Consequently, this end of project independent evaluation of the *Support to Boundary Delimitation Project* (SBDP) was commissioned by UNDP Sierra Leone. In addition to the evaluation of the intervention, the electoral BD process was technically assessed taking into consideration its relationships to external frameworks, processes and systems which usually have serious impact, negative or positive, on electoral boundary redistricting, taking into consideration the social and political complexities associated with post conflict countries. The project started in July 2016 and will terminate in December 2017.

## 1.2. Background and Context

### 1.2.1. Boundary Delimitation in Post Conflict Sierra Leone

The Constitution requires the redistricting of electoral constituencies<sup>2</sup> and wards<sup>3</sup> in intervals of not less than 5 and not more than 7 years and that constituencies are “as nearly equal to the population quota as is reasonably practicable.” Based on the 2004 population census results released by SSL, the 112 constituencies delimited in 2006 were utilized for the 2007 and 2012 parliamentary elections, while the 394 wards delimited in 2008 were utilized for the 2008 and 2012 Local Council Elections. The UNDP supported the 2006 and 2008 BD exercises with technical assistance.

In 2015, SSL conducted the National Population and Housing Census and the provisional results released in March 2016 showed that the current constituencies and wards vary dramatically in population. “The justification for drawing electoral boundaries of Constituencies and Wards for the 2018 elections was based on the following: a) the Constitutional obligation to redraw electoral districts in a timely manner; b) large population variations across the current constituencies and wards; and outdated population and other data.”<sup>4</sup> Predicated upon this, the PoSL on 10 May 2016 prescribed 132 constituencies, an increase of 20, with a new constituency national population quota of 53,000 persons to be utilized for the 2018 Elections.

### 1.2.2. Boundary Delimitation Process of 2016 – 2017

The NEC commenced the BD process in May 2016 with initial financial assistance from the GoSL and OSIWA, and then requested financial and technical assistance from the UNDP. With assistance provided by SBDP, the NEC implemented the delimitation of 132 new electoral constituencies and 511 new electoral wards based on the legal framework and international best practice. NEC signed a Memorandum of Understanding (MoU) with SSL to draw the electoral boundaries. The BD Report was forwarded for passage into law in

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<sup>2</sup> The 1991 Constitution of Sierra Leone (Act No 6 of 1991)

<sup>3</sup> Ward Boundary Regulation, 2008

<sup>4</sup> SBDP End of Project Evaluation TOR, Page 1

December 2016. The project which commenced in September 2016 should have ended in January 2017, but the creation of new administrative units<sup>5</sup> in March 2017 by the PoSL necessitated redrawing of electoral boundaries to reflect the new administrative units. The services of Dr. Lisa Handley, the world foremost authority on electoral boundary delimitation, were utilized as the Boundary Delimitation International Consultant during the process.

The updated BD Report was laid before (submitted to) PoSL on 21<sup>st</sup> July 2017 and became law on 12<sup>th</sup> August 2017. The administrative unit redistricting significantly impacted the performance of the BD process, the SBDP, as well, as other electoral processes dependent on delimitation datasets such as voter registration, polling centres' placement etc. The end date of SBDP was consequently extended to 31 December 2017. The UNDP had to apply for an extension to complete the outstanding activities that depended on approval of the BD report. There were financial implications for the NEC because of the necessitated redrawing of the electoral maps and repeat of other activities.

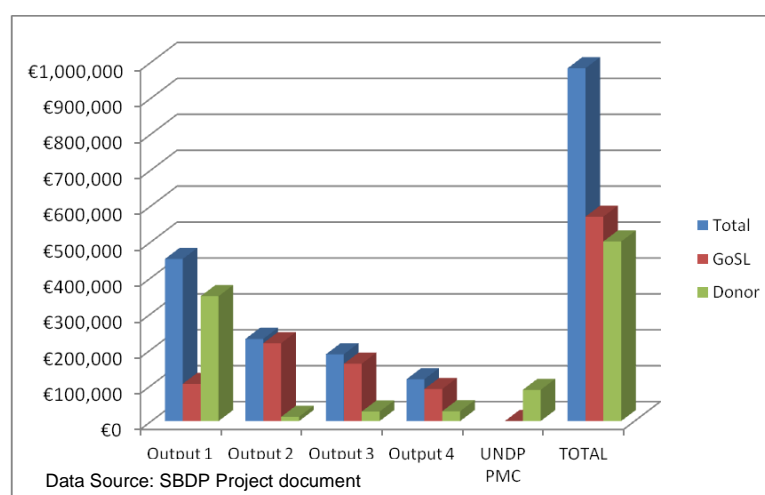
Public sensitization on the new electoral boundaries is the last activity to be implemented. The delays in the commencement of the *"Know Your Ward"* sensitization were impacted by the revisiting of the voter registration by all the NEC's staff, the protracted procurement process, and the finalization between the NEC and SSL of the formatting of the artwork for the maps. This end of project evaluation was also one of the last activities of SBDP.

### 1.3. Support to Boundary Delimitation Project (SBDP)

The SBDP was a response to a request to UNDP for technical and financial assistance by the NEC for its electoral BD

process. The assistance targeted GIS and IT capacity development, support for NEC-led dialogue with political parties, local authorities, and civil society on BD, stakeholders' consultations and public sensitizations<sup>6</sup>. The overall proposed funding for the electoral BD is €982,256, of which €500,000 was funded by Irish Aid and the balance €482,256 by the GoSL. A portion

Chart 1: Contributions to SBDP



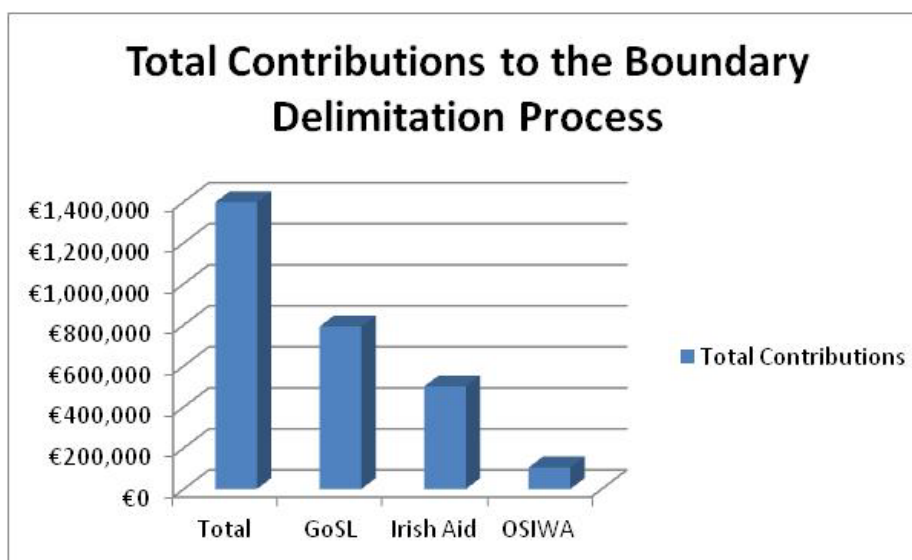
of this end of project evaluation was funded by UNDP. The initial duration of the project was from July 2016 to January 2017, but the end date was extended until 31 December 2017 because the administrative unit redistricting required a redrawing of electoral boundaries and some other activities of the BD process at an additional cost to the NEC of €291,667 which was provided by the GoSL.

<sup>5</sup> Provinces Act (CAP 60) 2017

<sup>6</sup> SBDP project document, Page 1

It is significant to note that GIS, IT and data management tools and implementations support not only the BD process, but many other electoral activities as well. Therefore, all the financial investments associated with capacity development in these inputs will also have impact on those activities in the future as well. The GoSL procured one GIS/Data Server (€13,333) and ArcGIS 10.2 GIS multi-user concurrent license (€5,458.) for the NEC. The percentage of cost to allocate to this BD process has not been fully determined. OSIWA provided funding to the BD process and contributed \$12,900 to fund the inaugural program to launch the BD process and the initial meetings, and \$92,000 for the fabrication of 60 billboards, and this was in addition to the ninety (90) bill boards already supported by UNDP. In total contributions of €1,397,614 (Chart 2 below) to the BD process, the GoSL provided €792,714, Irish Aid provided €500,000, and OSIWA provided €87,913 (\$104,900).

**Chart 2: Total Contributions to the Boundary Delimitation Process**



The SBDP was managed by UNDP with the NEC as the implementing partner, GoSL providing financial assistance, and Irish Aid providing technical and financial assistance. The SBDP was focused on the capacity of democratic institutions, the NEC specifically, strengthened to enable good governance and citizen expectation for voice, development, the rule of law and accountability are met by stronger systems of democratic governance with the intended outputs:

1. *Institutional capacity of the NEC for effective boundary delimitation strengthened;*
2. *Stakeholders' participation in the boundary delimitation process promoted;*
3. *Public sensitizations on boundary delimitation promoted; and,*
4. *Capacity of National and District Boundary Delimitation Monitoring Committees strengthened.*

The program results framework of the project is contained in Box 1 below.

Box 1: Program Results Framework		
Outcome	Output	Activity
(UNDAF Outcome 3) Capacity of democratic institutions strengthened to enable good governance	1. Institutional capacity of the NEC for effective boundary delimitation strengthened	a. Technical advice on conducting Boundary Delimitation
		b. Preparing final Boundary Delimitation report for submission to Parliament
		c. Pre-legislative meeting with Parliament on the new constituencies and wards
		d. Production of constituencies and ward maps
	2. Stakeholders participation in the boundary delimitation process promoted	a. Organizing public consultations at national and district levels on the draft constituencies and boundaries
		b. Organize validation meetings for stakeholders at national and district levels
	3. Public sensitization on Boundary Delimitation promoted.	a. Organize and distribute press releases on boundary delimitation to the media
		b. Organize radio interviews for the NEC Commissioners
		c. Organize regional and district workshops on boundary delimitation
	4. Capacity of National and District Boundary Delimitation Monitoring Committees strengthened	a. Organize regular national and district Boundary Delimitation Monitoring Committee meetings to discuss the process and provide technical advice to NEC

## 1.4. National Priorities and Strategic Alignments

The SBDP is aligned with the Strategic Plan of the NEC, which in turn is aligned with the national priorities of the GoSL, namely, the *Agenda for Prosperity (A4P)* development and governance framework, and there is also alignment with the United National Development Assistance Framework (UNDAF). Boundary delimitation is heavily reliant on information technology and data management tools for its successful implementation, therefore it is in order that both are considered in the strategic alignment.

Specifically, the NEC's Strategic Pillar 7: Boundary Delimitation is aligned with the Agenda for Prosperity Pillar 7: Governance and Public Sector Reform. Also, the NEC's Strategic Pillar 4: Information Management Systems is aligned with the Agenda for Prosperity Pillar 4: International Competitiveness. The UNDAF's Outcome 3 "Capacity of democratic institutions strengthened to enable good governance" is directly aligned to the two pillars 7, and in context, to the pillars 4.

## 2. METHODOLOGY

### 2.1. Objectives of the Evaluation

The main objectives of the evaluation were:

1. To review the performance of the Project in achieving the outputs as per the Project Document and their contributions to outcome level goals;
2. Identify factors that facilitated or hindered or delayed the achievement of results, both in terms of the external and internal, and document lessons learned; and
3. To conduct an assessment of the BD process and its resulting Delimitation System taking into consideration their relationships and/or linkages with other electoral processes and as well as external frameworks, processes, systems (legal framework, administrative boundaries, census population, civil registration, civic

education, etc.) which have potentials to seriously derail or significantly enhance the BD process;

The specific objectives, purpose, and methodology of the evaluation are in the Final Inception Report (ANNEX 5).

## **2.2. Limitations and Constraints**

The time duration for the evaluation was limited given the complexities of boundary delimitation, coupled with the expanded main objectives. Although efforts were made to meet with and talk to as many relevant persons as possible listed in Annex 2 of the Final Inception Report and in-depth review of as many documentations as possible listed in but not limited to Annex 1 of the Final Inception Report during the course of this evaluation, some factors prevented this from being realized. They include:

- a. Time constraint by the duration of the evaluation taking into consideration the technical, social, and political complexities of boundary delimitation, coupled by the expanded main objectives which was necessary to add value to the evaluation to adequately inform the recommendations
- b. There are other critical electoral activities currently ongoing which caused the unavailability of relevant NEC staff for interviews, meetings, assessments, to compile and submit requested documentations, field trips, etc.
- c. Field visits were made to only Western and Northern Provinces (especially where the administrative unit redistricting were implemented) for stakeholders' consultations and meetings with DBDMC, local authority, CSOs, and grassroots organizations. The field trips to Southern and Eastern provinces had to be canceled due to the unavailability of NEC staff because of the training for sensitization of the collection of voter registration cards, as well as time constraints.
- d. More detailed assessments of technical processes associated with the Census EA database, voter registration, civil registration, data management, etc. were not possible because of the time constraints.

To ensure that the results presented in the report received reasonable triangulation and the conclusions drawn are not based on individual perspectives, validation of data collected from different sources and through the use of different data collection methods was achieved. Data sources included relevant legal, project, and operational documentation pertinent to the BD process, key stakeholders, development partners, CSOs, local authority, grassroots citizens, results from assessments, etc. Data collection methods included desk review of relevant documents, analysis of SBDP in particular and the BD process in general as well as primary and secondary data, key informants interviews, bilateral meetings, stakeholders' consultations, general technical assessments, and field trips.

### 3. FINDINGS

The findings of this evaluation are grouped as they were organized in the evaluation matrix in the Inception Report. They are grouped by the general performance of the project and the SBDP Outputs, and further sub-grouped by the specific objectives of the evaluation. Because some factors impacted multiple specific objectives, redundancy is observed. However, they shall be mentioned basically and references will be given to the subsections where they are elaborated in details. Attempts were made to answer all the evaluation questions but limited time and the availability of respondents, etc. did not make it possible.

#### 3.1. The Impact of Social and Political Complexities in Post Conflict Countries on Boundary Delimitation

To understand and appreciate the findings and recommendations of the evaluation, it is essential to be cognizant of the context of BD implementation in a post conflict country influenced by social and political complexities. In 2005 in neighboring Liberia just 2 years after the end of the armed conflict, the 2005 “boundary” delimitation process produced electoral districts (constituencies) with no boundaries or delineated areas. It was simply the amalgamation of the number of voter registrants of voter registration centers. The non-availability of accurate and reliable census population and administrative units and boundary datasets necessitated this, and the constitutional provisions governing BD had to be “suspended.” This process was adjudged to be successful, considering the immediate post conflict context. Although Liberia still exhibits post conflict characteristics, a replication of the 2005 BD process for the 2011 BD process would have been completely unacceptable. This is because a population census had been conducted, villages, towns and essential infrastructure had been mapped by GPS, and an administrative unit boundary mapping exercise had been implemented. These conditions informed a much improved 2011 BD process with the drawing of electoral boundaries.

In Nigeria during the 2015 General Elections, political complexities completely derailed the BD exercise forcing the Independent National Electoral Commission to utilize its current federal and state constituencies which were delimited 19 years previously. It is needless to say that these constituencies vary widely in population and are severely mal-apportioned<sup>7</sup>, thereby reducing the equality of voting strength<sup>8</sup> and consequently reducing the fairness of the elections and ultimately reducing the credibility of the elections.

In post conflict countries, or jurisdictions with nascent functional democratic systems, the factors of political, cultural, traditional, ethnic, religious and political complexities, the legal framework, the quality of census population and administrative unit boundaries and other datasets, the technical capacities of the EMB to implement BD, etc. will influence the design,

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<sup>7</sup> “Mal-apportioned constituencies—constituencies that vary greatly in population—not only violate the principle of equally weighted votes, but may also suggest to stakeholders that intentional bias has been introduced into the delimitation process. This is because mal-apportionment can be, and not infrequently has been, used to ensure constituency boundaries that favor one group (such as the ruling party) over others. This can be accomplished through active, passive, or systemic mal-apportionment”, Challenging the Norms and Standards of Election Administration: Boundary Delimitation (IFES 2007), Dr. Lisa Handley, Page 63. In Lagos State, the population of one Federal Constituency is approximately 1.2 million while another one is approximately 300,000.

<sup>8</sup> The Universal Declaration of Human Rights Article 21 (3) states: “The will of the people shall be on the basis of the authority of the government; this shall be expressed in periodic and genuine elections which shall be by universal and **equal suffrage** and shall be held by secret vote or by equivalent free voting procedures”



implementation, internal and external inputs, outcomes and results of the BD process. More details on this can be found in the Inception Report<sup>9</sup>.

## 3.2. General Performance of the SBDP

### 3.2.1. Assessing the delimitation process in terms of cost effectiveness

The evaluation found out that the cost effectiveness of the delimitation process must be informed by context, and as such there are multiple answers for this specific objective:

1. **As a standard BD process cumulating into the delimitation of new constituencies, the cost effectiveness was low. This is because the technical electoral boundary drawing exercise had to be implemented twice due to the creation of new districts after the first BD exercise.** This was not envisaged, and an additional €291,667 from the GoSL was required by the NEC for the second redrawing exercise and reproduction of the reports and maps. This is an increase of 30% of the original SBDP project budget.
2. **As a BD process informed by post conflict political complexities cumulating into the delimitation of new constituencies, the cost effectiveness was high.** Despite the electoral boundary redrawing causing a negative impact not only on the BD process itself but other electoral activities dependent on delimitation data and ultimately on the remaining components of the electoral cycle, the overall objectives were achieved. **The SBDP is a contributor to credible elections because the new electoral constituencies and wards are not mal-apportioned.**
3. **Finally, in terms of value for money, the cost effectiveness of BD was/is extremely high, and may even be graded as invaluable.** Primarily, the objective of the creation of new constituencies and ward was achieved. **Additionally, the institutional capacity development in GIS with hardware, software, and critical datasets acquisition will yield massive returns in the future not only for BD, but also for Voter Registration, placement of registration/polling centres, the utilization of the Civil Registry to generate the Voter Registry, Elections Day activities** planning and operations, etc. This cannot be over-emphasized.

However, with adequate data management, the costs of some exercises could have been reduced. For example, all voter registration/polling centres were GPS mapped during the BD process. During the pre-census population EA GPS mapping exercise, all schools, many of which host voter registration/polling centres, and other relevant infrastructure were also mapped. This is redundancy. These pre-mapped schools which make up the largest percentage (by infrastructure type) of registration/polling centres should have been excluded from the GPS mapping done by the NEC and SSL, thereby reducing the field mapping cost. **Ultimately, the evaluation has discovered that the SBDP has not only successfully supported the BD process and strengthened its institutional capacity to do so in the future, but has indirectly, though unintended, strengthened institutional capacity in almost all operational level elections management services because of the capacity development in GIS and its associated required datasets.**

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<sup>9</sup> Final Inception Report in subsection §1.3 on Page 8

### 3.2.2. Realistic timelines

After the 2012 General Elections, based on the recommendations of elections observers' missions report and the EU Election Observation Report (2012), the electoral calendar was published in 2015 as a component of the current Strategic Plan. **The evaluation found that there was a high level of collaboration and alignment of activities with key partners including NCRA and SSL, whose national population and housing census' datasets are requirements for BD.** However, the outbreak of the Ebola Virus Epidemic led to the national population and housing census being postponed twice and this negatively and significantly impacted the electoral timelines including the BD process. **Although this resulted in revised, howbeit less realistic, timelines, these postponements were justified, despite the negative impact on the BD process.**

**The evaluation found out that the timing of the administrative unit redistricting/de-amalgamation, after the BD had already been implemented, had the most negative impact of all factors on an already tight electoral timeline.** It was also observed that there are no statutory requirements governing the time period of administrative unit redistricting. The NEC was pragmatic enough to start the voter registration after the first BD exercise or else the elections could have been derailed. **All interviewed MPs, who were not members of any boundary monitoring committee, were unaware of the impact that the passage of the Provinces Act (CAP 60) had on the BD process and the electoral cycle.**

The evaluation discovered that while the GoSL makes funding available to the NEC based on the electoral timeline, the timing of the transmission of funds when they are required affected the efficiency of the BD operations. This is one of the reasons why the NEC requested financial assistance from UNDP. In post conflict countries, realistic timelines are not the main challenge, but making resources available to the EMB the time that they are required is also a challenge for realistic timelines.

