



# **POST-CONFLICT EMPLOYMENT CREATION, INCOME GENERATION and REINTEGRATION**

## **Sierra Leone Employment, Income Generation and Reintegration Report:**

**Assesing conditions for the Roll-Out of UN Post-Conflict Employment  
Creation, Income-Generation and Reintegration in Sierra Leona**

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## Acronyms

ADDAX	Addax Bioenergy <sup>1</sup>
AfDB	African Development Bank Group
BCPR	Bureau for Crisis Prevention and Recovery
CB	Capacity Building
CD	Capacity Development
COOPI	Cooperazione Internazionale <sup>2</sup>
CORAD	Consortium for Rehabilitation and Development
CPIA	World Bank Country Policy and Institutional Assessment
CRISIS	ILO Crisis Programme
CWIQ	Core Welfare Indicators Questionnaire
DACO	Development Assistance Coordination Office
DFID	UK Department for International Development
DWCP	Decent Work Country Programme of the ILO and GoSL
ECOWAS	Economic Community of West African States
EPP	Employment Promotion Programme of GTZ in Sierra Leone
ESRSG	Special Representative of the UN Secretary-General
EU	European Union
FAO	Food and Agriculture Organisation
FDI	Foreign Direct Investment
FIDA	International Federation of Women Lawyers
GDP	Gross Domestic Product
GNI	Gross National Income
GoSL	Government of Sierra Leone
GTZ	German Technical Cooperation
ICT	Information and Communication Technologies
IDA	International Development Association
IFAD	International Fund for Agriculture and Development
ILO	International Labor Organization
INGOs	International non-governmental organizations
MDA	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MFI	Microfinance Institution
MITAF	Microfinance and Technical Assistance Facility
MoESS	Ministry of Employment and Social Security
MoF	Ministry of Finance
MoU	Memorandum of Understanding
MRU	Mano River Union
NaCSA	National Commission for Social Action
NASSIT	National Social Security Insurance Trust
NRA	National Road Authority

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<sup>1</sup> Addax Bioenergy, a division of the Swiss-based energy corporation Addax & Oryx Group (AOG), is developing a Greenfield integrated agricultural and renewable energy project in Sierra Leone to produce fuel ethanol and electricity.

<sup>2</sup> Cooperazione Internazionale is an independent, non-governmental organization legally recognized by the Italian Ministry of Foreign Affairs that acts to assist populations struck by emergency and to favour their civil, economic and social development.

NSAPD	National Sustainable Agricultural Development Plan 2010-2030
NYC	National Youth Commission
ODA	Official Development Assistance
OGN	Operational Guidance Note
PRSP	Poverty Reduction Strategy Paper
PSRU	Public Sector Reform Unit at the President's Office
SL	Sierra Leone
SLETFUND	Sierra Leone Enterprise and Skills Development and Training Fund
SLIEPA	Sierra Leone Investment and Export Promotion Agency
SLLC	Sierra Leone Labour Congress
SLRA	Sierra Leone Roads Authority
TA	Technical Assistance
ToT	Training of Trainers
TVET	Technical Vocational Education and Training
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCDF	United Nations Capital Development Fund
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNIDO	United Nations Industrial Development Organisation
UNIFEM	United Nations Development Fund for Women
UNIPSIL	United Nations Integrated Peacebuilding Office in Sierra Leone
WB	World Bank
WFP	World Food Programme
YEEP	Youth Empowerment and Employment Project
YES	Youth Employment Scheme

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## 1. Background and Context

Eight years after its brutal 11 year civil war, Sierra Leone still finds it a daunting challenge to deliver jobs, improve living standards, and provide other opportunities expected from peace. There remain alarming levels of unemployment and poverty, especially among the youth – both male and female – which require urgent attention as these issues were among the root causes<sup>3</sup> of the conflict. The persistence of these issues risks worsening the country's fragility and disrupting its march towards sustainable peace. The observation made in 2008 that the "economy as a whole is not generating enough quantity and quality of jobs to absorb many unemployed people in the immediate future"<sup>4</sup> remains valid entering into March 2010. This reality calls for an intensification of efforts and a bolder approach that can benefit from the UN Post-Conflict Employment and Reintegration Policy.<sup>5</sup>

