

Country: Liberia

Executing Agency: UNDP DIRECT EXECUTION (DEX)

Implementing Partner(s): Ministry of Planning and Economic Affairs (MPEA)

Programme Period:	2006 - 2007
Project Title:	Transfer of Knowledge Through Expatriate Nationals (TOKTEN) (Preparatory Assistance Document)
Project ID:	
Project Duration:	18 Months
Management Arrangement:	DEX


Budget:	US\$1,972,000
General Management Support Fee:	US\$98,600
Total Budget:	US\$2,070,600
Allocated resources:	US\$
Other (s):	

Agreed by Government of Liberia:

Name: Title: Date:
Topa Baye *Minister* *27/06/06*
For: Minister

Agreed by UNDP:

Name: Title: Date:
Jordan D. Jan *Resident Representative*



**UNITED NATIONS DEVELOPMENT PROGRAMME PROJECT OF THE GOVERNMENT
OF LIBERIA**

**TRANSFER OF KNOWLEDGE THROUGH EXPATRIATE NATIONALS (TOKTEN)
PROJECT)**

(Preparatory Assistance Document)

DURATION: 2006-2007
UN AGENCY: UNDP
ESTIMATED BUDGET: US\$2,070,600
GEOGRAPHICAL LOCATION: Monrovia, Liberia
STARTING DATE: May 1, 2006

BRIEF DESCRIPTION

As a result of the 14 years devastating civil war, Liberia has suffered from massive brain loss either through death of skilled professionals or their exodus from the Country. The elected government of President Ellen Johnson-Sirleaf is faced with daunting challenges such as instituting required reforms to make the public sector efficient and sustainable, as well as addressing rehabilitation, recovery and development issues. This will require the input or contribution of a critical mass of skilled Liberian professionals to effect desired changes for the future good of the Country. With only 14.4 % of current public sector employees possessing first degrees and above, a viable option is for the government to attract skilled nationals from wherever they may be if the desired political, economic and social transformation is to take place. This TOKTEN Project is designed by the Government of Liberia as part of President Ellen Johnson-Sirleaf's multipronged capacity building development initiatives. It is intended to facilitate the recruitment of professional expatriate nationals as well as those locally available to serve in key capacities in the government and national institutions so as to ensure effectiveness and efficiency in public sector operations. Initially, the project is expected to secure the services of at least 20 expatriate skilled nationals and 15 local professionals to technically support government operations. Ultimately, the project will facilitate effective and efficient operation in the institutions and agencies they serve, while also helping to build their capacities.

I SITUATION ANALYSIS

Background

The October 2005 Presidential and Legislative Elections and the Presidential Run-Off Elections of November 2005, which resulted in the election of Madam Ellen Johnson-Sirleaf as President, have provided a new political order in which Liberians have a lot of hope and expectations. However, one of the critical devastating effects of the 14 years of civil war (1989 – 2003) was the death of hundreds of skilled professionals and Technicians, the massive exodus of thousands and lack of required incentives in the public sector to even attract those who are locally available due to the poor state of the economy. The report of a census of civil servants which was conducted in 2005 covering 33 agencies and institutions indicates that of the 19,635 persons interviewed, 78% and 22% constitute males and females respectively. Of the total number 8.3% are illiterate, 47.3% have high school education, 12.5% have first degrees and 1.9% hold graduate degrees. Besides, 29.4% were employed through the established procedures and channels and the rest directly by heads of agencies or through special recommendations. With the effects of 14 years of war still taking its toll on the society, it is easy to see the problem of weak capacity for effective operation in the public sector.

The TOKTEN project is most likely to succeed in achieving its objectives given the prevailing stable security environment in the country. This is simply because a similar program undertaken during the early years of the civil war proved successful. Most of those recruited at the time chose to remain at home and continue to contribute their quota to restoration of peace, recovery and reconstruction.