### 3.2.3. Transparency of the delimitation process

**The evaluation found out that all stakeholders, whether satisfied or not with the resulting constituencies and wards, perceived that the NEC strictly adhered to the BD criteria.** In fact, some stakeholders indicated the strict adherence to the BD criteria as a fault of the NEC because of its uncompromising stance on maintaining the population quota in diversely ethnic, cultural and traditional areas. **The roles of the national and district BD monitoring committees were perceived as very central to the transparency of the process.** During consultations with the DBDMCs, grassroots CSOs, and local authority in the Eastern and Northern Provinces, **respondents indicated that the proposals they made were reflected in the provisional constituencies and wards which were brought for the validation exercises. This clearly buttressed the perception of the impartiality of the NEC.**

**The utilization of the services of Dr. Lisa Handley, the world's foremost authority on electoral BD was perceived to make the process more transparent. Although there are no legal provisions for the allocation of seats to districts, the consistent utilization of the same seat allocation method (Highest Remainder Method) over successive**

**elections contributed to the transparency of the process.** Also, in the BD Final Report<sup>10</sup>, there are table sections which contain the statements, reactions, and recommendations<sup>11</sup> of stakeholders during the validation meetings of the provisional constituencies and wards boundaries.

In Sierra Leone, MDAs submit bills or statutory instruments to the PoSL for passage into law through the Attorney General. Because of the unique mandate of EMBs to deliver free, fair, transparent and credible elections, they are usually given autonomy to reduce or eradicate the ruling party and/or the legislature's influence on the electoral process in their favour. **Consequently, the evaluation found out that the legal provision requiring the BD report to undergo this legislative process<sup>12</sup> have the potentials to negatively impact the transparency of the delimitation process.**

#### **3.2.4. Re-districting of administrative units and its impact on delimitation**

**The evaluation found out that the timing of the redistricting of administrative units did not only have the most negative impact on the BD process, but also had the potential to completely derail the elections.** Some findings of this specific objective can be found in subsection §3.2.2 above and in more details in subsection §3.8.3. While there was awareness of a planned administrative unit /de-amalgamation by the MoLGRD, the GoSL stated that this was being implemented at the chiefdom level. **The evaluation found out that chiefdom level administrative de-amalgamation would have had negligible negative impact on the BD process because the allocation of chiefdoms, sections and EAs to constituencies and wards would have remained unaffected.** Dr. Lisa Handley stated this in an Elections Steering Committee's meeting to discuss the mitigation strategy of the planned de-amalgamation, as this was stipulated as a risk to the SBDP. **The evaluation discovered that the United Nations Resident Coordinator, the UNDP and the NEC all engaged the GoSL and were assured that the de-amalgamation was from the chiefdom level, although they had also advocated against its implementation as the timing was a "distraction" for the BD process.**

However, after the passage into law of the Provinces Act (CAP 60), it was discovered that **the implementation was surprisingly from the district level, rather than the chiefdom level, which affected the allocation of chiefdoms, sections and EAs to some constituencies and wards because geographic areas from different districts cannot be allocated to the same electoral areas. This had a massive impact on the BD and necessitated redrawing the electoral boundaries because some new constituencies and wards were now composed of chiefdoms and sections from different districts.** The electoral boundary redrawing exercise (second BD) utilized precious time and increased the cost of the BD process by €291,667. It is certain that there were additional costs of goods and services which may or may not have been documented.

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<sup>10</sup> Constituency and Ward Boundary Delimitation Report, NEC Sierra Leone, Table 8: Key Issues, Findings, Summary of Stakeholders' Recommendations Page 34

<sup>11</sup> Constituency and Ward Boundary Delimitation Report, NEC Sierra Leone, Table 10: Statements and Reactions, Page 50

<sup>12</sup> Impartial Boundary Authority, Challenging the Norms and Standards of Election Administration: Boundary Delimitation (IFES 2007), Dr. Lisa Handley, Page 60.

This eventually and predictably played havoc with the electoral cycle and negatively impacted other activities requiring delimitation data for their operations. **This necessitated the voter registration exercise to be implemented “technically before” the (second) BD exercise. This negatively impacted the efficiency of the voter registration exercise. The placement of registration/polling centres was the third activity which was negatively impacted, and this activity is a pre-requisite for voter registration.** This activity must ensure that the voter register for every election (national, constituency, local council, city council, and village head chief) can be generated by ensuring that there is at least one registration/polling centre in every single constituency, local council, city council, and village. This has implications for elections. Currently, some areas which were enacted into law such as new villages do not have registration/polling centres. The NEC will have to use valuable time and resources to correct this, or village head chief elections for Western Area Rural cannot be held in them.

**Almost all stakeholders, with the exceptions of the major stakeholders such as the NEC, SSL, UNDP and NBDMC, were not aware of the impact of the de-amalgamation exercise on the electoral cycle.** Even parliamentarians who passed the provision into law were not aware of the impact on electoral activities. It could not be determined why there was no public advocacy against the timing of the exercise because of its negative impact on BD and the electoral cycle. **The evaluation found out, as stated earlier in this subsection, that there was major advocacy at the Elections Steering Committee level regarding the timing of the Administrative unit redistricting and the impact it will have on the electoral process.**

### **3.2.5. Assessing the impact of delimitation on the overall electoral cycle**

The subsection (§3.2.4) immediately above adequately addresses the impact of delimitation on the overall electoral cycle. Furthermore, taking into consideration that the voter registry must be published 6 months before elections, the timing of the BD as per the **normal** electoral cycle is adequate. However, the evaluation found that the timing of the proclamation of the date of elections by the President is a major determinant of whether the BD's impact on the overall electoral cycle will be negative or positive. Considering the durations for BD, placement of polling centres, and voter registration processes, the proclamation date for elections should be made at least 18 months (1½ years) before the elections. Admittedly, the Ebola virus epidemic started a chain reaction which impacted the timing of the national population and housing census, which in turn negatively impacted the BD process, the voter registration process, and the overall electoral cycle.

### **3.2.6. The role of UNDP in delimitation**

The UNDP provided the advocacy which resulted in donor response for technical and financial assistance to the BD process through the SBDP. The UNDP administers Irish Aid's funding component of the SBDP. This reduced the potential management and reporting burden on the NEC which is implementing elections management in an extremely tight electoral cycle.

### 3.2.6.1. The support of UNDP to NEC to ensure timely delivery of results

The evaluation found that the UNDP constantly engaged the NEC to facilitate the delivery of results. What was also discovered was that the very tight electoral timelines has resulted in activities which are normally implemented one after the other were executed concurrently to some degree. Subsections §3.2.2 and §3.2.4 give details of this. This has significantly impacted timelines for the delivery of results as individuals, units and sections had to multitask. The BD implementation was almost always in crisis management mode. The second electoral boundary drawing exercise and voter registration are examples of two technical and logistic intensive activities being undertaken together at some stage, being further exacerbated by the impact of the administrative units redistricting exercise. This situation resulted in meeting delivery deadlines for one activity and missing deadlines for others.

**Also, the current role of the UN in the Sierra Leonean electoral process, as is mandated by the UN Security Council, is that of support and not of oversight.** With regards to the SBDP, the UNDP communicates regularly with the NEC to advocate that deliverables are met. **However, the evaluation found out that effective coordination was negatively impacted with the perception of the NEC that the SBDP framework is more of a support to the BD process rather than it being part of an integrated coordinated effort.** For example, UNDP had been unaware of the support of OSIWA to BD.

### 3.2.6.2. What was the support of UNDP to NEC to mitigate impact of redistricting on deliver of project results

The evaluation found out that the UNDP, through the Elections Steering Committee did very strong advocacy regarding the merit and demerits of implementing the administrative unit redistricting when the BD exercise had already been successfully concluded and the BD Report had already been forwarded by the NEC for passage into law (See subsection §3.2.4 for more details). **The evaluation found out that the UNDP applied for an extension to complete the outstanding activities that depended on approval of the delimitation report. Also, the UNDP coordinated with the technical implementation team at the SSL to ensure that the redistricting was implemented and the second BD report and maps were done and forwarded for passage into law.**

**Furthermore,** for the post-BD *Know Your Ward* sensitization, the UNDP has constantly been in communication with the NEC to ensure that the implementation plan is finalized. In the introduction meeting of the Evaluation Consultant with the NEC on 17 October 2017, the Governance Team Leader of UNDP informed the NEC that the UNDP had consistently requested for the post-BD sensitization implementation plan since the August 2017 passage into law of the BD report, but was always promised that it will be made available “next week”. Also, during the course of the evaluation, when became obvious that the post BD sensitization would not be evaluated as it has not yet commenced, the independent evaluation consultant decided to evaluate the plan and made attempts to acquire the plan. When those efforts failed, help was solicited from the UNDP which contacted the NEC on more than 4 occasions, and the NEC promised to do the implementation plan and submit same “next week”, but these “next weeks” never materialized. Factors influencing this situation are adequately detailed in section §3.5. What was eventually submitted was a draft

concept paper, howbeit with no dates of implementation. Coordination was also made for the production of the final maps to be used for the Know Your Ward sensitization.

### **3.2.7. The BD Process and the SBDP**

**The evaluation found that the coordination mechanism was effective in some components during the project. From the technical component side, the NEC and SSL coordinated well despite some differences of opinions regarding the formats and results of output products which were always resolved. From the stakeholders and sensitization component, it was surprisingly the NBDMC, not the External Relations or Voter Education offices of NEC, which had oversight for coordination.** A technical working group was even set up after the administrative unit redistricting to ensure that the negative impact on the BD process was mitigated. **The evaluation discovered that the NEC played more of facilitation than ownership role. The impact was positive in the sense of stakeholders' perception that they were owners of the process.** However, the impact was negative in events when decisiveness is required for actions to be taken and there is this blurred line between who is responsible and who is ultimately accountable. One example, the NEC should have made provision for a GIS Lab to be set up at the NEC for the technical drawing to be implemented there to benefit from learning by doing capacity development. Another example is accountability for sensitization who caused a post-BD implementation plan to not be developed as of the time of the writing of this report.

**The evaluation discovered that the role of SSL positively impacted the BD process.** The facilities of SSL were utilized for the technical constituency and ward boundary drawing because the NEC did not set up its GIS Lab in time for the BD process. Also, at the end of the second electoral boundary drawing exercise, SSL turned over to the NEC a softcopy of the census population EA database, GIS datasets, the localities, infrastructure, roads and other indispensable datasets required by the NEC to implement its work efficiently.

**The contracting of SSL by the NEC and the technical assistance from Dr. Lisa Handley, provided adequate technical capacities for stakeholders confidence in the BD process.** However, there was a gap in elections management based GIS and data management expertise to ensure that the database which was developed was a functional Delimitation Database, and that the GIS datasets would be processed for the creation of a functional Delimitation System which could have been operationalized when the GIS/Data Server was handed over to the NEC. This was a missed opportunity. The impact of the insufficient institutional GIS capacity within the NEC on the SBDP is presented more appropriately in subsection §3.3.1.

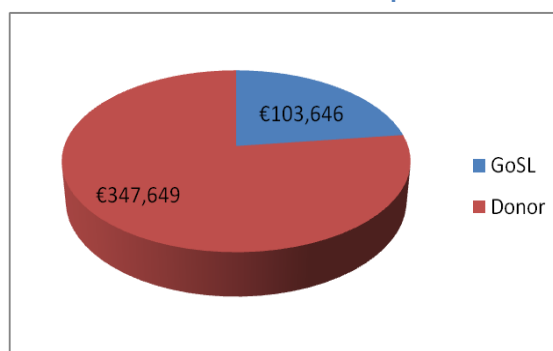
The evaluation found that the risk log developed during the commencement of the SBDP was realistic and in context. This demonstrates the level of thoroughness of the development of the project.

### 3.3. Output 1: Institutional capacity<sup>13</sup> of the NEC for effective boundary delimitation strengthened

This intended output of SBDP targeted support to the NEC to implement the technical operations of the BD process which usually results in the creation of delimited geographic areas for electoral constituencies and wards based on the legal framework, and the production of the BD report and maps. Depending on the technical capacities of the EMB to implement BD and the functionalities of the NSS and SDI (see subsections §3.8.5) , the normally **effective** BD will consisted of technical assistance (if required, but optional for institutions with well established and functional GIS and BD capacity); capacity development (staff, hardware, software, processes and systems);, systems (databases and GIS); data acquisition and processing;,, determination of seat allocations for constituencies and wards; GPS (geographic coordinates) mapping of various points of interests (infrastructure, metes and bounds) if required; generation of delimitation datasets and electoral boundaries;,, and the production of the delimitation maps and report, amongst others.

According to the project document, of the total anticipated project budget of €982,256, this technical component is allocated €451,294 or approximately 46%. Of this amount, Irish Aid contributed €347,649 with the GoSL contributing the balance €103,646 (Chart 3). The breakdown of this budget allocated to the indicative activities is listed in Chart 3 below.

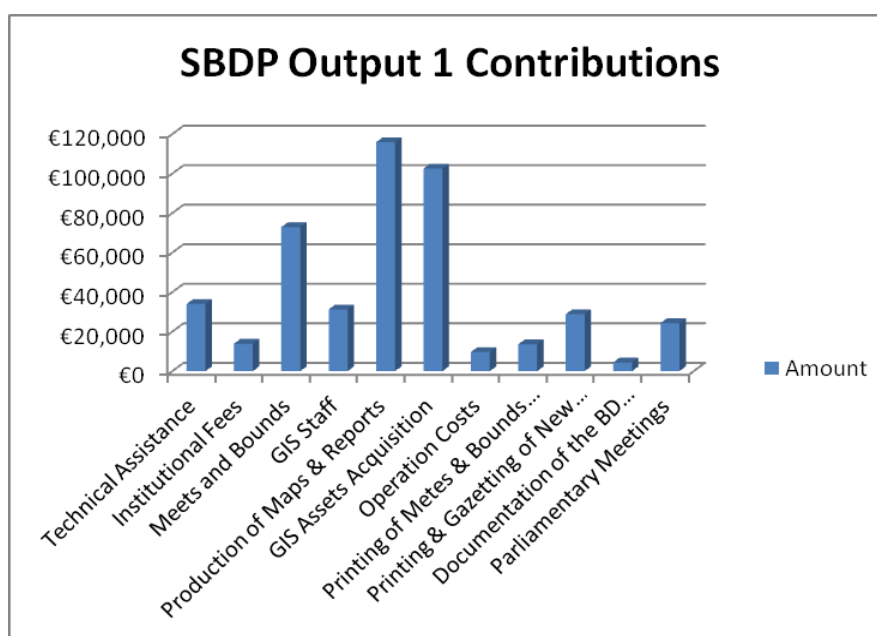
Chart 3: Contributions to Output 1



Additionally as was noted in subsection (§1.3), the GoSL procured one GIS/Data Server (€13,333) and ArcGIS 10.2 GIS multi-user concurrent license (€5,458.) for the NEC. These contributions of the GoSL for GIS capacity development which contributed to the BD process were not included as components of the SBDP. Details of the allocations to the activities under this output are shown in Chart 4 below.

<sup>13</sup> For UNDP electoral assistance, “capacity” means the ability of individuals, organizations or organizational units to perform functions effectively, efficiently and in a sustainable manner. UN electoral assistance stretches beyond the holding of a single electoral event, or electoral cycle in this case, aiming instead for the development of professional, inclusive and sustainable institutions and processes that enable people to freely choose their representatives. Electoral assistance can only be defined as ‘sustainable’ and ‘effective’ when its impact is nurtured and endures beyond a single electoral event.. UNDP Electoral Assistance Implementation Guide, p 37

Chart 4: SBDP Contributions to Output 1



### 3.3.1. The nature of technology (GIS) and whether there was capacity to use the technology

The evaluation found that the nature of the technology (GIS) was efficient in the development of electoral constituency and ward maps. The manual cartographic process of generating maps would have required considerably much more time and would not have been feasible considering the already extremely tight electoral timeline. The GIS merges/aggregates census population EAs of geographic areas to form electoral constituencies and wards. However, although the implementation comprises a GIS and an EA database and can generate electoral boundaries, it is not suitable for electoral services based map output. This is because the database utilized is not a functional Delimitation Database, a required standard for effective IT and data management driven elections management coupled with GIS implementations. An example of this is the initial generation of Know Your Wards maps which utilized EAs (statistical geographic areas) instead of villages and towns that the citizenry are familiar with. Agreeing on this map format has delayed the post BD Know Your Ward sensitization.

The evaluation discovered that while there was capacity to utilize the technology, the level of capacity was limited and confined institutionally. SLL has GIS capacity for its operations but the NEC did not. The technology was not effectively utilized and there is very limited awareness of its potentials. While GIS is a mapping tool and is a very efficient way to develop and generate maps for a BD process, drastically reducing the time required in comparison to manual map drawing methods, there are numerous functionalities, and utilizations, and potentials of GIS for usage in elections management. This is because elections management operational service delivery is most efficient and effective when it is populated places (village, neighbourhood, community, town, settlement) based. Population density and locality distribution are critical for electoral operations and this necessitates a “bottom up” approach to planning, or the utilization of spatial planning and analysis.



Consequently by working with a functional Delimitation Database, GIS implementation does not efficiently facilitate only BD' but also the placement of polling centres' the generation of the voter register coupled with the utilization of a functional civil registry' designing deployment plans for logistics and personnel for voter registration and elections day; targeted community based sensitization; assigning trained ad hoc polling staff to polling centres during elections; situation room management; research, monitoring and evaluation; etc. **The evaluation found out that there are no functionalities built in the GIS implementation for other activities stated above. It is for these reasons that the planning and setting up of the GIS implementation for an EMB should not have been focused only on implementing BD, but the creation of a Delimitation System with a functional Delimitation Database and GIS implementation to support other electoral activities. This was a strategic failing on the part of the NEC, because there was no strategic alignment of GIS capacity development<sup>14</sup> and implementation utilization prior to or during the BD process. The two major reasons for this are 1: the NEC had perceived that SSL would refuse to turn the required datasets over to the NEC as were the cases in 2006 and 2008 during the BD exercises; and 2: the absence of credible elections management based GIS expertise to facilitate decision making and guide institutional GIS capacity development in the NEC prior to and during BD process. As everyone is a genius in hindsight, had the NEC, UNDP and Dr. Handley known that the datasets would have been turned over to the NEC at the end of the BD process, then they all could have pushed for the later.**

**The evaluation has found that the utilization of the Civil Registry to facilitate the generation of a voter register for an election as envisaged in the future is not currently feasible because some form of functional residential or community/neighbourhood digital system, does not exist and is will be required.** GIS implementation in the Delimitation System will be required for this plan to be actualized. This is dealt with in subsections §3.8.4 and §3.8.5

### **3.3.2. Location of the data base and if it can be accessed/ updated on regular basis**

SSL was contracted once again by the NEC to implement the technical drawing of the constituencies and ward as was previously done in 2006 and 2008 for the constituencies and wards boundary delimitations respectively. Although the NEC had anticipated having the technical maps drawing exercise at its GIS Lab as envisaged in its current Strategic Plan, the exercise was implemented at the SSL. The GIS/Data server hosting the database and the GIS datasets has been turned over to the NEC and is at its Wellington Site. However, there is no current capacity in the NEC to manage the database and no functional GIS Lab.

**The evaluation found that the impact of the current location of the database on the NEC's operation is presently negligible.** As was discussed in subsection §3.3.1 above, the database is not a standard functional Delimitation Database, thus the negligible impact. **However, in the context of a functional Delimitation Database being a requirement for the efficient operations of the EMB, this impact is massive.** A Delimitation Database is the foundational and most important database in the EMD because it, not the Voter Registration Database, defines the relationship between the voter registrant and his/her

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<sup>14</sup> NEC Strategic Plan (2015-2019), pages 66-67

constituency and/or ward. Almost all other systems and the GIS implementation MUST utilize the Delimitation Database to facilitate their operations. This database is usually placed on a network as a service so that the attribute information for constituencies, wards, polling centres and other administrative and populated places datasets can be read by other systems.