Poverty remains pervasive in the country. The poor<sup>6</sup> form as much as 70 percent of the population, especially among the youth. This has potentially serious destabilizing consequences, including the possibility of ex-combatants being re-recruited into fighting forces or gangs in addition to being manipulated by political groups to instigate violence<sup>7</sup>. The Global Hunger Index classifies Sierra Leone's situation as "extremely alarming". Indeed, the country's progress towards achieving the Millennium Development Goals remains in question. On the whole, the country's economic recovery remains slow. Additionally, like many countries in the region, Sierra Leone has been adversely affected by the current global recession. Decline in trade and diaspora remittances has occurred. For example, export earnings fell by 15 percent<sup>8</sup> during the past year. Other aspects of Sierra Leone's low socio-economic profile are summarized in the table on page 9 below.

### Highlights of post-conflict recovery to date

The country has, however, made several notable strides. Two successful presidential and parliamentary elections have been conducted and new elections are being planned for 2012. Additionally, successful local council elections were held in 2008 and major legislation in support of the decentralization process has been adopted. In addition to the work previously culminated by Sierra Leone's Truth and Reconciliation Commission, the Special Court is nearing the end of its work. The security situation has continued to improve<sup>9</sup> but is still described as "fragile"<sup>10</sup>. Several landmark gender equality laws and policies<sup>11</sup> have been

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<sup>3</sup> Many of the people interviewed during our mission in March 2010 also confirmed this.

<sup>4</sup> See Date-Bah & Deleligné, 2008: 13.

<sup>5</sup> UN Post-Conflict Employment and Reintegration Policy 2008.

<sup>6</sup> Defined as people living on less than one US dollar a day.

<sup>7</sup> As happened with the political violence of March 2009 and February 2010.

<sup>8</sup> See J. Weeks, 2009.

<sup>9</sup> Despite the ending of the UN peace keeping mission (UNAMSIL) and its replacement by the UN integrated peace mission (UNIPSIL).

<sup>10</sup> Such as by IDA: Sierra Leone, 2009: 2.

<sup>11</sup> For the first time, in March 2010, there was a landmark ruling by the High Court which declared a woman eligible to contest paramount chieftaincy elections (that have long been a male preserve) in Kissi Teng Chieftdom in Kailahun District, Eastern Region. There is now a national policy on gender. Some progressive laws and policies have also been adopted, such as the Inheritance and Property Rights law and the provision of free tuition, books and uniforms for

adopted. School enrollment, including that of girls, has expanded exponentially, stemming from the abolition of school fees as well as the introduction of school feeding programmes in some disadvantaged districts.

The GDP growth rate remains positive and was at 5.5 percent in 2008<sup>12</sup>. The country continues to be rich in resources.<sup>13</sup> Revenues from diamond exports have increased from almost nothing during the war in the 1990s to US \$150 million in 2009.<sup>14</sup> Some external investments have trickled in, such as ADDAX (for sugar cane production and processing into ethanol)<sup>15</sup> and Africa Mines (to operate the old bauxite mine in Port Loko<sup>16</sup>). Five major mobile phone companies, among them Tigo and Zain, have also started operating in the country.

The country's position on the UNDP's Human Development Index has slightly improved, moving from the very bottom in 2007 to three steps up (i.e. ahead of Niger and Afghanistan) in 2009. The Economist Intelligence Unit's Democracy Index's ranking of the country has improved from position 121 in 2006 (among 167 countries) to 112 in 2008. Additionally, in the Mo Ibrahim Index, which evaluates good governance in sub-Saharan Africa, Sierra Leone currently ranks 30<sup>th</sup> among the 54 African countries. The 2008 World Bank Country Policy and Institutional Assessment (CPIA) ranks Sierra Leone as the easiest place to start a business in West Africa.

### **Tackling the country's job deficit challenge to date**

As job deficit remains a major challenge, the government continues to underscore the importance of employment creation in many of its development plans and policies as well as in concrete programmes and projects. With respect to the latter, it has had a youth employment scheme since 2007 which has tried to focus on skills training and youth employment in agriculture and other sectors; however, the impact in terms of numbers that have benefited from the activities has been quite limited compared to the number of youth unemployed. The Government's current Agenda for Change (PRSP II) 2008-2011 also draws attention to the importance of employment under its fourth priority area (sustaining human development) to achieve an "employment-intensive growth". It emphasizes "a policy mix that promotes and enhances growth and investment in productive sectors under conditions of monetary and fiscal stability" (p. 98). Additionally, it points to three pillars, which are: strengthening active labour market policies and institutions, establishing a national enterprise and skills development and training fund, and youth employment.