The Urgent Need:

In her inaugural address on 16 January 2006 following her induction into office, President Sirleaf pointed out that a serious challenge she faces in forming her government is finding competent and honest people to hold public office. Besides, the provision of required incentives to attract and retain qualified nationals was another concern she raised in her address taking into consideration the poor state of the economy and the fact that time would be required to revive the economy and put into major reforms. Among other avenues being pursued to address this problem is the request to UNDP to help institute a TOKTEN program for Liberia not only to facilitate the recruitment of skilled expatriate nationals as well as to attract those professionals available locally to serve in key capacities in the government.

The Proposal:

As opposed to the normal three to five month duration of a TOKTEN consultancy, this program is being proposed for an eighteen (18) month duration taking into consideration the special circumstances and needs of the country and the need to give government time to be able to absorb the cost of retaining the skilled human resources it requires. Taking into consideration the cost of this endeavor, it is hoped that other donors will contribute funding to adequately support the implementation of the project.

II STRATEGY

(a) Reasons for UNDP Assistance:

As a capacity building organization, and with the knowledge and network it possesses, the UNDP is well placed to spearhead the support required. Within the framework of the reform agenda being

pursued by government, with UNDP as a key partner, the conduct of the census of civil servants, the review and finalization of the code of conduct for public officials and rules and procedures for the civil service are also being fully supported by UNDP. UNDP is also providing support aimed at developing a national anti-corruption strategy as well as that on decentralization with focus on capacity building. Such capacity building support can only be made sustainable when it is owned and nationally driven by skilled nationals who can be attracted and retained.

The UNDP conceived the TOKTEN Program to serve as a means of reversing the brain drain in developing countries, especially those coming out of serious civil crisis where the need for skilled manpower to address the serious recovery and development challenges are critical. Liberia finds herself in such a state following 14 years of devastating civil war which forced most of the skilled manpower to flee the country. UNDP supported a similar TOKTEN program for Liberia in the early years of the civil crisis and it is interesting to note that about 75% of those who were recruited under the program decided to stay although the renewed fighting resulted in the reduction of the number that stayed. With the current political dispensation and the security environment, it is likely that most of those who will accept this challenge will decide to stay and continue to contribute to the country's development. With the knowledge network UNDP has, identifying and locating such skilled nationals will be easy and facilitating their return to serve Liberia through the TOKTEN program is one vital area of UNDP support to a war ravaged country like Liberia.

(b) Objective:

Immediate objectives:

1. To bring home Liberian expatriate nationals who will help in the nation building process.
2. To ensure that institutions and agencies of government where these expatriate nationals are assigned are revitalized and very productive.
3. To help build and strengthen physical and immediate capacity in key institutions and agencies of government for effectively carrying out their assigned functions through the use of skilled expatriate nationals as well as locally available experts. This will be done through the introduction of new ideas or innovations as well as skills transfer through training and coaching on the job.

Long term objectives:

1. To help consolidate democracy and peace building that is much more needed at this stage in the history of Liberia.
2. To ensure the sustainability of government operation through the availability of required skilled manpower in key institutions and agencies.

Areas or sectors of focus will include public sector reform, development planning and key sectors facing shortage of skills and expertise, including health, education, agriculture, legal and judicial as well as infrastructure. In this connection, emphasis will be placed on strengthening individual and institutional capacities as well as process and system enhancements.

(c) Expected Outputs:

Output 1. Professional Expatriate Liberians supported to return home to help the process of nation building. The efforts of these Liberian expatriates will be complemented by local professionals who will also be supported to provide services.