In the operations of the LOA between the NEC and SSL, **the evaluation discovered there was meaningful institutional capacity development of the NEC by SSL in terms of the acquisition of the required datasets to implement boundary delimitation. However, in the area of GIS capacity development for NEC staff, there was very little impact.** The involvement of NEC's staff for the GIS was more about activity implementation, than institutional capacity development through learning by doing. **The evaluation found that after the BD process, SSL gave copies of the census population, localities, road network, relevant infrastructure and hydrology (rivers, streams, lakes, etc.) datasets to the NEC.**

### **3.3.3. Was there capacity building to ensure that NEC would draw the boundaries themselves in the future other than contracting Statistics Sierra Leone?**

The discussions from the two preceding sub-sections (§3.3.1 and §3.3.2) are relevant for this specific objective and will not be made redundant. **The evaluation found out that significant institutional capacity development was made in assets (equipment, software, peripherals, etc.) procured with funding from GoSL and SBDP and the required datasets supplied by SSL. However, institutional capacities in staffing, systems and processes were negligible to ensure that the NEC can draw boundaries themselves in the future.** As envisaged in the Strategic Plan, the NEC should have made efforts to make its GIS Lab operational by hiring appropriate GIS expertise<sup>15</sup> to set up the Lab, train recruited and/or reassigned staff, and implement systems, processes and datasets development. This would have made a strong case for the DB technical implementation to take place at the NEC instead of SSL. The evaluation discovered that the NEC did not build its GIS capacity because it had perceived that SSL would not turn over the required datasets, as was the case during the 2006 and 2007 electoral boundary drawing exercises. An alternative for training could have been sending selected staff for GIS training programs. This was a massive opportunity missed for institutional capacity development to support not only BD but also other electoral activities and processes.

**The evaluation found that the absence of elections management based GIS and data management expertise associated with the technical complexities of BD negatively impacted the design of the SBDP.** Usually, some input would come either from an external consultant or from the head of GIS for the EMB. SSL's statistically focused GIS cannot perform this role because its expertise is not elections management oriented. BD is highly impacted by external factors and inputs more than any other electoral activity, and it (through its resulting Delimitation Database and Delimitation System) informs almost every other internal operational electoral activity more than any other electoral activity. **Therefore, when BD is normally being implemented, the Delimitation Database and the Delimitation System must also be set up to be able to be utilized with GIS not only to draw electoral**

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<sup>15</sup> NEC Strategic Plan (2015-2019), pages 66-67

boundaries, but also facilitate polling centers placement, VR, elections logistics mobilization, elections and VR ad hoc staff recruitment, training and deployment, targeted voter education, etc. It is essential all these must inform the development of the Delimitation Database although BD implementation is the initial focus. Also, the planned utilization of the civil registry to be utilized by the NEC to generate the voter register in the future cannot be implemented without the Delimitation System. The technical drawing of electoral boundaries accounts for 10% to 15 % of the technical component of the BD process, while the development of the Delimitation Database/System and development of the required datasets account for the balance 85% to 90%.

**The collaboration and coordination between the NCRA and the NEC was discovered to be excellent.** The startup dataset the NCRA utilized for the Civil Registration process came from the NEC. **Data sharing protocols as well as data sharing have been established and are ongoing. Notwithstanding, technical capacity gaps in the NEC limit the quality of the collaboration.** For example, it took considerable time for the NEC to send its data fields specifications to the NCRA which delayed the development of the Civil Registration Database. **The evaluation found that the process by which the civil registry will be utilized to generate the voter registry has not been technically assessed to ensure technical alignment, especially in terms of the role of the Delimitation Database and GIS.** This was discussed in sub-section §3.1.1. **It is essential to note that the GIS capacity development in the NEC by the SBDP will have a major positive impact on the NEC's ability to generate the voter registry from the Civil Registry once the challenge of a residential or neighbourhood/community addressing system is mitigated** (subsection §3.8.4) and the Delimitation Database/System are developed and deployed.

Due to time constraints and the non-approval of the request to expand the evaluation, a more in-depth assessment of the Civil Registration Database could not be implemented to determine the details of its impact on voter registration, the Delimitation System, and the electoral cycle.

#### **3.3.4. Capacity of the NEC in conducting delimitation**

A combination of findings of the other specific objectives also informs this specific objective. In addition, **the evaluation found out that there was major and significant progress in capacity development from the last BD process to this one.** These include the following:

- Infrastructure: a GIS Lab, although it is currently non-operational
- Hardware: GIS/Data Server, 14 desktop GIS workstations reassigned from the NEC Data Centre at Wellington, map plotters/printer, map scanner, photocopiers, colour printers
- Software: ArcGIS software multi-user concurrent license
- digital relational and GIS datasets: population census enumeration areas, infrastructure (schools, health facilities), populated places (village, town locality) roads, hydrology (river, streams, lakes, ocean), topographic

**It was determined by the evaluation that a high level of operational and tactical collaboration amongst the NEC, SSL, NCRA and MoLGRD during the BD process. All**

the datasets required by the NEC were made available and utilized by SSSL to implement the technical drawing of the electoral boundaries. At the end of the process, SSL turned the required datasets over to the NEC. SSL also configured the GIS/Data Server with the GIS implementation. The MoLGRD provided support during the administrative unit redistricting/de-amalgamation exercise, and the NCRA and NEC exchanged datasets to complement each other's mandates for future VR and BD collaborations.

**All respondents observed that the involvement of Dr. Lisa Handley, the world's foremost authority on electoral BD, significantly impacted the impartiality and credibility of the process.** Her presence also served as a referee of the process for the NEC and other stakeholders to ensure adherence to international best practice.

**The evaluation discovered that the legal provisions for the passage into law of the BD report restricts the NEC's capacity to conduct BD.** If the BD Report is not submitted to the PoSL, either through the inaction of the NEC or the GoSL, it is as good as to no BD exercise being implemented in the first place, and the result is mal-apportioned constituencies and wards. **Also, the absence of a statutory provision governing the allocation of seats for constituencies is a threat to the transparency of the DB process.** An EMB should not just be perceived to be credible and transparent. It must be credible. Transparency should not be reliant on the personal integrity of decision makers to allocate seats to districts, this should be enforced by legislation. There is a need for legislation to mitigate this, as this may result in inconsistent application of different seat allocation methods over various BD exercises over time, and open this process to abuse.

**The evaluation revealed that there is weak data management capacity to handle highly technical GIS, census, administrative units, and populated places datasets.** Capacity development is required in this area.

### **3.3.5. Independence and impartiality of the NEC in conducting delimitation**

**The evaluation found that almost all the respondents spoken to perceived the NEC to have been independent and impartial.** The increased level of stakeholders consultations, the creation and usage of the BD monitoring committees, and the strict adherence to the legal framework and the BD criteria by the NEC, most especially the criteria utilized during the aggregation of administrative areas to form constituencies and wards, were identified by stakeholders as the actions which influenced their perceptions.

Amongst politicians and parliamentarians interviewed, the majority was of the opinion expressed above, while a few accused the NEC of partiality. **Upon closer examinations for the negative response, it was discovered that their perceptions were influenced by the results of the BD rather than by the actions of the NEC.** They perceived that the composition of the electoral areas would disadvantage them and give advantages to their rivals. Also, the implementation of the second BD exercise which was necessitated by the passage into law of the Provinces Act (CAP 60) also influenced some negative responses. **The evaluation discovered that the provision requiring the PoSL to pass the BD report into law may have the potential to impact the independence of the NEC.** The governance protocol requiring the NEC, like all other MDAs, to submit the BD report to the PoSL through the Attorney General was also identified as a potential to

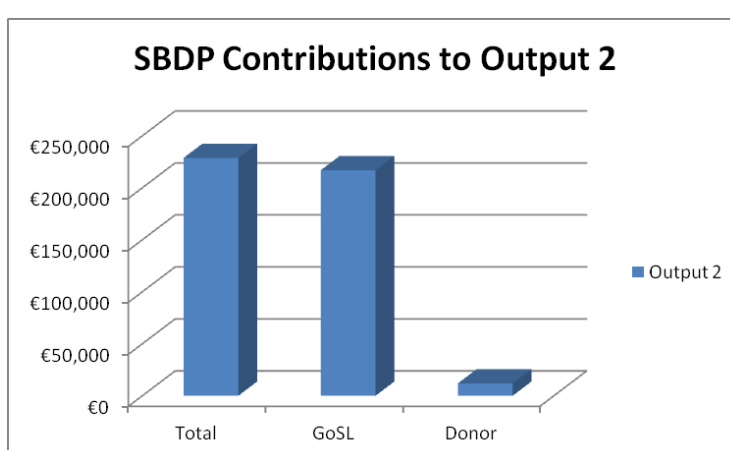
negatively impact the NEC's independence as an autonomous agency due to its unique mandate and functions.

As was also stated in the preceding subsection (§3.3.4), the utilization of the services of Dr. Lisa Handley impacted a positive perception of the impartiality of the NEC. **The evaluation found that there were no negative perception from respondents that the GoSL and the PoSL utilize the availability of resources and funding to the NEC to influence the decisions and actions of the NEC on matters concerning the BD process. They all perceived that both branches of Government played their roles impartially.**

### 3.4. Output 2: Stakeholders' participation in the boundary delimitation process promoted

This intended output of SBDP targeted the participation of stakeholders in the BD process. These included both public consultations on the details of the BD process and public validation/hearings on the provisional electoral constituencies and wards maps to solicit their comments and criticisms.<sup>16</sup> Political parties, civil society groups, informed local authorities and others were the invitees. The roles of GoSL and the PoSL as major stakeholders in the BD process are also presented here.

Chart 5: SBDP Contributions to Output 2



For this output, SBDP allocated €228,719 or approximately 23% of the total budget. Of this amount, the GoSL contributes €216,844 with Irish Aid contributing the balance €11,875 (Chart 5).

#### 3.4.1. Level of public participation and representation

**The evaluation found that the NEC, working through the BDMC framework, made adequate efforts to ensure public participation and representation.** Stakeholders informed the evaluation that they learned about the criteria and seat allocation from the consultation meetings and many confirmed that during the validation meetings of the provisional constituencies and wards maps for the first BD exercise, their wishes and decisions were reflected. The BD Final Report even documented feedback and recommendations of stakeholders from the validation meetings (subsection § 3.2.3). **However, it was discovered that the level of participation and representation was not uniformed across districts, with accessibility and ease of communication to disseminate messages being major contributing factors.** In one district in the north, the recommendations and feedbacks were dominated by the wishes of local authority, especially

<sup>16</sup> SBDP project document, Page 5

the paramount chiefs, and not from the local grassroots citizenry. This was because the DBDMC never held a regular meeting, thus creating a gap.

**The evaluation found out that there was no comprehensive CVE strategy to cover the entire BD process.** For public participation and representation to be more effective, adequate knowledge of BD is essential. Due to social complexities, the ad hoc mode of voter education cannot adequately address traditionally entrenched beliefs of association only by tribe, religion, or other communities of interest which impact resistance to constituencies and wards that are socially diverse. **It was discovered by the evaluation that the general widespread perception that electoral constituencies and wards have administrative characteristics negatively impacts the participation and acceptability of BD results, especially in rural, socially diverse communities.**

**It was discovered by the evaluation that the administrative unit redistricting negatively impacted the dynamism of the performance of this component of the BD process.** Especially in the areas affected, stakeholders felt “betrayed” by the NEC when it was discovered that what they had agreed upon and validated during the first BD had been changed, because they perceived that it was the NEC which was responsible for the redistricting due to the low level grassroots sensitization of the de-amalgamation exercise in some areas.

#### **3.4.2. Impartiality of the legislative process**

The direct, active and compulsory participations of the GoSL and the PoSL, both with stakes in the BD results, in the legislative process in this jurisdiction have the potential for them to influence the results of the BD<sup>17</sup>. **Additionally, there are no provisions to ensure that the NEC forwards the BD report to the Attorney General in a timely manner and for the President to sign the Report and, in turn, forward it to the PoSL in a timely manner either.** There are also no safeguards in the legal framework to eradicate the potential for late passage which may have an adverse impact on the electoral timelines or non-passage which will result in mal-apportionment due to continued usage of outdated electoral constituencies and wards. This is addressed adequately in subsections §3.2.3, §3.3.5 and §3.8.2. The evaluation found out that it was very fortunate that the NEC was pragmatic enough to commence the voter registration when it did, howbeit with some negative impacts which are in dealt with in subsections §3.2.2 and §3.2.4.

#### **3.4.3. The role of Government in the decision making process on matters concerning delimitation**

The role of government in the BD process is dealt with adequately in subsections §3.2.3, §3.2.4 §3.3.5, §3.4.2, and §3.8.2. Additionally, during this BD process, the Attorney General submitted the first BD Report to the PoSL three months after receiving it from the NEC because there was no legal basis to do so since the proclamation<sup>18</sup> for the date of the elections had not yet been declared. A statutory instrument for approval of new

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<sup>17</sup> Impartial Boundary Authority, Challenging the Norms and Standards of Election Administration: Boundary Delimitation (IFES 2007), Dr. Lisa Handley, Pages 60-61.

<sup>18</sup> Sections 43, 87(1), 76 (1b) of the 1991 Constitution of Sierra Leone; and Sections 43(2), 57, 103 of the 2012 Public Elections Act

constituencies and wards cannot be submitted to the PoSL when the elections in which the new constituencies and wards will be utilized have not been legitimized (proclaimed) and the current Parliament will be dissolved. **The evaluation found out that the February 14, 2017 proclamation date of the election data was done rather late and had a very negative impact on the electoral cycle. If the NEC had waited until when the second BD report was passed into law on August 12, 2017 before starting the voter registration, the elections would have been completely derailed because it would have been too late to start the voter registration process.**

### 3.4.4. The role of civil society in delimitation

The evaluation found out that civil society played a very positive role at the stakeholders consultation and validation meeting levels, and also during sensitization on the BD process. However, financial expectations of CSOs is a major challenge to taking ownership of the BD process and having a more effective impact on sensitization at the grassroots level. Ultimately, they are the linkage between the BD process and the grassroots level and this is where the role of CSOs is most critical. However, the effectiveness of this linkage could not be evaluated adequately because of the time constraints and the implementation of a survey was not possible.

It was discovered that during the period that the BD report was in the GoSL, civil society was rather mute on the matter. The evaluation could not determine if this was due to a lack of awareness; lack of interest; weak communication and sensitization; or weak and/or uncoordinated advocacy; or the lack of awareness of the importance of the issue in relationship to the electoral timelines and the electoral cycle. However, one stakeholder observed that the mistake the NEC made was to submit the BD report privately to the Attorney General and advised that the next time it should be done at a public ceremony which would have created awareness among stakeholders including civil society. They would have then followed up with the GoSL or carried out advocacy for the 3 approximately months that the BD report was waiting for the presidential proclamation of the election date before being forwarded to the PoSL.

### 3.5. Output 3: Public sensitizations on boundary delimitation promoted

This intended output of SBDP targeted sensitizing the public on the BD process. Its activities included press releases and the production of jingles, interviews on radio programs, talk show discussions on TV, and district level sensitizations. According to the project documentation, SBDP allocated €185,903 or approximately 19% of the total budget to cover activities for this output. Of this amount, the GoSL contributes €159,514 with Irish Aid contributing the balance €26,389 (Chart 6).

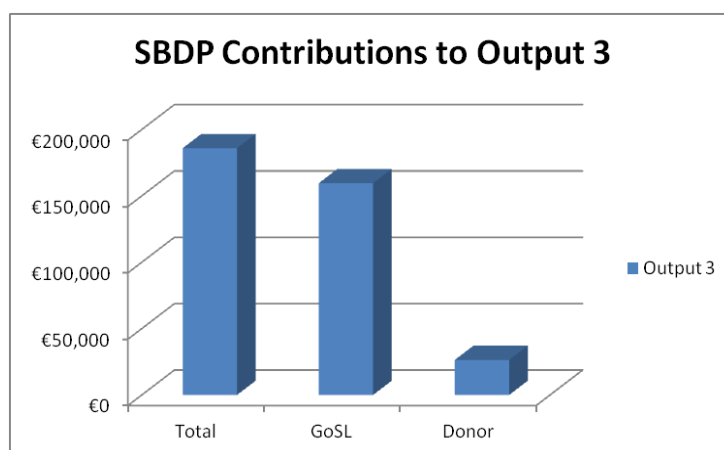
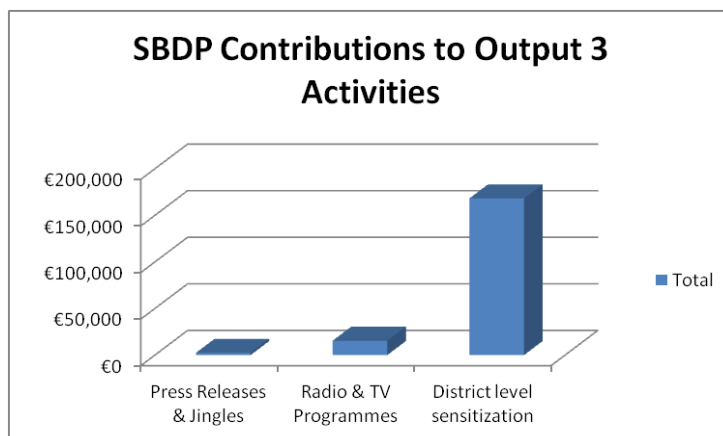


Chart 6: SBDP Contributions to Output 3

To cover the activities, Press Releases and Jingles were allocated €2,361, Radio and TV Programmes were allocated €15,417, while the balance €168,125 covered district level sensitization (Chart 7).

**The evaluation found out that sensitization to the public was indeed promoted on the BD process, but the process was not efficiently coordinated.**

Firstly, the national BDMC had oversight responsibility for the activities under this output and not the Department of Training and Outreach of the NEC. This body was basically set up to monitor and facilitate effective stakeholders' participation in the BD process. Because of its



**Chart 7: SBDP Contributions to Output 3 Activities**

success, and usually since sensitization will form a component of the outreach to stakeholders, the NBDMC took on that role. The BDMC became like a steering committee for both stakeholders' consultations and sensitization. This inadvertently led to sensitization being seen as an ad hoc activity during engagements with stakeholders. **As such, no comprehensive sensitization implementation plan was ever developed for the BD process.** Subsections §3.2.6.2 (second paragraph) discussed background examples of interactions with the NEC. It is also worth noting that no one from the Department of Training and Outreach was a member of the NBDMC. **This department performed tasks based on requests from the NBDMC but perceived itself as not being a part of the process. This created an expertise and oversight gap for this activity because the BDMC is not currently active, while the Department is now concentrating on sensitization for other elections activities as the elections day looms nearer.** Stakeholders' engagement did not suffer the same fate and it may be because the Director for Media and External Relations was an active member of the NBDMC.

**Because sensitization was driven by the BDMC, the evaluation found that the performance of the committee in each district determined the level of effectiveness of the sensitization.** Please see section §3.6 under the BDMC for details. **The evaluation discovered that print and electronic media coverage, especially in rural areas, exacerbated by poor accessibility and roads network, also had a negative impact on the effectiveness of this output.** Many respondents in rural areas stated that messaging on the process did not get to them because of the poor coverage of radio stations.

**The final BD report was passed into law since August and coming to the end of November, the official post- BD "Know Your Ward" sensitization had not yet started on the process due to some factors.** During that period the NEC had to revisit the voter registration after the publication of the provisional voter roll during the exhibit period revealed a relatively high percentage of omissions. This required all the NEC's staff to be involved in the exercise to correct the problem, and the relevant staff could not focus on the sensitization. Secondly, the procurement process was protracted with late vendor response



to the request for quotations. Lastly, the finalization of the artwork by the NEC and SSL for the Know Your Ward Outreach also caused some delays. As was explained in subsections 3.3.1 and 3.3.2, the database and GIS implementation developed by SSL is EA based is suited for its statistical functions, but has very limited functionalities as an elections management based functional (Delimitation) database, and as such its map outputs are EA and not locality (village/town) focused, which is required by the NEC. This is because people read maps to know specific area by village, town, community and neighbourhood, and not by EA which makes no sense to ordinary people.