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female children in junior secondary schools in the Northern and Eastern Provinces. After the war, the report of the Truth and Reconciliation Commission called on the state to, *inter alia*, adopt the necessary measures to "eradicate structural inequality against women".

<sup>12</sup> Much of this growth was in the informal agricultural, fishing, mining and service sectors, forming the bulk of the economy. The formal sector remains small and consists of government employment, large scale mining, construction, retail services and tourism (ILO/Government of Sierra Leone, 2009: 2).

<sup>13</sup> It has diamonds, bauxite, rutile, some gold, fisheries and fertile lands for agriculture.

<sup>14</sup> This is due to the Kimberley Process Certification.

<sup>15</sup> This is geared to create 4,000 jobs.

<sup>16</sup> This will create about 1,000 jobs by the end of the year.

The Agenda for Change calls for “active labour market policies to create the enabling environment for active job search, training for the unemployed, temporary job creation and enterprise creation scheme as well as up-to-date labour market information, a National Employment Policy, revision of the labour laws to reflect international labour standards and reform of the Ministry of Employment and Social Security (MOESS)” (p.98). The objective of establishing a National Enterprise and Skills Development and Training Fund (SLETFUND) is to promote jobs “through entrepreneurship and micro, small and medium-sized enterprises in the formal and informal economy” by enhancing people’s employability through increasing their skills and knowledge. The latter are to be linked to labour market demands, observing equity and gender equality in access to credit, loans and services. They are also to contribute to community businesses and to the elaboration and implementation of an SME policy. Additionally, the envisaged SLETFUND will be tapped for the required review of the country’s vocational training policy; for enhancing investment in entrepreneurship or business management training; for developing on-the-job training schemes; for offering apprenticeships, career guidance and counseling; for improving access to ICT; and for strengthening employment service agencies.

The Agenda for Change also stresses that any employment promotion strategy has to include a special focus on youth since unemployment is highest among the youth, who are defined in the country as people between the ages of 15 and 35. Among the measures it identifies are: supporting youth in agriculture; promoting viable youth enterprises; developing labour intensive public works schemes; and outsourcing solid waste collection, disposal and recycling in urban areas to youth enterprises. It also calls for a handy corps scheme which organizes unemployed youth into small enterprises after offering them short-term skills training to repair and maintain telephone, electricity and water, and provides other community services. Furthermore, access to grants and loans to acquire tools and other essentials to start businesses will be provided by the SLETFUND. The above mix of measures in the PRSP II, combining short, medium and long-term measures to address the country’s mammoth employment challenge, seems to accord with the three tracks of the UN Policy for Post-Conflict Employment Creation, Income-Generation and Reintegration.

In response to the Government’s Agenda for Change, the UN family<sup>17</sup> in Sierra Leone has formulated a Joint Vision for Sierra Leone (to cover initially the period 2009 – 2012) to, *inter alia*, contribute to implementing the above PRSP II and also to support the goals and work of the UN Peace Building Commission. The Joint Vision is a result of the UN family’s combined efforts to further the country’s peace consolidation process. It outlines four programmatic priorities: the economic integration of rural areas into the national economy; the economic and social integration of the youth; an equitable access to health services; and an accessible and credible public service. The Joint Vision’s priority of economic and social integration recognizes that youth marginalization, a major root cause of the war, remains unresolved, as more than 60 per cent of the youth are still unemployed. It pledges to work with the government to elaborate and execute innovative programmes and solutions such as quick impact public works, new labour-intensive methods in agricultural

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<sup>17</sup> It includes FAO, ILO, IOM, OHCR, UNAIDS, UNEP, UNESCO, UNFPA, UNHCR, UNICEF, UNIDO, UNIFEM, UNDP, UNODC, UNOPS, WFP, WHO & UNIPSIL. In addition, the WB and the AfDB are associated with the UN Joint Vision.

services, vocational training schemes and small credits to provide greater self-employment opportunities for youth.