Output 2. Short-term expertise to bridge the gaps in critical areas of service delivery and national capacity

(d) Expected results:

The newly elected government is constrained by a number of factors that inhibit speedy planning and implementation of a national recovery and development agenda. Availability of skilled manpower is a critical factor. The lack of required incentives in the public sector has not only encouraged the level and magnitude of corruption in the public sector, but made it unattractive for skilled nationals. The implementation of the TOKTEN Program will attract the support of skilled nationals locally and internationally thus providing the capacity needed for effective operations in key institutions and agencies of government. In addition, the programme will provide cost-effective technical services to enhance national capacities through the expertise of Liberian expatriates living abroad and local professionals. The program will also give government some lead time to put into place financial management practices that will result in the establishment of a merit based system that is sustainable. Specially, delivery capacities of beneficiary agencies would have been strengthened and urgent deliverables in the national and reconstruction and development agenda achieved. In short, the needed foundation for improving human development would have been laid at the end of the project.

III. EXECUTION ARRANGEMENTS

Management Arrangement

The Direct Execution Modality (DEX) of UNDP will be used to manage the implementation of project activities taking into consideration the capacity gap in the public sector occasioned by the civil crisis. While UNDP will have full responsibility under this modality to ensure transparency, timely implementation, management and achievement of results, a Project Implementation Committee (PIC) comprising the Ministry of Planning and Economic Affairs (MPEA) as chair; UNDP, co-chair; Ministry of State, member; the GRC, member; Civil Service Agency, member; and one or two representatives of donor will be set up. Representatives of beneficiary agencies will be invited to meetings of the PIC as and when required to support review and selection of desired candidates. The PIC will have the following responsibilities:

- Adequately inform institutions and agencies of government of the existence of the program and requirements for accessing such support;
- Ensure that agencies provide justification for needed support and detailed terms of reference for the tasks to be undertaken;
- Publicize and solicit CVs on the basis of the TOR;
- Screen and select appropriate candidates, in consultations with requesting agencies and submit names to UNDP for recruitment and fielding;
- Ensure that required periodic and final reports on the work of the candidates are prepared and submitted by beneficiary agencies;
- Ensure that agencies have formulated programmes and strategies, which will serve as the basis for providing support to these agencies.
- Ensure that outreach and sensitization about the project are undertaken, so that more qualified people benefit from the project.
- Take corrective actions if performance of any selected candidate(s) is found to be unsatisfactory consistent with the provisions of the contract.

As the project evolves into full fledged programme, the PIC will be supported by a Project Coordinator who will be recruited on a competitive basis by the PIC. He/she will ensure that the work of the PIC is effectively carried out, as well as maintain a data bank of skilled nationals living abroad and at home.

INPUTS

PERSONNEL

a. Project Coordinator (US\$37,600)

A Project Coordinator will be recruited by the PIC to oversee the day – to day management of project matters as well as ensure the effective operations of the PIC. He/she will be provided administrative support (administrative assistant/secretary and required logistics) to ensure that activities are implemental in a timely and effective manner.

b. Expatriate and Local professionals (US\$1,940,000)

UNDP will support the recruitment and fielding of at least 20 expatriate nationals as well as the recruitment of at least 15 local professionals to serve in institutions and agencies of government. .

c. Training/Sensitization (US\$7,500)

This is necessary to ensure full awareness and understanding of the program by government. Provision is made for sensitization workshops.

d. **Data Bank** (US\$10,000)

A data bank will be established on all the professionals whose bio-data was received. This will require the purchase of needed computer equipment and accessories and furniture.

e. Monitoring and Evaluation (US\$30,500)

This activity is vital to ensure the attainment of intended objectives. A vehicle will also be required to facilitate this process as well as overseeing the day-to-day operations.

f. Operations maintenance, and logistical support (US\$45,000)

Fuel for vehicle operation, stationary and supplies, office upkeep and miscellaneous expenditures will have to be provided.

Government

Government will provide office space for the Project Coordinator, support staff and meeting facility. Additionally, government, through the Ministries of Planning and Finance, can consider the granting of duty free privileges to expatriate nationals on personal effects as well as exemption from income tax payments. This will help attract the right professionals into public service.

TERMS OF THE CONSULTANCIES

For missions of expatriate nationals under the project, apart from a return air ticket, a flat fee of US\$3,500 will be paid per month for the duration of the assignment. The duration of the assignment

will be 18 months. However, allowance will be made for flexibility in the time period, with 18 months being the maximum.