**The evaluation found that the fundamental approach to sensitization on BD needs a rethink. The concept of the creation of constituencies and wards with nearly equal population as possible for the purpose of equality of voting strength<sup>19</sup> having priority over ethnic, cultural and traditional communities of interest is a major challenge in post conflict and nascent functional democratic countries due to social and political complexities.** This is more exacerbated in rural areas. People general perceive any form of such grouping as a pseudo governance or administrative entity, which explains why citizens normally believe that electoral entities have governance characteristics. For example, if some sections in a chiefdom are joined to another chiefdom to form a constituency, the perception is that the sections have been “taken away from one chiefdom and joined to the other chiefdom “administratively.” This is a major factor why people from diverse communities of interest usually resist being placed in the same constituency. This perception is so powerful that it affects not only BD, but governance as well. For example, “Constituency Projects” have now evolved in Liberia and Nigeria. Because constituencies are temporary and their boundaries change after BD, this has a negative impact on sustainable development interventions because the more stable administrative (district, chiefdom, etc.) level approach to development planning are threatened by this ad hoc and short term constituency approach. **This entrenched perception makes the usual ad hoc or project approach to BD sensitization immediately before, during and after the BD process grossly inadequate. An approach to a more sustained sensitization is required for greater and better positive impact to mitigate the perception.**

### 3.6. Output 4: Capacity of National and District Boundary Delimitation Monitoring Committees strengthened

The SBDP targeted strengthening the capacities of the NBDMC and DBDMCs as the intended output. Its activities included liaison with and between the NEC and stakeholders in the BD process at the national and district levels. They held regular meetings, organized consultations with the PoSL, and provided the linkage between the BD process and

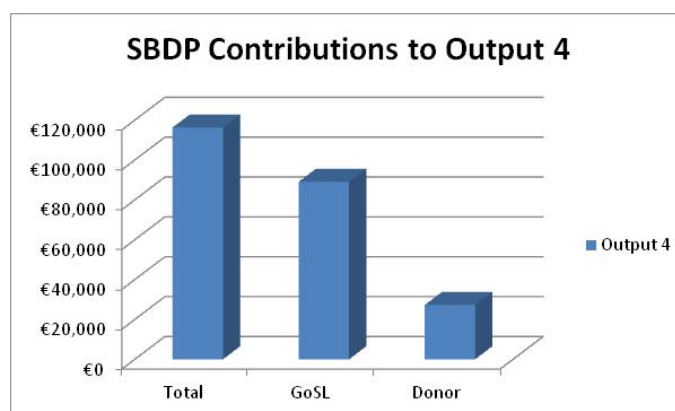
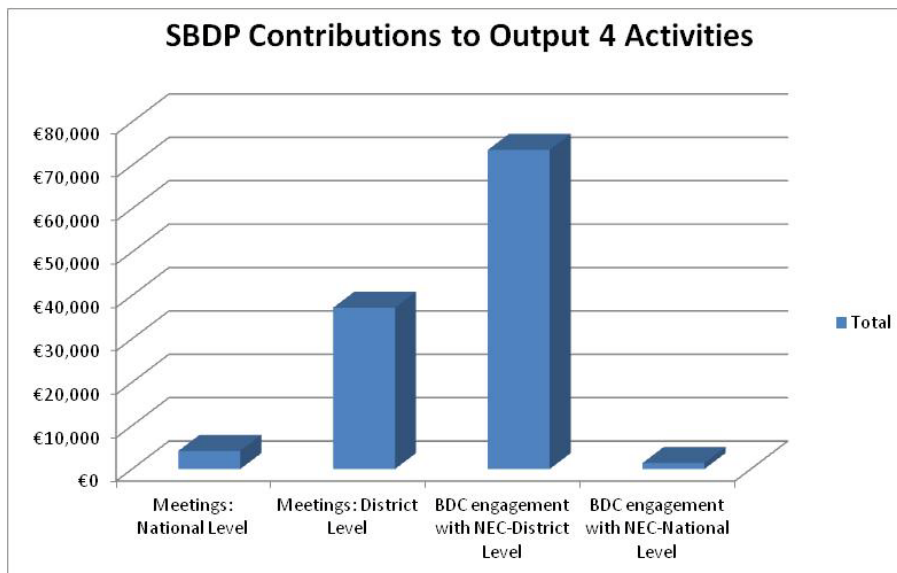


Chart 8: SBDP Contribution to Output 4

<sup>19</sup> The Universal Declaration of Human Rights Article 21 (3) states: “The will of the people shall be on the basis of the authority of the government; this shall be expressed in periodic and genuine elections which shall be by universal and equal suffrage and shall be held by secret vote or by equivalent free voting procedures”

the grassroots CSOs. The SBDP allocated €116,340 or about 12% of the SBDP budget to this output. The GoSL contributed €89,083 with the balance €27,257 provided by Irish Aid (See Chart 8). By contributions of the SBDP to the activities of this output, the national level meetings are allotted €4,201, the district level meetings €37,188, the engagements of the districts BDMCs with the NEC covers €73,563, and the engagements of the national BDMCs with the NEC is allocated €1,389 (See Chart 9).

**Chart 9: SBDP Contributions to Output 4 Activities**



**The evaluation discovered that the BDMC concept is an innovation in the West African sub-region, and that the work of this committee was very key and critical to the high level of acceptability of the BD results despite the many challenges associated with the BD process.** Even Dr. Handley recognized this initiative<sup>20</sup>. The political parties and politicians’ representation (15 of 42 or 36%) on the committee would normally be seen as too high, but this proved very valuable in promoting the perception amongst stakeholders, especially political actors, of the impartiality of the NEC.

**The evaluation found out that the level of coordination between the national and district BDMCs varied district by district in the Western and Eastern Provinces.** While coordination was very good with some districts, it was poor with others. The evaluation discovered that road accessibility and electronic media coverage impacted the coordination. **It was significant to note that the level of coordination between the national and district BDMCs also mirrored the relationships between the DBDMCs and the grassroots CSOs and citizenry in their districts.**

**The evaluation found out that the attendance of members of the DBDMCs in their meetings was heavily impacted by accessibility and their associated transportation costs.** Everyone was paid the same transportation allowance regardless of the travel distances. This negatively impacted both the attendance of members to meetings and the frequency with which meetings were held. At two extremities are the Western Area Rural

<sup>20</sup> Preparations for the National and Local Elections: Electoral Boundary Delimitation Report #1, Prepared by Dr. Lisa Handley, June/July 2016

District and the Koinadugu/Falaba District (s) DBDMC(s)<sup>21</sup>. While Western Area Rural DBDMC was on the high side for performance, the Koinadugu/Falaba DBDMC was at the low side. The later met only for the inaugural and validation meetings, and never held a regular meeting, a situation the National BDMC was not aware of. Due diligence was not applied to ensure that district BDMCs submit their meetings minutes as proof that meetings were held and follow up on reasons why they were not held. Due to travel distances, the high cost of transportation for some members and required overnight accommodation for others were not allocated for in the budget. **The evaluation also found out that there was a high turnover of members from CSOs with membership in the BDMCs.** Some organizations had the tendencies of sending different persons to successive meetings. It was observed in one DBDMC that the vast majority of the members were domiciled in one town because almost all the CSOs and local authority had offices there due to road accessibility challenges. This had the negative impact of personal sensitization by involvement not spreading throughout the district.

**It was also discovered that the financial expectations of members of the DBDMCs negatively impacted not only attendance in meetings and the frequency of meetings, but also the expected anticipation that members of the committees would disseminate information from the BDMCs to their parent organizations which will, in turn, disseminate the information to the citizenry through their grassroots structures.** Some members perceived the DBDMC was a “project” and that the project has a “budget” with “funds” and therefore the funds should be made available so the committee can go out and perform its role to “monitor” and also provide sensitization on the BD process.

The evaluation discovered that in DBDMCs which were weak in performing their functions, power and influential local authority, especially paramount chiefs, dominated their functions. However, in most of the BDMCs evaluated, the functions of the BDMCs were so effective that attempts made by individuals to dominate the committees were successfully resisted. As was with all other activities, the administrative unit redistricting exercise disrupted the positive momentum of the BDMCs. After this occurrence, some BDMCs never met again until the validation meeting for the redrawn constituencies and wards.

### **3.7. Project Design and Implementation**

#### **3.7.1. Project Design**

The overall outcome of the SBDP was for “Capacity of democratic institutions strengthened to enable good governance” and “Citizen expectation for voice, development, the rule of law and accountability are met by stronger systems of democratic governance.”<sup>22</sup> **This objective was very relevant given the capacity development and financial challenges of the NEC to implement BD efficiently.** The project designed was interconnected with this capacity development focus by directly joining Output 1 (institutional capacity development) with two very important areas which impact the BD process and therefore required strengthening also. These two areas were Output 2 (the participation of stakeholders) and Output 3 (public

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<sup>21</sup> Koinadugu District was split into Koinadugu District and Falaba District due to the administrative unit redistricting: Provinces Act (CAP 60) 2017

<sup>22</sup> SBDP project document, Page 1

sensitization) for effectiveness. The BDMC concept enabled the stakeholders themselves to coordinate the activities of Output 2 and Output 3, thereby taking effective ownership of the BD process as the people's process to satisfy the wishes of the people, which is exactly how a BD process should not only be perceived, but actually be. Thus, the strengthening of the BDMC (Output 4) was also very essential to enhancing the successful implementation of the project.

**The role of UNDP to solicit donor funding for the BD process was appropriate** because this provided a platform for the channeling and coherent use of donor funding, as well as limiting the potential management and reporting burden on the NEC while implementing elections management in an extremely tight electoral cycle. **This role was not efficiently utilized by the NEC** because information of other sources of funding outside of SBDP were not coordinated leading to some duplication of inputs with both SBDP and OSIWA supplying billboards for public sensitization as an example.

Given the very high level of GIS and data management technical expertise required for BD implementation, the project design did not make provision for the utilization of this service. Taking into consideration that this capacity does not exist in the NEC and SSL does not have elections focused GIS and data management capacity, **this was an oversight in the project design which resulted in institutional capacity development limitations in GIS and data management staffing, systems, processes and Lab infrastructural setup.** However, it is recognized that the appeal by the NEC to UNDP for financial and technical support came after the BD process had already commenced.

### **3.7.2. Project Implementation**

The effectiveness, efficiency and impact of the project were affected by some issues associated with the implementation. Most of them have already been highlighted as factors and their impact were discussed in the findings as well as other sections of this report. They are presented in the following sub-subsections of this subsection.

#### **3.7.2.1. Establishment of SBDP after the Commencement of the BD process**

**Because the SBDP was a response by UNDP to a request by the NEC for support for a process that was already ongoing, some very critical decisions had already been made by the NEC which affected the SBDP's performance.** The decision to implement the technical boundary drawing at the SSL, the failure to implement institutional GIS capacity development well in advance of the start of the BD process as per the NEC's strategic plan, and the absence of competent elections based GIS and data management expertise to guide the technical implementation to ensure that sufficient institutional capacity was developed where factors that contributed to a functional GIS Lab not being operational at the NEC by the end of the technical constituencies and ward boundary drawing BD component. As have already been stated, the perception of the NEC that SSL would not have turned over the census, administrative boundary and other essential datasets influenced these decisions and actions.

### 3.7.2.2. Tight timelines and the resulting crisis management mode

**Before the commencement of the BD process, the timelines for the electoral cycle were already challenged.** First of all, the population census was postponed twice due to the Ebola Virus Epidemic and this resulted in a very tight electoral timeline from the beginning. Then the BD report was submitted to the Attorney General in December 2016, but was not submitted to PoSL for passage into law until March 2017 because the proclamation for the date of the parliamentary and local council elections was not made until February 2017. Further exacerbating the situation, just before submission of the BD report to PoSL in March 2017, the Provinces Act (CAP 60) 2017 which enforced an administrative unit redistricting was passed into law. This resulted in the BD report being rejected by the PoSL for the purpose of accommodating the two new districts in the delimitation plan which necessitated a technical boundary redrawing exercise before final passage into law of the second BD report on 12 August 2017.

**All of these events were beyond the control of the NEC and caused an already extremely tight timelines to keep getting tighter and becoming more unrealistic with very serious and complicated implementation challenges. For example, the NEC had to “technically” implement the voter registration before the BD. All these occurrences resulted in a mode of constantly managing crisis and made it difficult for SBDP to provide timely and systematic support and capacity development assistance.**

## 3.8. External Relationships and Linkages

### 3.8.1. Overview

While the NEC has the constitutional mandate to implement boundary delimitation, the legal framework governing the BD process, census population datasets, administrative units and boundaries datasets, and, in the near future, the Civil Registry are indispensable input requirements not only for boundary delimitation, but for almost all other electoral activities. **However, these inputs are mandates of external stakeholders, and as such, they always need to be envisaged as “extensions” of the BD process to ensure its efficiency and effectiveness.** Utilization of this approach results in alignments and synergies of these external frameworks and activities with the electoral cycle and reduces or eradicates the potentials for negative impacts on BD. **Also, it reduces or eradicates negative impact potentials of BD on the other electoral activities in the electoral cycle as well as external initiatives** (i.e. Civil Registry) that require delimitation data through the Delimitation Database and the overall Delimitation System.

These inputs are dealt with extensively throughout this report under the specific objectives they are relevant to. However, for the purpose of structure of this report to ensure ease of reading, they are grouped and highlighted here. Since the NEC contracted SSL to perform the technical work to draw the electoral boundaries, that aspect of the work is considered as a core BD activity and is therefore not discussed here.

### 3.8.2. The Legal Framework

**The foundation for the credibility of the BD process should not be dependent upon the integrity of the individual actors, although this is desired and required, but upon the legal framework for enforcement of integrity. In BD in particular and elections management in general, the NEC, the GoSL and the PoSL should not just be PERCEIVED as being credible, but they MUST BE credible.** The legislative process for BD requires the NEC as a government institution to submit the BD report, which has to be passed into law, to the PoSL through the Attorney General. From the perspective of best practice in elections management to ensure free, fair and credible elections, this has impact on the independence and impartiality of the NEC, as well as the impartiality of the GoSL and the PoSL. The GoSL and the PoSL, both with stakes in the outcome of BD, are active participants in the legislative process<sup>23</sup>. Although the NEC is a government institution, its role in democratic governance is rather unique. Therefore in many jurisdictions, special measures are enshrined in the legal framework to ensure its independence, impartiality and transparency. In many jurisdictions, the EMB is accorded autonomous status to ensure non influence/interference from the government and the legislature<sup>24</sup>. **The evaluation found that legislative process governing the BD process has the potential to negatively impact the independence and impartiality of the NEC, as well as the transparency of the process.**

**Furthermore, although BD and the overall electoral process are time sensitive, there are no stipulations for mandatory enforcements or due dates for actions of the legislative process.** The NEC may or may not submit the BD report to the Attorney General who may or may not submit it to the cabinet and the President who may or may not have it laid before the PoSL.<sup>25</sup> **Also, while these actors may play their roles in integrity, the timing of their actions may inadvertently have negative impact on the BD process and the overall electoral cycle, which is exactly what occurred during this BD process. The BD report was submitted to the GoSL in December 2016, but the GoSL kept the report for 3 months before submitting same to the PoSL in March 2017 due to the late declaration date (14 February 2017) of the proclamation of the date of elections by the President.** Technically, if the NEC had followed the standard practice of waiting until passage of the BD report into law, before performing the placement of registration/polling centres before the commence of the voter registration, the conduct of the March 2018 elections early next year would not have been feasible. It has to be recognized that first and foremost, elections operations is a technical and logistical exercise, and not a legal one. The technical and logistical complexities should inform the legal framework and not the other way around.

### **3.8.3. Timing of the Administrative Units Redistricting/De-Amalgamation (MoLGRD and Administrative Units Boundaries)**

**The evaluation found out that the timing of the administrative unit redistricting through the passage into law of the Provinces Act (CAP 60) had the most negative**

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<sup>23</sup> Impartial Boundary Authority, Challenging the Norms and Standards of Election Administration: Boundary Delimitation (IFES 2007), Dr. Lisa Handley, Pages 60-61.

<sup>24</sup> Liberia, Australia, Canada, India, Botswana, Namibia, and Mauritius

<sup>25</sup> Ibid "Even if politics is not permitted to play an overt role in the drawing of the electoral district boundaries, it is still possible for the legislature or executive to influence the process if the boundary authority and its product are not independent from legislative and executive control. In particular, if parliamentary or executive approval is necessary for implementation of the final electoral boundaries, the outcome may be less than unbiased."

**impact of any external input on the BD process as well as other activities of the electoral cycle which are dependent on delimitation data.** This caused the technical boundary drawing exercise to be implemented twice because the new districts and their administrative subdivision had to be incorporated into a new (the second) BD report which was submitted to the PoSL in 21 July 2017 and it became law on 12 August 2017. The second BD process caused the GoSL an additional €291,667 and challenged the drawing of the electoral boundaries exercise. This caused the NEC to “technically” implement the BD after the voter registration exercise, going contrary to the electoral cycle. **This had the potential to lead to a non-credible voter roll, which could have completely undermined the credibility of the elections and derail them during the voting exercise in March 2018.** There are no voter registers for some new electoral areas (new villages) in Western Rural District because they do not have voter registration/polling centres for the conduct of their village head elections. Where the residents registered are now in another village. This is currently being mitigated by the NEC, but at the cost of using precious time which be focused on the coming elections and with additional financial and logistical resources.

**The evaluation also discovered that the MPs and authorities of the MoLGRD who were interviewed were not only completely unaware of the level of negative impact of the timing of this legislation on the BD and electoral cycle and, but also the potential to derail the elections.** The NEC, SSL, NBDMC, and the working group on the de-amalgamation performed extremely well to mitigate the negative impact.

#### **3.8.4. Civil Registry (NCRA)**

During the planning of the 2018 elections, there were discussions considering using either the voter registration or the civil registry to generate the voter registry. **The evaluation found out that the Civil Registry could not have been, neither can it currently be utilized to generate the Voter Registry due to several reasons. Firstly, this can be accomplished only through the operations of a functional Delimitation Database in combination with a functional overall Delimitation System, both of which are outputs which do not currently exist in the NEC.** This is because it is the Delimitation Database, not the Voter Registration Database, which defines the relationship between the voter/civil registrant and the electoral area (constituency, local council, city, and village) through the voter registration/polling centre. All the voter registration database does is to contain the list of registrants to the voter register of their appropriate electoral areas.

**Secondly, a functional residential address system or a functional neighborhood/community address system is/are also requirement(s) for this implementation and presently do not exist in the required appropriate digital formats.** Because people are domiciled or resident in communities and do not live in registration/polling centres, the relationship between the registration/polling centre and the area of residence (village, town or city) must be established by the Delimitation Database utilizing a functional residential or neighbourhood addressing system to assign civil registrants to the nearest registration/polling centres of residence. Also, other essential datasets in the right formats and systems required for this exercise do not exist.

**The evaluation discovered that the utilization of the civil registry to generate the voter registry will necessitate modifications to the electoral cycle regarding the voter**

**registration and the placement of polling centres activities.** Instead of the placement of polling centres preceding and informing the voter registration, the reverse will be required. To date, while there has been very strong coordination between the NEC and the NCRA, an in-depth technical assessment to determine the impact on the electoral cycle and their associated electoral activities to inform data management requirements has not been implemented. This is required to inform the next electoral cycle, strategic plan and implementations for these two electoral activities.

### **3.8.5. National Statistical System (NSS) and Spatial Data Infrastructure (SDI)**

The utilization of official datasets for census population, administrative units and their boundaries, villages, towns, infrastructure (schools, public building and facilities, etc.) are requirements not just for BD and most electoral activities, but also for basic social service delivery and economic development of a country. It is the role of a functional NSS to ensure that relevant official statistics and datasets are accurate, systematically updated, and available. Protocols and procedures are established for data sharing, updating, usage, etc. between the statistics/data producers (primary and secondary) and users (primary and secondary) to ensure efficiency. **Considering the state of data management, statistical and GIS developments, the evaluation found out that a functional NSS is not currently operational and there is also no functional SDI and functional residential address system.** One of the planned goals of the NSS is that an Urban Address Master Database<sup>26</sup> is being planned, but funding is and will be a major constraint because of the scale of the logistics and technical capacities required.

**The evaluation discovered that relevant authorities interviewed in institutions such as the NEC, MoLGRD and NCRA are not even aware of the concept of the NSS or SDI, although they are all supposed to be major players in it.** The NSS has been set up, but have not yet been operationalised. This is critical for these MDAs that rely on accurate, high quality and updated statistics and data to fulfill its mandate. Having statistics readily available when required, updated regularly, protocols for data sharing and data development are essential.