The other priorities are also directly and indirectly linked to employment promotion. For instance, integrating rural areas into the national economy widens economic and social opportunities through programmes and projects to increase local food production and enhance integrated farming techniques (such as improved seeds and better marketing). Additionally, the Vision plans to expand “access by the rural poor to markets and social services, appropriate technologies for food processing using rural growth centres and rural youth education and skill training”. With regard to equitable and affordable access to health, the Joint Vision includes support to strengthen national health systems through human resource development of medical staff as well as the improvement of primary health care facilities.

Under the fourth priority (accessible and credible public services), the UN Joint Vision the Government’s current work focuses on issues related with public sector reform, decentralization, policy development, elections, and constitutional reform. It also seeks to build the capacity of key institutions, to enhance public accountability, and to reduce corruption. Furthermore, it includes cross-cutting issues such as gender equality, the Millennium Development Goals, poverty reduction, human rights protection, capacity building and sub-regional cooperation. The UN Joint Vision, in response to the country’s Agenda for Change, also includes a focus on youth employment and empowerment (Programme 19). A review of Programme 19 and proposals for its strengthening appear later in this report. On the whole, one of the positive features of this programme is the development of a demand-driven approach. For example, the UNDP’s Youth Empowerment and Employment Project’s (YEPP) planned activities include opportunity mapping to identify real opportunities in the labour market in order to strengthen youth employment.

The above does not exhaust all of the direct and indirect employment-related and other contributions by the UN family in Sierra Leone, as individual agencies continue to pursue other activities within their mandates. For example, the ILO is about to launch a decent work country programme with the Government. Other relevant recent developments in the country include several employment-related programmes by other development partners, especially the World Bank, and some bilateral donors like GTZ, NGOs and civil society groups.

A National Youth Commission has been launched in 2010; among its responsibilities is to “assist in the creation of employment opportunities for the youth and develop medium and long-term strategies to tackle youth unemployment” in the country. Being a new institution, it will require considerable support to be able to fulfill its role. This is already envisaged in some of the new programmes, such as the World Bank’s Youth Opportunities Programme and the UNDP’s Youth Empowerment and Employment Project (YEPP), already mentioned above. The latter is an integral component of the UN Joint Vision’s Programme 19, which is analyzed in more detail later in this report.



## Other aspects of the country's socio-economic profile

Other features of the country's socio-economic profile and the nature of the labour market are briefly summarized below as they also contribute to determining the kinds of jobs that will be feasible in such a context. The consideration of these features is an integral part of the demand-driven approach that is required, as opposed to the supply-driven one (with skills training provided without linkage to actual and potential opportunities in the labour market) that has characterized many of the employment promotion interventions in the country to date, with limited impact.

### Sierra Leone's socio-economic profile at a glance<sup>18</sup>

Population size	5,848,320
Population growth rate	2.1%
Population between 15 & 59	59.3% of total population
Population between 15 & 35 (i.e. youth in Sierra Leone)	33.3%
Population between 0 & 35	79%
Agriculture	Accounts for 46% of GDP; Employs about 75% of population; Women form predominant labour force in this sector.
Current exports	Diverse group of agricultural products and mined minerals, such as coffee, cocoa, piassava, chili pepper, cashews, ginger, and rutile, bauxite, iron ore, gold and diamonds.
Potential additional export areas with added value	<ul style="list-style-type: none"> <li>• Diamond cutting and polishing,</li> <li>• Processing of nuts into oil, syrup, etc.</li> <li>• Processing of oil palm products into margarine, soap, and biofuels.</li> <li>• Processing of fruits into juice and jams,</li> <li>• Fish canning,</li> <li>• Furniture making.</li> </ul>
GNI per capita	US \$260.00
Unemployment among youth	70%
Illiteracy rate among total population	60%
Illiteracy among youth	53%
Women's literacy	27%
Men's literacy	47.9%
Literacy rate	36.9%
Life Expectancy	41.8%
Women's representation in decision-making	14.5% nationally in 2008; 14% of parliamentarians
Female genital mutilation among women (15 – 49 age group)	94%
HIV prevalence	1.53% (1.5% male & 1.6 % females)

<sup>18</sup> The sources of the figures in this table include PRSP II: Agenda for Change (2008-2012); A. Kargbo, 2008; CWIQ, 2007; The 2004 Population and Housing Census Analytical Report on Employment and Labour Force; Date-Bah and Deleligné, 2008.