National (local) professionals will be recruited under the NPPP modality for duration of 18 months, with flexibility allowed in the time period and paid commensurate with their qualification and experience.

RECEIPIENT AGENCIES AND INSTITUTIONS

Agencies and institutions that will be selected to benefit from this project will ensure that the consultants have the required environment and facilities for effectiveness in the performance of their duties. Such will be verified prior to the arrival of the consultants to ensure that their time will be wisely used.

Risk

A renewal of conflict will create an unfavorable security environment that will negatively affect implementation of this project. Once the peace is sustained and improved and law and order instituted, project implementation will be assured. It is also likely that we may not be able to raise enough financial resources to contract the desired number of professionals. However, with the commitment to mobilize more resources from other donors and from within UNDP own sources as well as Government's contributions in kind or cash, this problem may be addressed.

MONITORING, EVALUATION AND REPORTING

Once the fielding or placements of the selected professionals begin, the Project Coordinator will ensure that monthly progress reports are prepared and submitted to the MPEA. Quarterly and end of assignment report (consistent with contract period) will be prepared and submitted to the MPEA. Monitoring visits will be paid to institutions and agencies where the professionals are assigned to assess work environment and progress towards achievement of TORs. Quarterly meetings of the PIC will be convened to review progress reports and reports on monitoring visits so as to take desired actions against it ensuring attainment of project objectives.

A mid-term and end of project evaluation will be conducted to ascertain the constitution, shortcomings and impact of the project on the performance of government.

LEGAL CONTEXT

The implementation of this project will be governed by the standard Basic Agreement signed between the Government of Liberia and the UNDP on 27 April 1977.

Results and Resource Matrix of the TOKTEN Project Work Plan for the Two Years

Activity Description	Intended Output	Activities	Indicators	Period		Total Budget
				2006	2007	
Project Coordinator (PC)	A Project Coordinator Employed and functional	Screen and recruit a project coordinator	Record on the recruitment process of the PC	12,000	18,000	37,600
Admin. Support	A very effective and operationalised administrative support system in place	Ensure that activities of the project are implemented in a timely and effective manner	An effective admin. Structure Letter written to agencies and replies constantly received Approved TOR	2,800	4,800	
Project Implementation Committee (PIC)	Project Implementation Committee (PIC) established	Agencies identified to be on the PIC officially informed about their selection to serve on the PIC				
Contractual Services for expatriate nationals	At least 20 expatriate nationals recruited	Review of CV's and TORs by the PIC; UNDP notified about the review and selection process UNDP requested to contract their services	Documentation on review and selection Recruited candidates providing required services with proficiency	420,000	840,000	1,260,000
		Recruit and field at				

		least 20 expatriate nationals					
Contractual Services for local professionals	At least 15 local professionals recruited	Recruit and field at least 15 local professionals Review of CV's and TORs by the PIC; UNDP notified about the review and selection process UNDP requested to contract their services	Same as above	200,000	400,000	600,000	
Travel costs	At least 20 expatriate nationals facilitated to be brought home	Recruit and field at least 15 local professionals Facilitate the travel of the expatriate nationals		20,000	60,000	80,000	
Training	At least two workshops or training sessions held	Hold sensitization workshops	Reports of the workshops prepared and disseminated	7,500	-	7,500	
Data Bank	An operationalised data bank in place	Establish a data bank for all recruited professionals	Information available for all recruited professionals	10,000	-	10,000	
Monitoring and	An Effective	Conduct M & E to	Reports on M & E prepared	25,000	5,500	30,500	

evaluation system	and operationalised monitoring and evaluation system in place	ensure the attainment of intended objectives				
Operations and Maintenance	All project equipment kept in excellent functional and operational conditions	Ensure continuous operational support	Effective operational support	20,000	25,000	45,000