## **4. CONCLUSION AND RECOMMENDATIONS**

### **4.1. Conclusions**

The SBDP helped the NEC to produce electoral constituencies and wards that conform to international best practice through the provision of financial support and technical assistance and will contribute to the fairness of the March 2018 elections because of the strict adherence to the equality of voting strength BD criterion, amongst others, and ultimately enhancing the credibility of those elections. **The project funding addressed the challenge of the late remittance of funding from the GoSL for the BD process which could have undermined the fairness of elections by the usage of the current, but soon to be mal-apportioned electoral areas, and/or derailed the coming elections. The BD process**

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<sup>26</sup> National Strategy for the Development of Statistics: Operationalisation of the National Statistical System (2016 – 2020), Pillar IV: Geographic Information Systems and Spatial Statistics, Page 59



**unintendedly provided institutional capacity development for the Civil Registry to be utilized for the generation of the voter registry in the future.**

**The SBDP design appropriately targeted institutional capacity building and the provision of technical expertise** which were critically required because the NEC lacked the technical capacity for the drawing of electoral boundaries as well as implementing the exercise in a post conflict jurisdiction. **However, in the implementation phase of the project the development focus was not evident.** This limited the effectiveness, but not the relevance and potential impact, with the potential impact having massive positive implications on the overall management of elections as well as the National Civil Registry to generate the voter registry in the future. While very tight electoral timelines influenced the way the implementation of the project was done, the technical capacity development component of SBDP was not taken advantage of by the NEC because of its limited institutional demand and ownership for that component.

**The UNDP played an effective role in mobilizing donor funding to support the BD process when commitment from the GoSL was delayed.** The lack of GIS capacity in the NEC, the very limited electoral based GIS implementation capacity in SSL, and the absence of any technical assistance in this regard created a technical management gap to ensure effective technical capacity development and as well as efficient technical operations.

The role of government in the BD process significantly impacted the implementation phase due basically to a lack of understanding of the consequences of some external actions which are inputs to the BD process. The participation and representation of the public was promoted to the extent that the BDMC owned the stakeholders engagements as well as the public sensitization of the BD process which enhanced the transparency and credibility of the process. Despite the challenges, most especially the unfortunately timed administrative unit redistricting exercise which had the most negative impact of all external actions on the BD process, the successful delivery of the outputs demonstrated the NEC, SSL, UNDP, GoSL, MoLGRD, and other stakeholders' resolve to mitigate challenges as they occurred.

Sustainability of the required institutional capacity development to support the BD and other electoral processes for the future has some challenges. There was insufficient institutional development and capacity building done although the NEC has delimited electoral constituencies and wards. There are some institutional challenges that still need to be addressed. These are all issues that a post elections development project should directly target for mitigation. Also, the legal framework for BD will require some review to inform efficient and effective BD operations and enhance the credibility of the process.

## **4.2. Recommendations**

### **4.2.1. Legal Framework**

1. A general review of the legal framework governing the BD process should be undertaken based on lessons learned to ensure that the transparency of the process, the independence and impartiality of the NEC, and the impartiality of both the GoSL and the PoSL be maintained. This should be informed by the technical realities for the planning and implementation of efficient and effective elections management.

2. The elections law includes the seat allocation method for constituency delimitation. This would preferable be the Highest Remainder Method which has been consistently utilized by the NEC and is the most popular method<sup>27</sup> for seat allocation based on population
3. Taking into consideration the technical realities for the planning and implementation of efficient and effective elections, the date of proclamation<sup>28</sup> or declaration stipulating the election date(s) for presidential, parliamentary and local council elections should be 18 months minimum before the date of said election(s)
4. Provisions for mandatory enforcements of timelines or durations should be introduced into legislation to ensure that the required BD processes take place. There should be provisions not only mandating the GoSL, the PoSL and the NEC to perform their stipulated functions on matters concerning BD but also the timeframe within which they must also be done to ensure that the electoral cycle is not impacted negatively.

#### **4.2.2. Implementation of BD in the Future**

1. Implement a Roadmap for GIS and Data Management Capacity Development Programme right after the general elections to ensure that there is minimum but sufficient capacity before the beginning of the next electoral cycle. (Also recommended also by Dr. Lisa Handley). This should start a maximum 3 months after the March 2018 Elections. This roadmap will consist of the following:
  - a. Recruitment of a GIS and Data Management Consultant with proven expertise in elections based database systems and GIS implementations as well as capacity development in them to be embedded in the NEC GIS Lab for 4-6 months to set up the GIS Lab and implement sufficient capacity transfer to make the Lab fully operational, functional, and its operations sustainable (a recommendation of Dr. Lisa Handley);
  - b. Development of a GIS and data management training programme for the GIS Lab. It should include both formal and Learning-By-Doing trainings for hands on capacity transfer;
  - c. Recruitment of a GIS Lab Head and a Database Officer (request permission from GoSL for temporary lifting of moratorium of public sector employment for this purpose); reassign IT staff with appropriate skills who participated with exemplary performance in the technical boundary drawing exercises;
  - d. Development and deployment of a Delimitation Database and a Delimitation System to enable their usages as services for electoral activities requiring delimitation data; and
  - e. Development of the appropriate datasets to be utilized by the Delimitation Database and a Delimitation System for their operations
2. The BD monitoring committee concept should be further strengthened and become a standard component of the BD process. An comprehensive analysis should be implemented for the development of a standard operating process to ensure that successes are enhanced, weaknesses/constraints are mitigated, opportunities are utilized, and threats are addressed; and

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<sup>27</sup> Lisa Handley, UNDP Boundary delimitation consultant for NEC-SL in 2006, 2008 and 2016.

<sup>28</sup> Sections 43, 87(1), 76 (1b) of the 1991 Constitution of Sierra Leone; and Sections 43(2), 57, 103 of the 2012 Public Elections Act

3. Public sensitization on BD, especially the concept of the creation of constituencies and wards with nearly equal population as possible for the purpose of equality of voting strength having priority over ethnic, cultural and traditional communities of interest should be mainstreamed into the educational system beginning at the middle primary level. This could be a section in the soon to be reintroduced Civics subject in the curricula for primary and secondary students.

#### **4.2.3. Timing of the Administrative Units Redistricting/De-amalgamation (MoLGRD and Administrative Boundaries)**

1. The introduction of stipulation within the legislation for administrative unit redistricting to align its timing with that with the electoral cycle. An administrative unit redistricting process must be concluded 2 years before a 3 month period for parliamentary or local council elections, whichever one comes first. This will provide adequate time for the digital determination (mapping) of the new administrative boundaries and the determination of their associated population datasets can be produced because BD requires this information.

#### **4.2.4. Civil Registry (NCRA)**

1. An in depth technical study be undertaken to determine the requirements and actions which must be taken to ensure that the civil register of the NCRA can be utilized by the NEC to generate the voter register for all possible elections and referenda;
2. The technical study should also study the impact of modification of components of the electoral cycle to accommodate this new arrangement. This will inform the new electoral cycle and strategic plan for the next national and local elections. Because this has to inform the next electoral cycle, it needs to be done before the expiration of the current electoral cycle; and
3. A community/neighbourhood spatial dataset be developed and integrated into the Delimitation System to ensure that the voter registry can be generated from the civil registry during the next electoral cycle. MLGRD, SSL, MoLCPE, NEC, NCRA, and other relevant actors in the NSS should collaborate on this. See subsection § 4.2.5.1 for details; and

#### **4.2.5. NSS/SDI**

1. The development of a neighbourhood/community area system within populated places (city, town, village, locality, etc.) to facility more detail GIS mapping and data management works for the purpose of the NEC to generate the voter register from the civil register. Considering the state of data management, statistical and GIS developments, an NSS which is not currently operational, and the absence of a functional residential address system, it is recommended that a neighbourhood/community area system be developed as a component of the Urban Address Master Database. This system will be used as the smallest locality<sup>29</sup> subdivision and will make it possible for civil/voter registrants to be assigned to the closest polling centre within or nearest to the neighbourhood or community they are domiciled or resident. This will enable the Voter Registration database to utilize the Delimitation Database and the Delimitation System to generate the voter register; and

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<sup>29</sup> Locality here is referred to as a populated place or place where people live and not the official locality administrative unit

2. The setting up of an Administrative Boundary Taskforce to ensure that administrative unit boundaries are mapped systematically as they are created.

#### **4.3. Lessons Learned**

1. When the BD is being implemented in an EMB with no GIS capacity and its associated data management capacity and this capacity is being developed, it is essential that some technical expertise is required at the design and implementation phases of the project to ensure adequate and effective capacity development
2. An administrative unit de-amalgamation exercise at the district level must never be implemented at any period when its resulting datasets have not been developed before the BD process
3. The NEC should submit the BD report to the Attorney General in a highly publicized ceremony with major stakeholders and civil society in attendance, and not in private. This will raise awareness of where the BD process is and civil society can follow up the process with advocacy to ensure that the GoSL submit the BD Report to the PoSL in a timely manner, and that the civil society can also be a watchdog of the passage process in Parliament
4. While the BDMC's positive impact on oversight for stakeholder participant and sensitization promotes the people's ownership of the BD process and this is indeed laudable, it is no replacement for the sensitization expertise of the Training and Outreach Department of the NEC. Also, the Director of the Department as well as the Chief for Voter Education cannot be absent from the national BDMC

## **ANNEX 1: MAIN DOCUMENTS REVIEWED**

- SBDP Project Document
- Final Boundary Delimitation Report passed into law (12 August 2017)
- 2<sup>nd</sup> Boundary Delimitation Report submitted by the NEC (21 July 2017)
- 1<sup>st</sup> Boundary Delimitation Report submitted by the NEC (December 2016)
- Letter of Agreement between NEC and SSL
- 1991 Constitution of Sierra Leone
- Public Elections Act (2012)
- NEC Strategic Plan (2015 – 2019)
- Provinces Act (CAP 60)
- Current Electoral timelines for the current electoral cycle
- National Strategy for the Development of Statistics: Operationalisation of the National Statistical System (2016 – 2020)
- Preparations for the National and Local Elections: Electoral Boundary Delimitation Report #1, Prepared by Dr. Lisa Handley

## **ANNEX 2: LIST OF KEY PERSONS MET**

### **United Nations Resident Coordinator**

- Sunil Saigal, UNRC/RR

### **UNDP**

- Samuel Doe, UNDP Country Director
- Annette Nalwoga, Governance Team Leader
- Kate Sullivan, Chief Technical Advisor – Elections
- Lakshmi Pillai, Chief Technical Advisor – Parliament
- Dr. Lisa Handley, Boundary Delimitation International Consultant (Virtual/Skype interview)

### **Irish Aid**

- Eimear Murphy, Governance Advisor
- Niamh Kavanagh, Second Secretary

### **National Electoral Commission (NEC)**

- Hon. Mohamed N’fah-Alie Conteh, Chief Electoral Commissioner/Chairman
- Hon. Augusta Bockarie, Electoral Commissioner-South/ BD Committee Chairperson
- William A. Davies, Executive Secretary
- Abu Turay, Executive Assistant to the Chief Electoral Commissioner/Chairman
- Philip F. Kargbo, Director of Operations
- Raymond A.N. George, Director of Research, Monitoring and Evaluation
- Albert Massaquoi, Director of Media and External Relations
- Abubakarr Koroma, Director of Administration, Logistics & Procurement
- Mbekay Amara, Director for IC
- Victor E.W. Samuels, Director of Finance
- Henry Swary, Chief of Voter Registration and Data Management
- Fatorma Fah-Bundeh, Chief of Legal Affairs
- Edmond Sylvester Alpha, Director of Training and Outreach
- Sheku A. Koroma, Chief of Voter Education
- Staff who performed actual technical GIS boundary drawings
- Other technicians and staff who have/had roles in the project
- District Electoral Officers and staff of District Electoral Commissions that hosted boundary delimitation meetings, especially in districts where administrative unit redistricting occurred (Port Loko, Dombali, Tonkolili, Karene, Koinagugu, Falaba, and Western Rural districts)

### **Statistics Sierra Leone**

- Andrew Bob Johnny, Director of Census and GIS
- Ibrahim G. Karbo, Director of ICT

### **National and District Boundary Delimitation Monitoring Committees**

- Members of the national boundary delimitation monitoring committee
- Members of the district boundary delimitation monitoring committees (Port Loko, Dombali, Tonkolili, Karene, Koinagugu, Falaba, and Western Rural districts)

### **Members of the Working Group on Administrative Boundary Redistricting/ De-amalgamation**

- Raymond A.N. George, Director of Research, Monitoring and Evaluation, NEC

- Andrew Johnny, Director of Census and GIS, SSL

#### **Government of Sierra Leone**

- Hon. Samura M. W. Kamara, Minister of Finance and Economic Development
- Hon. Hadiru Ibrahim Kaloko, Deputy Minister of Local Government and Rural Development
- Hon. Emkay A.B. Magba-Kamara, Director of Local Government and Rural Development

#### **House of Parliament**

- Hon. Ibrahim S. Sesay, Clerk of Parliament
- Hon. Patricia U. Brown, Member of Parliament for Kambia District
- Hon. Mohammed L. Mansaray, Member of Parliament for Koinadugu District

#### **National Civil Registration Authority**

- Elijah Kroma, Programme Manager

#### **Key Stakeholders**

- Political Parties officials/representatives at district and national level (at the boundary delimitation monitoring committee meetings and at the House of Parliament)
- Local authorities, tribal/traditional chiefs, CSOs (Port Loko, Dombali, Tonkolili, Karene, Koinadugu, Falaba, and Western Rural districts)

## **ANNEX 3: OTHER REFERENCES**

Challenging the Norms and Standards of Election Administration: Boundary Delimitation (IFES 2007), Dr. Lisa Handley,

Universal Declaration of Human Rights

Preparations for the National and Local Elections: Electoral Boundary Delimitation Report #1, Dr. Lisa Handley

2011 Electoral Districts Boundary Delineation Final Report (National Elections Commission, Republic of Liberia), Archie A.A. Delaney, Sr.

EU Election Observation Report (2012)





**National  
Electoral  
Commission**



# **End of Project Evaluation of the Support to Boundary Delimitation Project (SBDP)**

## **ANNEX 4**

### **Final Inception Report**

October 2017

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## Acronyms, Abbreviations, and definitions

BDMC	Boundary Delimitation Monitoring Committee
DBDMC	District Boundary Delimitation Monitoring Committee
DP	Development Partner
EBD	Electoral Boundary Delimitation
EMB	Election Management Body
GIS	Geographic Information System
GoSL	Government of Sierra Leone
ICT	Information and Communications Technology
MoF	Ministry of Finance
MoLG	Ministry of Local Government
MP	Member of Parliament
NBDMC	National Boundary Delimitation Monitoring Committee
NCRA	National Civil Registration Authority
NCR	National Civil Registry
NEC	National Electoral Commission of Sierra Leone
NSS	National Statistical System
PSC	Project Steering Committee
SDI	Spatial Data Infrastructure
SSL	Statistics Sierra Leone
SBDP	Support to Boundary Delimitation Project
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
VRC	Voter Registration Centre

### Re-districting:

While the SBDP and other documents refer to “re-districting” as the process of the creation of new administrative units (districts, chiefdoms, localities, etc.), this can be misleading because this word in electoral boundary delimitation means “the periodic delimitation of electoral boundaries.”

### Delimitation System:

This is the system of electoral entities created by the NEC. They include electoral constituencies, electoral wards and polling centres. They are complimented by administrative units and populated places (villages, hamlets, communities, towns, localities, etc.)

# 1. INTRODUCTION

This Inception Report is a deliverable of the end of project independent evaluation of the SBDP as per the regulations of UNDP governing projects of this nature. It was developed based on the project TOR, an initial desk review of the project documents and other relevant documentations, information provided UNDP Sierra Leone, the NEC, Irish Aid, key stakeholders in Freetown and in districts where the creation of new administrative units occurred, and the UNDP evaluation guidelines.

## 1.1. Objectives of the Evaluation

This evaluation is a component of the project management obligation of UNDP of the SBDP which ran from July 2016 and will end in December 2017. The overall proposed funding for the electoral boundary delimitation is €982,256, of which €500,000 was funded by Irish Aid and the balance by the GoSL. The SBDP is aligned to the UNDAF Outcome 3 and the related Strategic Plan Outcome 2 with implementation by the NEC and project management by UNDP. The SBDP's intervention has the intended outputs to strengthen the institutional capacity of the NEC for effective boundary delimitation, promote stakeholders' participation in the boundary delimitation process, promote public sensitizations on boundary delimitation, and strengthen the capacities of National and District Boundary Delimitation Monitoring Committees.

Overall Objectives as Per the TOR (§ II):

1. *To review the performance of the Project in achieving the outputs as per the Project Document and their contributions to outcome level goals; and*
2. *Identify factors that facilitated or hindered or delayed the achievement of results, both in terms of the external and internal, and document lessons learned.*

Recommended additional overall objective:

Based on the preliminary desk review of documents, information from UNDP, Irish Aid, NEC, SSL, and key stakeholders, it is recommended that the entire electoral boundary delimitation process is assessed in a post conflict context, especially in relationship with external frameworks, processes and systems which have serious impacts, negative or positive, on the Delimitation System and boundary delimitation. This will add value to the evaluation for optimum utilization by its users. This recommended additional overall objective is proposed:

3. Conduct a system study of the Delimitation System and the boundary delimitation process taking into consideration their relationships and/or

linkages with other electoral processes and as well as other external frameworks, processes, systems (legal framework, administrative boundaries, census population, civil registration, civic education, etc.) which have potentials to seriously derail or significantly enhance boundary delimitation, document lessons learned and make recommendations.

Specific Objectives as Per the TOR (§ II) to accomplish the following:

1. *assessing the delimitation process in terms of cost effectiveness;*
2. *realistic timelines;*
3. *nature of technology (GIS) and whether there was capacity to use the technology;*
4. *location of the data base and if it can be accessed/updated on regular basis;*
5. *was there capacity building to ensure NEC would draw the boundaries themselves in the future other than contracting Statistics Sierra Leone;*
6. *level of public participation and representation;*
7. *independence and impartiality of the NEC in conducting delimitation;*
8. *capacity of the NEC in conducting delimitation;*
9. *impartiality of the legislative process;*
10. *transparency of the delimitation process;*
11. *the role of Government in the decision making process on matters concerning delimitation;*
12. *re-districting and its impact on delimitation;*
13. *the role of civil society in delimitation;*
14. *the role of UNDP in delimitation;*
15. *UNDP support to NEC to ensure timely delivery of results;*
16. *UNDP support to NEC to mitigate impact of redistricting on deliver of project results; and*
17. *assessing the impact of delimitation on the overall electoral cycle.*

*In assessing the impact of the Project, the evaluation will take into consideration the relevance, effectiveness, efficiency, and sustainability of the Project<sup>1</sup>.*

## **1.2. Purpose of the Evaluation**

The purpose of this evaluation is to provide the NEC, UNDP, Irish Aid, SSL, the GoSL, and other stakeholders an independent assessment of the performance and results (both intended and unintended) of the SBDP in particular and the overall boundary delimitation process in general. The evaluation shall present findings, document lessons learned and advance recommendations for the future in context to the social and political complexities associated with delimitation in post conflict countries. The primary users of this evaluation are the NEC, UNDP, Irish Aid, SSL,

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<sup>1</sup> TOR for the SBDP Evaluation §III

the GoSL, the Parliament and DPs. This evaluation is also expected to add to the knowledge base to guide EMBs in post conflict countries

### **1.3. Background and Context**

The SBDP is a response to a request to UNDP for technical and financial assistance by the NEC for its electoral boundary delimitation process implementation for electoral constituencies<sup>2</sup> and wards<sup>3</sup>. This is required in intervals of not less than 5 and not more than 7 years. The assistance targeted GIS and ICT capacity development and support for NEC-led dialogue with political parties, local authorities, and civil society on boundary delimitation<sup>4</sup>.

“The justification for drawing electoral boundaries of Constituencies and Wards for the 2018 elections was based on the following: a) the Constitutional obligation to redraw electoral districts in a timely manner; b) large population variations across the current constituencies and wards; and outdated population and other data.”<sup>5</sup> The review interval periods had for both constituencies and wards had elapsed by ten and eight years respectively. In 2015, SSL conducted the National Population and Housing Census and the provisional results released in April 2016 showed that the then constituencies and wards, delimited in 2006 and 2008 respectively, varied dramatically in population. Based on the latest census population figures, the Parliament on 10 March 2016 decreed that 132 constituencies with a new constituency national population quota be utilized for the 2018 Elections.

The SBDP targets boundary delimitation capacity development in strengthening the institutional capacity of the NEC, promoting stakeholders’ participation, promoting public sensitizations, and strengthening the capacity of National and District Boundary Delimitation Monitoring Committees. With assistance provided by SBDP, the NEC implemented the delimitation of new electoral constituencies and electoral based on the legal framework and international best practice and the Boundary Delimitation Report was forwarded for passage into law in November 2016. The project which commenced in September 2016 should have ended in January 2017, but the creation of new administrative units<sup>6</sup> in March 2017 by the Parliament necessitated the repeat of the redrawing of electoral boundaries to reflect the new administrative units. The updated Boundary Delimitation Report was submitted to Parliament on 21<sup>st</sup> July 2017 and became law on This impacted the performance of the boundary delimitation process, the SBDP, as well, as other electoral processes dependent on delimitation datasets like voter registration, polling centres’ placement etc. The end date of SBDP has consequently been extended to December 2017.

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<sup>2</sup> The 1991 Constitution of Sierra Leone (Act No 6 of 1991)

<sup>3</sup> Ward Boundary Regulation, 2008

<sup>4</sup> SBDP project document, Page 1

<sup>5</sup> SBDP End of Project Evaluation TOR, Page 1

<sup>6</sup> Provinces Act (CAP 60) 2017

Public sensitization on the new electoral boundaries is the last activity to be implemented by the Project and this will immediately be followed by the conduct of the Project evaluation scheduled for September 2017.

Electoral boundary delimitation is generally highly technical and complex, with serious political implications. Also, the impacts of social and political complexities associated with post conflict countries, characteristics in this jurisdiction, further exacerbates the implementation of boundary delimitation. Since the independence of Sierra Leone in 1956, the latest delimitation of electoral ward is the third exercise in 61 years. Furthermore, prior to the civil conflict, Sierra Leone was a one party political system followed by military rule. Situations like this usually result in a dearth in both knowledge and experience of boundary delimitation, equality of representation, and the role the resulting electoral entities (constituencies, wards, etc.) play in governance. This lack of capacity negatively impacts the initiatives and interventions of the EMB, the government, the legislature, key stakeholders and the citizenry regarding boundary delimitation process. Also, the frameworks for data of some highly technical inputs required for boundary delimitation such as population, administrative units and their associated boundaries in the required formats may be either broken down or dysfunctional.

From the preliminary desk review and preliminary consultations and meetings, the following are symptomatic of the impact on boundary delimitation by post conflict social and political complexities: the creation of administrative units by the GoSL and passage into law by Parliament after boundary delimitation had already taken place, the absence of any legal framework aligning the timelines for administrative units creation and boundary delimitation, the commencement of the voter registration process by the NEC when the Boundary Delimitation Report had not yet been passed into law, the non-availability of the required datasets by the NEC to implement boundary delimitation and draw electoral boundaries, the contracting of SSL to draw the electoral maps for the second consecutive boundary delimitation exercise, the general misperception of the population that electoral boundaries have “administrative” characteristics, etc. While the NEC has the constitutional mandate to delimit electoral units, the roles of other major stakeholders such as the GoSL, Parliament, MoLG, and SSL are equally important. Their actions/inactions can significantly contribute to the success or failure of the delimitation process. It is for this reason why the additional Overall Objective 3 is recommended (see §1.1 number 3). This will ensure that the evaluation’s recommendations adequately inform efficient and effective boundary delimitation implementation in the future while also adding value to some of the processes of these critical stakeholders.

## 1.4. Scope of the Evaluation

This independent evaluation will implement the following, as per the TOR:

1. To review the performance of the Project in achieving the outputs as per the Project Document and their contributions to outcome level goals of strengthened capacity of democratic institutions to enable good governance and citizen expectation for voice, development, the rule of law and accountability are met by stronger systems of democratic governance
2. Identify factors that facilitated or hindered or delayed the achievement of results, both in terms of the external and internal, and document lessons learned.
3. Assessing the delimitation process in terms of cost effectiveness; realistic timelines; nature of technology (GIS) and whether there was capacity to use the technology; location of the data base and if it can be accessed/updated on a regular basis; was there capacity building to ensure NEC would draw the boundaries themselves in the future other than contracting Statistics Sierra Leone; level of public participation and representation; independence and impartiality of the NEC in conducting delimitation; capacity of the NEC in conducting delimitation; impartiality of the legislative process; transparency of the delimitation process; the role of Government in the decision making process on matters concerning delimitation; re-districting and its impact on delimitation; the role of civil society in delimitation; the role of UNDP in delimitation; UNDP support to NEC to ensure timely delivery of results; UNDP support to NEC to mitigate impact of redistricting on deliver of project results; and assessing the impact of delimitation on the overall electoral cycle.
4. Assess the potentials and implications of GIS and data management implementations not just for generating electoral areas and boundaries for boundary delimitation, but other electoral activities as well such as voter registration, polling centres' placement, logistics deployment spatial planning for elections, CVE and sensitization coverage planning, etc.
5. Assess the structure and operations of the Boundary Delimitation Monitoring Committee Framework.

This independent evaluation also proposes to implement the following, as per the recommendations of Overall Objective 3:

6. A technical assessment of the Delimitation System of the NEC and the entire boundary delimitation process, taking into consideration components which may or may not have been implemented as per the activities of a standard boundary delimitation exercise
7. Assess the legal framework and its implications for effective boundary delimitation based on best practice.



8. Assess the national strategy for CVE and the implications for boundary delimitation sensitization.
9. Assess the NSS's status and framework to develop and make available the required datasets (census population, administrative units, settlements, social and cultural mapping, etc.) required by the NEC to implement boundary delimitation. This is with specific reference to SSL, MoLG, and NCR.
10. Assess the SDI's status and framework to develop and make available the required GIS datasets available to members in the NSS.
11. Assess the linkages between the National Civil Registry and Boundary Delimitation to inform voter registration and VRC/polling centre placement in the future.
12. Assess the linkages between the role of the administrative boundary authority, if any, the MoLG and boundary delimitation.

Recommendations shall be advanced for effective boundary delimitation as well as add to the knowledge base.

This process will include assessing the:

- a. the relevance of the project in terms of the need for the implementation of electoral boundary delimitation based on best practice for the 2018 Elections, and UNDP, Irish Aid, the NEC and GoSL priorities;
- b. the effectiveness of the project's design in addressing the key problems identified in the SBDP Project Document and the project's performance in achieving its anticipated results;
- c. efficiency and timeliness of the inputs to achieve expected results in a cost effective manner; and
- d. the sustainability of activities and results with regards to the NEC's capacity to implement boundary delimitation and draw electoral boundaries itself once assistance ends.

The SBDP evaluation will provide qualitative and, where possible, quantitative assessments of these elements through additional desk review of relevant document, technical assessments of systems and processes, stakeholders' consultations, bilateral meetings, key informants and group interviews, field trips, etc. Mixed methods shall be utilized to collect, synthesize and analyze information based on the kind of information which will answer the main evaluation questions in the SBDP TOR. There will be an attempt to answer all the questions and sub-questions developed for this evaluation. This are listed in Section 2 (§2.1)

The post-boundary delimitation sensitization has not yet been implemented, and therefore this phase of the sensitization cannot be fully evaluated. However, to add value, this implementation plan for this phase shall be evaluated. The evaluation is also limited by the time available for the number of documents to review; the time

available for the number of assessments; the political and management sensitivities associated with some of the questions; the will for legal and electoral reform, the role of some very critical stakeholders, and the role and participation of civil society.

## **2. METHODOLOGY**

### **2.1. Evaluation Criteria and Questions**

Based on the scope of the evaluation in Section 1.4, the Evaluation Consultant will endeavor to answer the evaluation questions listed in the Evaluation Matrix below. They are grouped based on the Outputs of the SBDP and sub-grouped based on the specific objectives of the Evaluation TOR. A sub-group to address evaluation questions on the general performance of the SBDP is also included.

**Note:** Some of the evaluation questions are redundant across some specific objectives because of their relevance to them

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>General Performance of the Boundary Delimitation Project</b>					
<b>1. Assessing the delimitation process in terms of cost effectiveness</b>  (efficiency)	1.1. To what extent were the available resources adequate to achieve the expected outputs?  1.2. Were the activities and tasks performed for each component of each process the most appropriate in terms of cost?  1.3. To what extent has the mix of interventions, initiatives and activities of the NEC, SBDP, SSL, NCRA, etc. implemented in a post conflict context been aligned?	a. What is the extent to which programme outputs were achieved within planned budgets?  b. What are the returns on investment in GIS technology?  c. Were there other alternatives which could have been utilized to achieve the same results at lower costs?  d. What are the NEC and partner views on the adequacy of the available resources?  e. Was there national ownership of the process with regards to enhancing the transparency and credibility of the electoral process? How did this impact the allocation of resources?  f. Are there synergies of strategies, interventions, initiatives, and resources of the NEC, SSL and other critical members of the NSS with regards to the	Evidence of CVE strategy on boundary delimitation  Evidence of increased participation of stakeholders in boundary delimitation sensitization  Evidence of increased awareness of best practices in boundary delimitation  Evidence of increased utilization of GIS investments in the drawing of electoral boundaries  Evidence of increased capacity of the NEC to implement boundary delimitation	Support to Boundary Delimitation Project Documents  UNDAF for Sierra Leone  NEC Strategic Plan  SSL Strategic Plan  Documents of resource and financial inputs by NEC  Documents of resource and financial inputs by UNDP/Irish Aid  LOA between NEC and SSL	Desk review of key documents  Key informants and group interviews  Bilateral meetings  Stakeholders consultations  Technical Assessments

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>General Performance of the Boundary Delimitation Project</b>					
		technical requirements (i.e. GIS capacity, datasets development, etc.) for boundary delimitation, voter registration, civil registration, etc.?			
<b>2. Realistic timelines</b> (efficiency)	<p>2.1. Is there full awareness amongst stakeholders that boundary delimitation is a prerequisite for other extremely critical and equally technically challenging electoral activities such as voter registration and the placement of polling stations, and as such, it has to be implemented and the resulting bill passed into law early enough?</p> <p>2.2. Is there any alignment of the timelines with regards to the availability of the required datasets such as census population?</p> <p>2.3. How does the timing of Government inputs such as budgetary allocations, re-districting, and the passage into law of the boundary delimitation report impact the boundary delimitation</p>	<p>a. Were social and political complexities regarding boundary delimitation factored into the electoral timelines by the NEC during the planning process for elections?</p> <p>b. What was the level of awareness of the impact of the timing of re-districting on the boundary delimitation timelines?</p> <p>c. Are there any statutory provisions to ensure the alignment of the timing of re-districting and boundary delimitation?</p> <p>d. Are there any statutory provisions to ensure the alignment of the timing of the provisions of population census datasets and the boundary delimitation</p>	<p>Evidence of an understanding of post conflict social and political complexities factored in the boundary delimitation and electoral timelines</p> <p>Evidence of any statutory provisions to ensure realistic timelines of boundary delimitation in the electoral cycle</p> <p>Evidence of any statutory provision aligning the timing of administrative boundaries modification with that of boundary delimitation</p> <p>Evidence of alignment of timelines with the provision of census population datasets</p> <p>Evidence of coordination structures with major stakeholders whose actions impact boundary</p>	<p>Electoral timelines (original and adjusted)</p> <p>Electoral Cycle</p> <p>Statutory provision governing re-districting</p> <p>Government's budgetary allocations, including dates, to the NEC regarding boundary delimitation</p> <p>Timelines for the process which lead to the passage into law of the Provinces Act (CAP 60) 2017 on 13 March 2017</p>	<p>Desk review</p> <p>Assess the impact of critical state actors (GoSL, parliament, SSL, NCRA, etc.) on the timelines for boundary delimitation</p> <p>Key informants and group interviews</p> <p>Bilateral meetings</p> <p>Stakeholders consultations</p>

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>General Performance of the Boundary Delimitation Project</b>					
	<p>timelines?</p> <p>2.4. Considering that decision making actions and non-actions of some stakeholders (i.e GoSL, the Parliament, SSL) have a major impact on the timelines of boundary delimitation, what coordination mechanisms were in place to avoid or mitigate negative impact on the boundary delimitation timelines?</p> <p>2.5. What was the role of civil society play to hold the GoSL, Parliament and the NEC accountable during the boundary delimitation process</p>	<p>process?</p> <p>e. Are there statutory provisions to ensure that approved electoral boundaries are done in a timely manner to avoid derailing the overall elections timelines?</p> <p>f. What contributed to the submission of the Boundary Delimitation Report to Parliament three months after it was submitted by the NEC?</p>	delimitation timelines		
<p><b>3. Transparency of the delimitation process</b></p> <p>(effectiveness, impact)</p>	<p>3.1. To what extent were international best practices applied throughout the delimitation boundary process?</p> <p>3.2. How does the legal framework impact the transparency of the delimitation process?</p> <p>3.3. How has stakeholders' participation impacted the transparency of the</p>	<p>a. To what extent did the recommendations and feedbacks of the National and District Boundary Delimitation Monitoring Committees inform the delimitation process?</p> <p>b. Are there provisions to ensure that the Boundary Delimitation Report submitted by the NEC is not modified</p>	<p>Evidence of adherence to international best practice</p> <p>Evidence of advocacy holding the NEC, GoSL, the Parliament, etc. accountable for their action and inactions during the delimitation process</p> <p>Evidence of district and local level participation of stakeholders influencing the transparency of the</p>	<p>Constitution of Sierra Leone</p> <p>The Electoral Law Guidelines promulgated by NEC governing boundary delimitation</p> <p>Minutes/reports of key stakeholders</p>	<p>Desk review of key documents</p> <p>Key informants and group interviews</p> <p>Bilateral meetings</p> <p>Stakeholders consultations</p> <p>Field Trip</p>

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>General Performance of the Boundary Delimitation Project</b>					
	<p>delimitation process?</p> <p>3.4. How has the utilization of a credible international boundary delimitation consultant impacted the transparency of the delimitation process?</p> <p>3.5. Do the National and District Boundary Delimitation Monitoring Committees perceive the NEC as being transparent?</p> <p>3.6. How does the absence of a statutory provision governing the allocation of seats method for constituencies in districts impact the transparency of the delimitation process?</p>	<p>before transmission to the Parliament?</p> <p>c. How transparent was the NEC throughout the delimitation process to date?</p> <p>d. Was there coordination amongst stakeholders to hold the NEC, GoSL, the Parliament, etc. accountable in fulfilling their statutory duties during the delimitation process?</p>	delimitation process		
<p><b>4. Re-districting and its impact on delimitation</b> (efficiency, impact)</p>	<p>4.1. What is the level of awareness of key stakeholders (GoSL, parliament, political parties, media, other CSOs, local authority) of the impact of re-districting on the delimitation process?</p> <p>4.2. How does the timing of re-districting impact Boundary delimitation?</p> <p>4.3. How do highly technical inputs (nature and usage of</p>	<p>a. What was the level of coordination amongst the NEC with GoSL, the Parliament and key stakeholders with regards to re-districting after the NEC had already implemented boundary delimitation?</p> <p>b. Are there functional NSS and SDI to ensure that data requirements for redistricting are available to the NEC</p>	<p>Evidence of coordination amongst relevant stakeholders during re-districting</p> <p>Evidence of collaboration amongst relevant data users within the NSS and SDI</p> <p>Evidence of the impact of social and political complexities on re-districting</p>	<p>NEC Strategic Plan</p> <p>Electoral timelines (original and adjusted)</p> <p>Documents leading to the passage of the Provinces Act (CAP 60) 2017</p> <p>Minutes/reports of key stakeholders</p> <p>Minutes/reports of the national and districts monitoring committees</p>	<p>Desk review of key documents</p> <p>Key informants and group interviews</p> <p>Bilateral meetings</p> <p>Stakeholders consultations</p> <p>Field Trips</p>

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>General Performance of the Boundary Delimitation Project</b>					
	<p>technology, diverse datasets, specialized expertise, etc.) required for re-districting impact delimitation in terms of resource and time?</p> <p>4.4. How do social and political complexities in this post-conflict environment impact re-districting, and ultimately delimitation in terms of acceptability by stakeholders and the public?</p>	when required?			
<p><b>5. Assessing the impact of delimitation on the overall electoral cycle</b></p> <p>(efficiency, impact)</p>	<p>5.1. In the electoral process chain, how does boundary delimitation impact the other components in the electoral cycle?</p> <p>5.2. To what extent has the re-districting impacted not only the timelines for boundary delimitation, but also the overall electoral cycle?</p>	<p>a. How were the operations of the voter registration and the placement of polling stations, activities directly informed by boundary delimitation, impacted by the delimitation timelines?</p> <p>b. How were the operations of the voter registration and the placement of polling stations impacted by the re-districting?</p> <p>c. How do highly technical inputs such as census population, administrative boundaries, localities</p>	<p>Evidence of the impact of activities informing boundary delimitation</p> <p>Evidence of the impact on activities informed by boundary delimitation</p> <p>Evidence of the impact of the Provinces Act (CAP 60) on delimitation and ultimately the electoral cycle</p>	<p>NEC Strategic Plan</p> <p>NEC Strategic Action Plan</p> <p>Electoral timelines</p> <p>Minutes/reports of key stakeholders</p>	<p>Desk review of key documents</p> <p>Key informants and group interviews</p> <p>Bilateral meetings</p> <p>Stakeholders consultations</p> <p>Assessment of the electoral cycle with regards to boundary delimitation</p> <p>Field Trips</p>

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>General Performance of the Boundary Delimitation Project</b>					
		gazetteer, etc. impact the boundary delimitation process which, in turn, impact the electoral cycle?			
<b>6. The role of UNDP the delimitation</b>	<p>6.1. What was the role of the UNDP in delimitation?</p> <p>6.2. What was the support of UNDP to NEC to ensure timely delivery of results?</p> <p>6.3. What was the support of UNDP to NEC to mitigate impact of redistricting on deliver of project results?</p>		<p>Evidence of collaboration of UNDP with the NEC</p> <p>Evidence of interventions by UNDP in support of the NEC to mitigate the impact of redistricting</p>	Documentations of the UNDP and the NEC	<p>Desk review of key documents</p> <p>Key informants and group interviews</p> <p>Bilateral meetings</p>
<b>7. Boundary Delimitation and the Support to Boundary Delimitation Project</b>  (Relevance)	<p>7.1. To what extent did the NEC take ownership of the boundary delimitation process as per its constitutional mandate?</p> <p>7.2. How effective was the coordination mechanism taking into consideration post conflict complexities and the technicalities of boundary delimitation?</p> <p>7.3. How did the lack of institutional GIS expertise impact coordination and implementation of the boundary delimitation process?</p> <p>7.4. How much advocacy</p>	<p>a. To what extent did the NEC exercise its constitutional mandate in its relationship with the Parliament and GoSL?</p> <p>b. Was the boundary delimitation process perceived by the GoSL and Parliament as being donor-driven (UNDP and Irish Aid)?</p> <p>c. How much influence does the NEC have in influencing decision making by government on matters regarding boundary delimitation?</p>			



Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>General Performance of the Boundary Delimitation Project</b>					
	<p>influence is the UNDP perceived to have with GoSL and the Parliament to ensure adherence to boundary delimitation best practice?</p> <p>7.5. How did the utilization of knowledge, or lack thereof, of the creation of administrative units and the retention of the boundary delimitation report by the Attorney General inform the overall coordination amongst key stakeholders?</p> <p>7.6. How did the role of SSL in the boundary delimitation process impact the overall process?</p> <p>7.7. What was the extent did the project mitigate inadequate technical process of delimitation and insufficient stakeholder engagement to build confidence within political parties and the citizens?</p> <p>7.8. How realistic was the risk analysis implemented for the project?</p> <p>7.9. Considering the high technicalities of boundary delimitation being</p>	<p>d. How did the NEC exercise its constitutional mandate in its relationship with technical service providers such as SSL and the Ministry of Local Government?</p> <p>e. How did the level of knowledge of the implementation of boundary delimitation in post conflict jurisdictions impact development partners' expectations, which in turn influence their responses in coordination, advocacy and management of the project?</p> <p>f. How did the NEC exercise its constitutional mandate in its relationship with its development partners, especially UNDP?</p> <p>g. How did the lack of institutional GIS expertise in the NEC impact the coordination and implementation efforts of the NEC during the Boundary</p>			

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>General Performance of the Boundary Delimitation Project</b>					
	implemented in a post conflict context, how justified were the expectations of Development Partners with regards to management, coordination and implementation of the SBDP?	Delimitation process? h. How did the lack of institutional GIS expertise in the NEC impact the coordination and implementation efforts of the UNDP to manage the Support to Boundary Delimitation Project?			

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 1: Institutional capacity of the NEC for effective boundary delimitation strengthened</b>					
<b>1. The nature of technology (GIS) and whether there was capacity to use the technology</b>  (relevance [appropriateness], effectiveness, efficiency)	1.1. What is the nature of the GIS? 1.2. Was there capacity to use the technology? 1.3. Was the technology effectively utilized and is there explicit awareness of its potentials? 1.4. Was GIS technology utilization aligned with the NEC's strategy for the creation of a GIS based Electoral Information System? 1.5. What impact does GIS technology have on the Delimitation System with	a. What are the components of the GIS implementation? b. Is there a functional delimitation relational database component integrated or linked with/to the GIS? c. Did the NEC make any input into the selection of the technology? d. Are there features and functionalities built into the technology to address specific and critical needs of NEC to add value?	Evidence of a functional Delimitation Database at the NEC  Evidence of linkage/integration of Delimitation Database with the GIS  Evidence of GIS awareness and the potential of GIS in elections management by NEC and key stakeholders  Evidence of the alignment of GIS technology for data sharing  Evidence of GIS	Desk review of key relevant documents  Support to Boundary Delimitation Project Document  LOA between the NEC and SSL  Strategic Plan of the NEC  Strategic Action Plan of the NEC	Assessment of GIS Implementation, hardware, software, and staff capacities utilized for the drawing of electoral boundaries  Assessment of the NEC Delimitation Database  Assessment of the National Civil Registry  Assessments of the National Statistical System (NSS) and its Spatial Data

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 1: Institutional capacity of the NEC for effective boundary delimitation strengthened</b>					
	<p>regards to the civil registry and what implications does this have for boundary delimitation, voter registration, polling centres placements, elections day logistic management, CVE, etc.</p> <p>1.6. How do the GIS (spatial) datasets requirements of users of GIS impact coordination and alignment of interventions and initiatives of entities reliant on GIS technology?</p>	<p>e. Are there hardware, software and staffing capacities in NEC to manage and maintain the technology?</p> <p>f. Were any GIS systems and staff capacity development undertaken in the NEC prior to the commencement of the boundary delimitation process?</p>	<p>hardware and software acquisition</p> <p>Evidence of training of NEC staff to operate the implementation</p> <p>Evidence of institutional and strategic planning for GIS capacity development prior to the commencement of the boundary delimitation exercise</p>		<p>Infrastructure (SDI)</p> <p>Key informants and group interviews</p> <p>Bilateral meetings</p> <p>Stakeholders Consultations</p>
<p><b>2. Location of the data base and if it can be accessed/updated on regular basis</b></p> <p>(efficiency, effectiveness)</p>	<p>2.1. Considering that the Delimitation Database is the most important and foundational database of the NEC, what are the implications and the impact on NEC's operations with the Delimitation Database being physically located in at SSL?</p> <p>2.2. How is the utilization of GIS implementation by the NEC impacted by its location at SSL?</p> <p>2.3. Are there protocols established for access/updating of the Delimitation Database and the GIS geo-databases and</p>	<p>a. How does the location of the database impact the operations of other critical electoral activities such as voter registration, the placement of polling stations, CVE, etc?</p> <p>b. How does the location of the GIS implementation impact its usability for other electoral activities, systems and processes?</p> <p>c. How did the LOA develop GIS capacity in the NEC?</p> <p>d. Is data sharing a</p>	<p>Evidence of how the NEC efficiently and effectively implement its mandate because of the location of the Database at SSL</p> <p>Evidence of how the NEC efficiently and effectively implement its mandate because of the location of the GIS implementation at SSL</p> <p>Evidence of how updates of the Delimitation Database and GIS implementations will update datasets requirements of systems</p>	<p>LOA between the NEC and SSL</p> <p>Support to Boundary Delimitation Project Document</p> <p>Strategic Plan of the NEC</p> <p>Strategic Action Plan of the NEC</p> <p>Documentations on the acquisition and usage of official statistics and relevant data</p>	<p>Assessment of the location of database and its impact on the operations of the NEC</p> <p>Key informants and group interviews</p> <p>Bilateral meetings</p> <p>Stakeholders Consultations</p>

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 1: Institutional capacity of the NEC for effective boundary delimitation strengthened</b>					
	implementations (if any)? 2.4. What measures has the NEC taken to ensure its effective utilization of official statistics to fulfill its constitutional mandate?	component of the LOA? e. As a primary statistics/data producer of the National Statistical System (NSS), does SSL share statistics and data in usable formats for other members of the NSS which require them such as the NEC, Ministry of Health, Ministry of Education, and other sector institutions?	and processes requiring delimitation datasets  Evidence of how the LOA between NEC and SSL enhances the efficiency and effectiveness of the operations of the NEC  Evidence of data access and update protocols between NEC and SSL		
<b>3. Was there capacity building to ensure that NEC would draw the boundaries themselves in the future other than contracting Statistics Sierra Leone?</b>  (sustainability)	3.1. Did the NEC take ownership of the process, although they did not do the actual drawing of electoral boundaries?  3.2. Was there capacity building in the LOA between the NEC and SSL to ensure that NEC would draw the boundaries themselves in the future other than contracting SSL again?  3.3. Was/are their other internal GIS capacity development initiatives of the NEC?  3.4. Is there a functional NSS in Sierra Leone?  3.5. Is there a national strategy within the SDI for the	a. What was the level of capacity development by SSL?  b. What were the components (hardware, software, systems/processes, data, and staffing) of capacity development?  c. Was there any official GIS and/or data management training planned and/or implemented for the staff?  d. Considering that this is the second conservative time that the NEC has contracted SSL for the	Evidence of a GIS capacity development strategy in the NEC  Evidence of adequate capacity development by the LOA  Evidence of adequate skills transfer  Evidence of an adequate GIS training programme  Evidence of institutional GIS capacity development in the NEC  Evidence of a functional NSS and a functional SDI to ensure data management and data sharing best practices to	Desk review of key relevant documents  Support to Boundary Delimitation Project Document  LOA between the NEC and SSL  Documentation on the mandate of SSL  Documentation on the NSS  Documentation on the NSS  Documents on inventory of the types of datasets compiled by the NCRA of	Assessment of the GIS Implementation, hardware and staff capacities utilized for the drawing of electoral boundaries  Assessment of the Delimitation Database  Key informants and group interviews  Assess the roles of the NSS and SDI to facilitate boundary delimitation  Bilateral meetings

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 1: Institutional capacity of the NEC for effective boundary delimitation strengthened</b>					
	<p>creation and utilization of GIS implementation by basic services and development actors?</p> <p>3.6. Is there a functional SDI within the NSS to facilitate the utilization of GIS implementations for spatial planning and operational purposes?</p> <p>3.7. How has the NEC's collaboration with the NCRA impacted the delimitation process?</p> <p>3.8. How adequate was the boundary delimitation and GIS training programme for the NEC staff by SSL?</p> <p>3.9. Did the project design of SDBP take the technical complexities of boundary delimitation into consideration?</p> <p>3.10. Has the potentials of the National Civil Registry been exploited by GIS implementations within the NEC to enhance the efficiency and effectiveness of not only boundary delimitation, but also voter registration and the placement of polling</p>	<p>development of electoral maps, were there initiatives in the NEC Strategic Plan and Strategic Action plan to ensure that the NEC can draw boundaries itself? If yes, was the LOA aligned with the objective?</p> <p>e. Was SSL contracted to draw the electoral boundaries based on circumstances necessitated by SSL?</p> <p>f. As the primary baseline statistics producer with the NSS, what is the role of SSL when it comes to making official statistics and data available for primary users such as the NEC, sector ministries of basic services (education, health, etc.)?</p> <p>g. Are there data sharing and usage protocols within the NSS in general and SSL in particular?</p> <p>h. What is the status of the GIS asset procured by</p>	<p>facilitate the NEC to draw electoral boundaries herself in the future</p> <p>Evidence of the impact of the availability of administrative units' boundary and localities datasets utilization on boundary delimitation</p>	<p>citizens and aliens</p>	<p>Stakeholders Consultations</p>

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 1: Institutional capacity of the NEC for effective boundary delimitation strengthened</b>					
	centers? 3.11. How has administrative units' boundaries and localities datasets availability impacted boundary delimitation?	the NEC and UNDP? i. How has administrative units boundaries and localities datasets impacted boundary delimitation and the resulting delimitation system's capacity to effectively inform other electoral activities such as voter registration, the placement polling centers, CVE, elections day logistics, etc. j. How will the utilization of administrative units boundaries and localities datasets inform the NCR, which will in term impact boundary delimitation as well as voter registration?			
<b>4. Capacity of the NEC in conducting delimitation</b>  <b>NOTE:</b> A combination of answers for the other specific objectives will inform this specific	4.1. What progresses in capacities development took place from the last boundary delimitation exercise to this one?  4.2. What was/is the level of collaboration with stakeholders whose actions/operations heavily impact the capacity of the NEC to conduct boundary	a. What value was added to NEC's boundary delimitation capacity based on collaboration with SSL?  b. What value was added to NEC's capacity based on collaboration with NCRA?  c. What value was added to NEC's capacity based	Evidence of tasks directly accomplished by NEC which they were incapable of performing during the last boundary delimitation  Evidence of capacity development of NEC by collaboration with SSL  Evidence of capacity development in	Electoral Act  Strategic Plan of the NEC  Support to Boundary Delimitation Project Document  LOA between the NEC and SSL  CVE Strategic Plan	(A combination of other components of this evaluation will inform this)  Desk review of key relevant documents  Key informants and group interviews  Bilateral meetings  Stakeholders

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 1: Institutional capacity of the NEC for effective boundary delimitation strengthened</b>					
objective (relevance, effectiveness, impact)	delimitation [such as SSL, NCRC, Ministry of Local Government boundary authority, etc]?  4.3. Are there statutory provisions prohibiting or restricting the NEC's capacity to conduct boundary delimitation? If yes, what are they?  4.4. How does the absence of a legal framework for the allocations of the number of constituencies (seats) impact the capacity of the NEC to implement re-districting and delimitation in a transparent manner?  4.5. As boundary delimitation is highly technical, what are the levels of capacities in data management associated with census population, geographic (GIS), administrative units and boundaries, and localities?  4.6. What has been achieved to date of the NEC's strategic for the establishment of a national GIS-based Electoral Information System?	on collaboration with UNDP/Irish Aid through the provision of the services of an international boundary delimitation consultant?  d. How has the utilization of credible international boundary delimitation expertise contributed to the impartiality of the NEC?  e. Has the legal framework for boundary delimitation been strengthened as a result the boundary delimitation process?	collaboration with NCRA  Evidence of capacity development with support from boundary delimitation International consultant  Evidence of work to date on the strategy for a national GIS-based Electoral Information System	Documents on collaboration with NCRA	Consultations
<b>5. Independence and impartiality</b>	5.1. Do stakeholders and the general public perceive the	a. How does the legal provision requiring the	Evidence of the actions and plans of the NEC	Constitution of Sierra	Desk review of key

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 1: Institutional capacity of the NEC for effective boundary delimitation strengthened</b>					
<b>of the NEC in conducting delimitation</b>  (effectiveness)	NEC to be independent and impartial?  5.2. What actions or decisions have the NEC taken, or had intended to take, that have influenced the perceptions of stakeholders and the public regarding its independence and impartiality?  5.3. Are there perceptions that the GoSL and/or the Parliament used the allocation of resources to influence the decisions of the NEC?  5.4. How do legal provisions impact the independence and impartiality of the NEC?  5.5. How has the utilization of credible international boundary delimitation expertise contributed to the impartiality of the NEC?	Attorney General to submit the boundary delimitation report to the Parliament impact the independence of the NEC?  b. How does the legal provision requiring Parliament to pass into law the boundary delimitation report to the Parliament impact the independence of the NEC?  c. Are there any indications that the GoSL and the Parliament use the timing of budgetary allocation of resources to influence the decisions of the NEC?  d. How does the Parliament's ability to make changes to the Boundary Delimitation Report impact the independence and impartiality of the NEC?	which has impacted its independent and impartiality  Evidence of legal framework ensuring the independence and impartiality of the NEC  Evidence of the actions of GoSL and the Parliament to impact the independent and impartial of the NEC  Evidence of the actions of other stakeholders to impact the independent and impartial of the NEC	Leone  Electoral Act  Strategic Plan of the NEC  Documentation (Media reports, feedbacks from civil society and other stakeholders expressing their perceptions of the independence and impartiality of the NEC  Documentation of the actions of the NEC regarding boundary delimitation  Guidelines for boundary delimitation promulgated by the NEC	documents  Key informants and group interviews  Bilateral meetings  Stakeholders consultations



Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 2: Stakeholders' participation in the boundary delimitation process promoted</b>					
<b>1.Level of public participation and representation</b>  (effectiveness, efficiency)	1.1.To what extent were deliberate and concerted efforts made to ensure public participation and representation?  1.2.Were the concerns and observations of stakeholders at all levels taken into consideration while factoring in social and political complexities?  1.3.How do citizens perceive how they are represented by members of parliament in socially and politically diverse constituencies [this impacts the acceptability of the resulting constituencies and wards]?  1.4.What does the geographic coverage levels (electoral constituencies/wards or administrative units: district, city, chiefdom, section, etc. of basic services delivery and development initiatives to citizens impact public participation and representation in boundary delimitation?	a. Were women/gender, disadvantaged and marginalized groups' participation factored in the planning and implementation phases?  b. What impact did the participation of stakeholders have on the delimitation process taking the social and political complexities into consideration?  c. How does the degree/level to which parliamentarians represent the interests of all the diverse communities of interest in their constituencies directly influence the level of acceptability of, as well as the participation in re-districting and boundary delimitation?	Evidence of a strategy and its implementation to ensure stakeholders' participation  Evidence of increased stakeholders' participation  Evidence of reports of the performances/score sheets of MPs and public feedbacks  Evidence of the correlation between acceptability levels of boundary delimitation and the geographic coverage of basic, social, and economic/development service delivery  Evidence of the correlation of how the practice of utilizing "constituency" projects greatly magnifies the significance of the social and political composition of constituencies because the group/area which the incumbent comes from usually (or is perceived to) benefits the most while the other groups/areas are marginalized	Support to Boundary Delimitation Project Document  NEC Strategic Plan  CVE Strategic Plan  TOR and minutes of the National and District Boundary Delimitation Committees  Reports of the performances of members of Parliament  Government development Planning strategic and implementation documentation  Media documentations	Desk review of key relevant documents  Bilateral meetings  Stakeholders consultations  Field trips to boundary delimitation monitoring committees, NEC District offices which hosted delimitation meetings, local authority, and CSOs  Service providers, media, etc.  Field trips

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 2: Stakeholders' participation in the boundary delimitation process promoted</b>					
<b>2. Impartiality of the legislative process</b> (effectiveness, efficiency, impact)	2.1. How does the legal requirement for the Boundary Delimitation Report to be passed into law by the same Parliament the Report affects impacts the impartiality of the legislative process?  2.2. What are the legal safeguards and/or provisions to ensure impartiality of the legislative process?  2.3. How does the legal provision prohibiting the NEC to directly submit the Boundary Delimitation Report to parliament impact the impartiality of the legislative process?  2.4. How does the power of the Parliament to modify the Boundary Delimitation Report submitted to it and to pass into law its own version impact the impartiality of the legislative process?	a. What are the risks to the impartiality of the legislative process based on the current legal provisions?  b. What are the risks associated with the refusal of the Parliament pass the boundary Delimitation report into law?  c. Are there credible and statutory mechanisms to address challenges by members of Parliament to the Boundary Delimitation Report?  d. Is there a redress mechanism in the event that the Boundary Delimitation Report produced by the NEC is not submitted to Parliament?  e. Are there legal provisions to ensure that the NEC implements boundary delimitation when required by law?  f. What is the variance between the versions of the boundary delimitation report	Evidence of actions by the Parliament which impacted the impartiality of the legislative process  Evidence of adherence to legal provisions by the requisite authorities  Evidence to legal provisions to compel the NEC to delimit constituencies when required	Constitution of Sierra Leone  The Electoral Law  Legal instruments governing the legislative process for the passage of the Boundary Delimitation Report  Boundary Delimitation Report submitted to Parliament  Boundary Delimitation Report approved by Parliament	Assess the composition of the re-districted electoral constituencies and wards submitted to the Parliament and the final composition approved by Parliament  Desk review of legal instruments  Key informants and group interviews  Bilateral meetings  Stakeholders consultations

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 2: Stakeholders' participation in the boundary delimitation process promoted</b>					
		submitted by the NEC and that passed into law by Parliament?			
<b>3.The role of Government in the decision making process on matters concerning delimitation</b>  (impact)	3.1.What is the level of awareness in Government of the impact that re-districting has on the boundary delimitation process, the electoral cycle and, ultimately, the overall electoral process?  3.2.Do the fiscal and budgetary plans of the Government take cognizance of the timing of the provisions of financial and other resources to the NEC to facilitate boundary delimitation in a timely manner?  3.3.How does the role of the GoSL through the Attorney General as the person to submit the Boundary Delimitation Report to Parliament impact the transparency and credibility of boundary delimitation decision making?  3.4.Are there legal provisions in place to ensure that the NEC implements boundary delimitation as required by law?	a.What is the level of awareness of the Government of best practices regarding Boundary Delimitation?  b. How did the Government perform its constitutional responsibility to ensure that the process is transparent, impartial and credible?  c. Does the Government perceive the NEC as being solely responsible for the sensitization of the public on voter education?	Evidence of Government's fiscal and budgetary provisions to the NEC to ensure support for the constitutional mandate of the review of Boundary Delimitation  Evidence of the existence of protocols for the submission of the Boundary Delimitation Report to the Parliament by the Attorney General  Evidence of provisions to ensure that the NEC implements boundary delimitation when required  Evidence of the government's decision making which impacted the performance of the project and the resulting outcome	Government budgetary allocations record to the NEC to conduct the review of constituencies  Documentation of GoSL's actions concerning boundary delimitation  The Constitution of Sierra Leone  The Electoral Law  Media Reports	Desk review of legal instruments  Key informants and group interviews  Bilateral meetings  Stakeholders consultations

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 2: Stakeholders' participation in the boundary delimitation process promoted</b>					
<b>4. The role of civil society in delimitation</b>  (efficiency, effectiveness, impact)	4.1. Are there statutory mandates defining the role of civil society in the delimitation process?  4.2. What contributions did civil society make to positively the transparency of the delimitation process?  4.3. What contributions did civil society make toward sensitization of the delimitation process?  4.4. What were the engagements of civil society with the NEC, GoSL and the Parliament with regards to the boundary delimitation process?	a. What roles did civil society play when the re-districting was being implemented after the NEC had already implemented boundary delimitation?	Evidence of statutory provisions stating the role of civil society in the delimitation process  Evidence of actions by civil society to enhance the delimitation process	Support to Boundary Delimitation Project Document  Legal Documents governing the conduct and operations of CSOs in boundary delimitation  NEC Strategic Plan  Documents on the actions of civil society	Desk review of legal instruments  Key informants and group interviews  Bilateral meetings  Stakeholders consultations  Service Providers  Field trips

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 3: Public sensitizations on boundary delimitation promoted</b>					
<b>3. Public sensitization on boundary delimitation</b>  (effectiveness, efficiency, impact)  NOTE: This cannot be fully evaluated because the	1.1. What has been the level of sensitization of the boundary delimitation process?  1.2. Is sensitization on boundary delimitation treated as a time bound event during the boundary delimitation process or as a sustained programme?  1.3. How does the absence of GIS implementations within	a. What is the time interval between when the final BD report was approved by Parliament and when the new electoral maps were released to the public by the NEC?  b. How effective have been the intervention and initiatives of CVE service providers?	Evidence of the CVE strategy on boundary delimitation  Evidence of increased participation of stakeholders in boundary delimitation sensitization  Evidence of the number of service providers implementing sensitization on boundary	NEC Strategic Plan  Media/Journalists  VE Strategy on BD sensitization	Key informants and group interviews  Bilateral meetings  Stakeholders consultations  Service Providers  Field trips

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 3: Public sensitizations on boundary delimitation promoted</b>					
sanitization on the finalized constituencies and wards has not yet been implemented. However, the planning shall be evaluated and the Evaluation will seek to add value for planners and implementers of sensitization	<p>the NEC to respond to CVE demands for maps and other products for sensitization impact the CVE of boundary delimitation?</p> <p>1.4. Is there an increase in the number of service providers implementing sensitization on boundary delimitation? How many are they?</p> <p>1.5. Is there a civic education strategy to sensitize the general public as well as those communities affected by re-districting?</p>		<p>delimitation</p> <p>Evidence of press releases prepared and distributed to the media</p> <p>Evidence of interviews with the press and radio for NEC Commissioners</p> <p>Evidence of minutes of the regional and district sensitization workshops</p> <p>Evidence of list of participants attending the workshops</p>		

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 4: Capacity of National and District Boundary Delimitation Monitoring Committees strengthened</b>					
<p><b>1. Capacity of National and District Boundary Delimitation Monitoring Committees strengthened</b></p> <p>(effectiveness, efficiency)</p>	<p>1.1. What do the DBMCs perceive as their successes, failings, and challenges, and which recommendations can they advance for the future?</p> <p>1.2. Are there effective communication mechanisms between the national and various districts DBMCs?</p> <p>1.3. How did the re-districting impact the BDMC's operations in the areas the areas comprising the new</p>	<p>a. Were BDMC set up for the new districts?</p> <p>b. Did the committees perceive that their role was critical in ensuring that the inputs of their constituents were taken into consideration?</p> <p>c. What were some of the contentious issues raised by constituents?</p> <p>d. Are there any feedbacks</p>	<p>Evidence of recommendations and technical advice made to NEC by the national and district committees meetings</p> <p>Evidence of minutes of the national and district committees meetings</p> <p>Evidence of consultations between the DBDMC and citizens and grassroots CSOs in their</p>	<p>NEC Strategic Plan</p> <p>TORs of the National and District Boundary Delimitation Monitoring Committees</p> <p>CVE Strategic Plan on boundary delimitation</p> <p>Minutes of meetings of the National and District Boundary</p>	<p>Key informants and group interviews</p> <p>Bilateral meetings</p> <p>Stakeholders consultations</p> <p>Field trips</p>

Specific Objective	Evaluation Question	Evaluation Sub-Question	What to Check (Indicators?)	Data Sources	Data Collection Methods/Tools
<b>SBDP Output 4: Capacity of National and District Boundary Delimitation Monitoring Committees strengthened</b>					
	<p>districts?</p> <p>1.4. Is there a feedback system to document the comments (perceptions) of citizens regarding their inclusiveness of representation?</p> <p>1.5. Did the feedbacks and recommendations of these committees inform the delimitation process?</p> <p>1.6. What is the level of awareness of these committees of the correlation between the performances of members of parliament in socially, culturally and politically diverse constituencies and the levels acceptability of these constituencies base on the "equality of population" best practice?</p> <p>1.7. How did information sharing from these diverse stakeholders on the same committee facilitate coordination among CSOs, local authority, political parties, parliamentarians, the media and other stakeholders?</p>	<p>of dangers that the re-districting may cause aggrieved voter registrants to boycott the elections? [this is critical to inform the sensitization]</p> <p>e. What is the level of communication flow between the DBDMCs and grassroots CSOs and the ordinary citizens?</p>	<p>communities</p> <p>Evidence of communication between the national and districts DBMCs?</p>	<p>Delimitation Monitoring Committees</p>	

## **2.2. Approach**

Mixed methods for analysis, synthesis and determining findings shall be utilized by the Evaluation Consultant to answer the evaluation questions. They will include the analysis of the correlations between the observed outcome and SBDP inputs, assessment of the relevance, effectiveness, efficiency and sustainability of the capacity of the NEC to conduct boundary delimitation in the future, validation through triangulation (validation stakeholders consultations, bilateral meetings and key informants interviews with UNDP, the NEC, Irish Aid, SSL, PSC, the Boundary Delimitation International Consultant, Development Partners, the NBDMC, the DBDMCs, relevant GoSL institutions, field trips, local authority, service providers, relevant CSOs, information from desk reviewed of documents, reports, minutes of meetings, etc.). Although the questions in the evaluation matrix (§2.1) are specific, they are yet general enough to allow for flexibility in questioning as well as to allow for flexibility in responses. This will enable those answering the questions to state their own issues, constraints and concerns.

A comprehensive assessment of the Delimitation System of the NEC shall be implemented to validate the level of technical institutional capacity of the NEC to implement boundary delimitation. Based on the data and information available and the perceptions of stakeholders, judgments will be made on the values of the project outputs and the extent to which they contributed towards the achievement of the project outcome. The Results and Resources Framework in the Project Document as well as by stakeholders and respondents' perceptions of the project's impact and the assessment of the results found.

A systems study is proposed to assess the relationships, linkages and impact of the Delimitation System of the NEC and the boundary delimitation process with external frameworks, processes, and systems which have the potentials to significantly derail or enhance the boundary delimitation process, and ultimately election management. The legal frameworks impacting boundary delimitation, SSL (census datasets), MoLG (administrative boundary authority, administrative units and their associated datasets and boundaries), NCRA and the National Civil Registry, and the national civic education framework.

## **2.3. Data collection methods**

A variety of data collection methods for information acquisition shall be utilized. Desk review of documentations, analysis of SBDP as well as primary and secondary data, interviews, meetings, consultations, assessments, and field trips shall be the main mechanisms employed. The persons interviewed and consulted will be the main SBDP implementers, managers and donor, PSC, DPs, the NBDMC, the DBDMCs, stakeholders, beneficiaries, etc. The list of key informants is in Annex 3.

The main findings shall be extrapolated and listed against the four intended output areas of the SBDP. The Evaluation Consultant will synthesize the finding into the main points that will be discussed in the Draft Evaluation Report. An impartial and professional view towards developing the findings shall be maintained and shall be evidence found and against the intended and anticipated outputs and outcomes according to the SBDP document. The Evaluation Report will follow UNDP's standards for independent evaluation reporting.

## 2.4. Risks and potential shortcomings

Risks<sup>7</sup> to the implementation of SBDP and the general boundary delimitation process are contained in Annex 2 of the SBDP project document. Additionally, the evaluation is also limited by the time available for the number of documents to review; the time available for the number of assessments; the political and management sensitivities associated with some of the questions; the will for legal and electoral reform, the role of some very critical stakeholders, and the role and participation of civil society.

## 3. PROGRAMME OF WORK

### 3.1. Revised Phases and Calendar of Work (original)

Activity	Time Frame
<b>Phase 1: Design, Development of Inception Report</b>	
Preliminary Desk Review of relevant documents, preliminary assessments	10 – 17 Oct
Methodology, evaluation matrix, detailed work plan	
Inception Briefings	
Submission of Final Inception Report	
<b>Phase 2: Data Collection, Assessments, Analysis, Development of Draft Evaluation Report, Validation Workshop</b>	
Documents review, multi-stakeholder consultations, bilateral meetings with individual stakeholders, field trips, databases review , assessment, etc.	18 Oct – 10 Nov
Data analysis, debriefing and presentation of Draft Evaluation Report	
Validation Workshop	
<b>Phase 3: Data Collection, Assessments, Analysis, Development of Draft Evaluation Report, Validation Workshop</b>	
Incorporate stakeholders' input into draft report and develop final report	11 – 21 Nov
Wrap up meeting with UNDP, NEC, Irish Aid, and Development Partners to present final report	
Finalization of approved Final Evaluation Report incorporating additions and comments provided by all stakeholders, and submission to UNDP	

<sup>7</sup> SBDP Project Document, Annex 2, Pages 9-13



## 1.1. Revised Phases and Calendar of Work (Recommended)

Based on the recommended additional overall objective 3 in section 1 (§ 1.1 3) which is proposed, for the assessment of external frameworks, processes and systems which have the potentials to seriously derail or significantly enhance boundary delimitation, its resulting Delimitation System and other electoral processes. Additional 15 days are requested to ensure this. Below are the adjusted Revised Phases and Calendar of Work for the proposed expansion of the evaluation overall objectives.

Activity	Time Frame
<b>Phase 1: Design, Development of Inception Report</b>	
Preliminary Desk Review of relevant documents, preliminary assessments	10 – 17 Oct
Methodology, evaluation matrix, detailed work plan	
Inception Briefings	
Submission of Final Inception Report	
<b>Phase 2: Data Collection, Assessments, Analysis, Development of Draft Evaluation Report, Validation Workshop</b>	
Documents review, multi-stakeholder consultations, bilateral meetings with individual stakeholders, field trips, databases review , assessment, etc.	18 Oct – 27 Nov
Data analysis, debriefing and presentation of Draft Evaluation Report	
Assessment of relevant external legal frameworks, processes and systems	
Validation Workshop	
<b>Phase 3: Data Collection, Assessments, Analysis, Development of Draft Evaluation Report, Validation Workshop</b>	
Incorporate stakeholders' input into draft report and develop final report	28 – 6 Nov
Wrap up meeting with UNDP, NEC, Irish Aid, and Development Partners to present final report	
Finalization of approved Final Evaluation Report incorporating additions and comments provided by all stakeholders, and submission to UNDP	

## **ANNEX 1: MAIN DOCUMENTS REVIEWED**

- SBDP Project Document
- Final Boundary Delimitation Report (12 August 2017)
- Boundary Delimitation Report submitted by the NEC(12 August 2017)
- Letter of Agreement between NEC and SSL
- 1991 Constitution of Sierra Leone
- Public Elections Act (2012)
- NEC Strategic Plan (2015 – 2019)
- NEC Strategic Action Plan (2015 – 2019)
- Current Electoral timelines for the current electoral cycle

## **ANNEX 2: LIST OF THOSE TO BE INTERVIEWED**

### **UNDP**

- Annette Nalwoga, Governance Team Leader
- The Chief Technical Advisor
- Dr. Lisa Handley, International Boundary Delimitation Consultant

### **Irish Aid**

- George \_\_\_\_\_

### **NEC**

- The NEC Chairman and Electoral Commissioners
- Executive Secretary
- Director of Operations
- Raymond George, Technical Focal Point for Boundary Delimitation
- Albert Massaquoi, Director of Media and CVE
- Staff who performed actual technical GIS boundary drawings
- Other technicians and staff who have/had roles in the project
- District Electoral Officers and staff of District Electoral Commissions that hosted boundary delimitation meetings, especially in districts where re-districting occur

### **Statistics Sierra Leone**

- Statistician General
- Head of GIS
- Designers/developers of the Delimitation Database and the GIS implementations
- Staff who performed actual technical GIS boundary drawings
- Other staff who play roles in the boundary delimitation project

### **Project Steering Committee**

### **National and District Boundary Delimitation Monitoring Committees**

- Members of the national committee
- Members of the district committees (as many as possible, especially where re-districting occurred)

### **Government of Sierra Leone**

- Minister of Justice and Attorney General
- Ministry of Finance officials for budgetary allocations
- Ministry of Local Government (especially the office responsible for administrative boundaries)

- Members of Parliament (some on Boundary Delimitation Monitoring Committee and not on these committees)
- Authority on civic education

### **Key Stakeholders**

- Political parties officials
- Service providers (Electoral and civic education CSOs, media houses, journalists)
- Local authorities, tribal/traditional chiefs, grassroots CSOs

## **ANNEX 3: TENTATIVE OUTLINE OF THE MAIN REPORT**

Table of Content

Acronyms and Abbreviations

Executive summary

1. Introduction
  - 1.1. Objectives of the Evaluation
  - 1.2. Purpose of the Evaluation
  - 1.3. Methodology
  
2. The Development Challenges
  - 2.1. Background and Context
  - 2.2. Strategic alignments
  
3. UNDP Response and Challenges
  - 3.1. Description of the Intervention
  - 3.2. Program Results and Resources Framework
  
4. Contributions to Results
  - 4.1. Analysis and Findings
  - 4.2. Project implementation and Design
  - 4.3. Output 1: Institutional capacity of the NEC for effective boundary delimitation strengthened
  - 4.4. Output 2: Stakeholders' participation in the boundary delimitation process promoted
  - 4.5. Output 3: Public sensitizations on boundary delimitation promoted
  - 4.6. Output 4: Capacity of National and District Boundary Delimitation Monitoring Committees strengthened
  - 4.7. External Relationships and Linkages
  
5. Conclusions and Recommendations
  - 5.1. Conclusions
  - 5.2. Recommendations
  - 5.3. Lessons Learned

### **ANNEXES**

Annex 1: TOR of the Evaluation

Annex 2: Inception Report

Annex 3: Main Documents Reviewed

Annex 4: List of Key Persons Interviewed

Annex 5: Evaluation Matrix

# International Consultant Boundary Delimitation Evaluation, Freetown, Sierra Leone

## Re-Advertisement SLE/IC/2017/038 International Consultant Boundary Delimitation Evaluation

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**Location :** Freetown, SIERRA LEONE

**Application Deadline :** 18-Sep-17 (Midnight New York, USA)

**Type of Contract :** Individual Contract

**Post Level :** International Consultant

**Languages Required :** English

**Starting Date :** (date when the selected candidate is expected to start) 02-Oct-2017

**Duration of Initial Contract :** 30 working Days

### Background

The National Electoral Commission (NEC) has, as part of its Constitutional mandate, the responsibility to carry out delimitation of wards and constituencies for conducting elections and referenda in Sierra Leone in line with necessary legal frameworks. The 1991 Constitution of Sierra Leone (Act No 6 of 1991) and the Ward Boundary Regulation, 2008, requires Constituencies and Wards to be 'as nearly equal to the population quota as is reasonably practicable'. Furthermore, the Constitution & Ward Regulations require the NEC-SL to review Constituency & Ward Boundaries at intervals of not less than 5 and not more than 7 years. The current 112 Constituencies were delimited in November 2006 for the 2007 Parliamentary Elections and the current 394 Wards were delimited in 2008 for the 2008 Local Council Elections.

The justification for drawing electoral boundaries of Constituencies and Wards for the 2018 elections was based on the following: a) the Constitutional obligation to redraw electoral districts in a timely manner; b) large population variations across the current constituencies and wards; and outdated population and other data. The current Constituency boundaries were drawn almost eleven years ago and the ward boundaries were drawn nine years ago. As a result, the constituencies and the wards vary dramatically in population. Constituency Boundaries and Ward

Boundaries have neither been drawn nor reviewed for ten years (in the case of constituencies) and, eight years (in the case of wards). This is contrary to Section 38 (4) of the constitution, which requires NEC to review boundaries at intervals of between five to seven years. In 2015, Statistics Sierra Leone (SSL) conducted a national population and housing census. Sierra Leone, like many countries, delimits electoral boundaries after a national census, using the census data. This is because census population data provides reliable source of data for creating constituencies and wards that are relatively equal in population. Census data is also useful for planning voter registration exercises and locating polling centres. According to the provisional census data released by SSL in April 2016, the population of the current constituencies and wards vary dramatically. And finally, administering an election effectively requires that the delimitation of electoral boundaries precede all other election-related tasks as it facilitates, among other things, the preparation of an accurate voters' register and the correct placement of polling stations.

In September 2016, UNDP and the Minister for Foreign Affairs and Trade of Ireland as represented by Irish Aid signed a Third-Party Cost Sharing Agreement to fund NEC to conduct delimitation under the 'Support to Boundary Delimitation Project'. The funds covered the following objectives: i) Institutional capacity of the NEC for effective boundary delimitation strengthened; ii) Stakeholders' participation in the boundary delimitation process promoted; iii) Public sensitizations on Boundary Delimitation promoted; and iv) Capacity of National and District Boundary Delimitation Monitoring Committees strengthened. Although the Project was expected to end in January 2017, due to unforeseen circumstances the Project end date has been extended to 31 December 2017. The passing into law of the Provinces Act (CAP 60) 2017 on 13 March 2017 resulted in creation of additional districts, provinces and localities. Subsequently, NEC had to incorporate the new districts, provinces and localities as defined in the Provinces Act (CAP 60) of 2017. Re-districting had a significant impact on the already tight electoral timeline and further delayed legislation of the delimitation report by Parliament. It is anticipated that Parliamentary will soon pass the delimitation report and this will result into creation of additional seats from 475 to 511. The passing of the delimitation statutory instrument will be followed by public sensitisation on the new electoral boundaries (Wards and Constituencies), which is scheduled to start in August 2017. Public sensitisation on the new electoral boundaries is the last activity to be implemented by the Project and this will immediately be followed by the conduct of the Project evaluation scheduled for September 2017.

UNDP is looking for an international consultant to evaluate the 'Support to Boundary Delimitation Project'. In addition to his/her practical experience in conducting external evaluations, the expert should have an extensive understanding of boundary delimitation and the social and political complexities associated with delimitation, and in post conflict countries.

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## Duties and Responsibilities

The objectives of the consultancy are: to review the performance of the Project in achieving the outputs as per the Project Document and their contributions to outcome level goals; and ii) identify factors that facilitated or hindered or delayed the achievement of results, both in terms of the external and internal, and document lessons learned.

Specifically, the evaluation aims at accomplishing the following: assessing the delimitation process in terms of cost effectiveness; realistic timelines; nature of technology (GIS) and whether there was capacity to use the technology; location of the data base and if it can be accessed/updated on a regular basis; was there capacity building to ensure NEC would draw the boundaries themselves in the future other than contracting Statistics Sierra Leone; level of public participation and representation; independence and impartiality of the NEC in conducting delimitation; capacity of the NEC in conducting delimitation; impartiality of the legislative process; transparency of the delimitation process; the role of Government in the decision making process on matters concerning delimitation; re-districting and its impact on delimitation; the role of civil society in delimitation; the role of UNDP in delimitation; UNDP support to NEC to ensure timely delivery of results; UNDP support to NEC to mitigate impact of re-districting on deliver of project results; and assessing the impact of delimitation on the overall electoral cycle.

In assessing the impact of the Project, the evaluation will take into consideration the relevance, effectiveness, efficiency, and sustainability of the Project.

## Scope of Work

Under the direct supervision of the UNDP Team Leader Governance, the IC will undertake the following

- Organize multi stakeholder consultations, bilateral meetings with individual stakeholders, and field trips to generate evidence that will be analyzed and used for writing the draft report;
- Disseminate draft evaluation report and organize a validation workshop with Project stakeholders, and thereafter incorporate stakeholders' comments in the final evaluation report;
- Organize a wrap up meeting with UNDP, NEC and Development Partners (DPs) to present final evaluation report;

Submit to UNDP final and approved evaluation report, including a 2-3 page executive summary, and with evidence based conclusions, lessons learned and key



recommendations for future reference. Annexes including among others the Terms of Reference for the evaluation as well as methodology and list of questions used during the interviews and list of key informants.

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## Competencies

- Professionalism and Integrity
- Promotes knowledge sharing and learning
- Display cultural, gender, religion, race, nationality and age sensitivity and adaptability;
- Build strong relationships with clients, focuses on impact and result for the client and responds positively to feedback;
- Demonstrate good oral and written skills;
- Demonstrate openness to change and ability to manage complexities
- Ability to work with national counterparts in building individual and institutional capacity.

## Required Skills and Experience

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### Education

- Masters' Degree in the relevant area;
- Proven qualification, knowledge or equivalent professional qualifications in Boundary Delimitation.

### Experience

- At least 10 years of experience in conducting complex evaluations;
- Proven expertise at international level in boundary delimitation.

### English Language

- Fluency in written and spoken English.

### Note

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Though this position is advertised in the jobs - Admin site, this is a procurement process and will be evaluated as such. Any proposals with Financial and Technical proposals will not be considered. Because of the possible bulkiness, you are

advised to submit your proposals in the [procure.sle@undp.org](mailto:procure.sle@undp.org) given in the complete advert at the UNDP procurement notices via <http://procurement-notices.undp.org/40616>.

UNDP is committed to achieving workforce diversity in terms of gender, nationality and culture. Individuals from minority groups, indigenous groups and persons with disabilities are equally encouraged to apply. All applications will be treated with the strictest confidence.