Poverty	70% of population lives below US \$1.25 per day.
Poorest districts	Bombali, Kenema & Kailahun
GDP growth (2007)	6.8% (compared to -7.1% between 1990 -1999)
ODA	28.8% of GDP
Inflation rate (2007)	11.7%
Minimum wage	US \$16 per month
Road infrastructures and transportation	Poor (only 11, 320 km of roads with only 1,200 paved)
Economic active population	71.3%
Percentage of rural women in agriculture	90%
Human resources	Critical skill shortages
Middle class	Very small after war due to massive migration of this class during the war and failure to return after the war.
Maternal & infant mortality	Among the worst in the world <sup>19</sup>
Drug use & addiction	Increasing from its incidence during the war

The above socio-economic indices depict the country's current post-conflict environment which will complicate job promotion and reintegration efforts. While social cohesion remains at a relatively low level, remarkable efforts have been made. The development of district councils and their roles, the expansion of the road network to link diverse parts of the country, the introduction of mobile phones in the different regions, the strengthening of the national government and the improvement of the general political environment and the security situation have all contributed to the march towards reintegration of the country and the diverse population groups. While the youth still prefer urban areas despite their harsh conditions in terms of lack of jobs and decent housing, a few who were displaced into urban areas by the war are returning to the rural areas with the support of projects such as the GTZ voluntary resettlement and reintegration project. This project aims to empower youth and increase their productivity through agriculture and other income-generating activities for secure livelihoods.<sup>20</sup>

## 2. Objective

Tackling Sierra Leone's mammoth post-conflict employment challenge can be guided by the UN Policy for Post-Conflict Employment Creation, Income-Generation and Reintegration which provides an expansive framework for elaborating and executing a coherent employment and livelihood programme in a post-conflict environment. The UN Policy provides a holistic framework for reviewing and strengthening on-going and planned initiatives to tackle employment challenges in the post-conflict context, especially for those programmes involving organizations within the UN system. This policy framework consists of three programme tracks: Track A initiatives (stabilizing income-generation and emergency employment) have a short-term focus and are geared toward consolidating security and stability; Track B (local economic recovery for employment opportunities and reintegration) focuses on creating employment opportunities at the local level, capacity development of local governments and institutions, community-driven recovery programmes and investing in the local socio-economic infrastructure, private sector development and

<sup>19</sup> Statistics Sierra Leone, UNFPA & UNIFEM, 2008.

<sup>20</sup> This is a 5 year GTZ programme which is summarized in matrix 1.

micro-finance; and Track C (sustainable employment creation and decent work) entails support to policies like macro-economic and fiscal stability, an active labour market, sound labour laws and investments, sector-specific policies, business development services and institutional capacity development at the national level. However, one cannot assess such interventions by the UN system organizations in isolation from other employment-related interventions in the same post-conflict context. Ideally, the former should complement the latter.

This report emanates from a joint UNDP and ILO mission to support the implementation and scaling-up of UN and other employment-related programmes at the country level. It follows the adoption of the UN policy on Post-Conflict Employment Creation, Income-Generation and Reintegration in 2008 as well as the Operational Guidance Note in 2009, which advocate coherent and comprehensive strategies for post-conflict employment creation and income-generation, encompassing interventions in three concurrent tracks: stabilization, reintegration and long-term employment creation. Sierra Leone is the second post-conflict African country where this policy roll-out is initially being undertaken in the region.

In accordance with a request of the UN country team, in particular of the ESRSG of UNIPSIL and the UNDP Country Director, and in light of the Peace Building Commission (PBC) meeting on Sierra Leone which took place in New York on 26 March 2010, members of the roll-out mission, especially the international consultants on employment, reintegration and capacity assessment, were requested to modify their terms of reference so as to focus on the following deliverables required for this event:

- Review Programme 19: Youth Development and Employment of the UN Joint Vision for Sierra Leone, which details the contribution of the UN family to implementing the Government's Agenda for Change in order to guarantee that the UN family has a credible product to make a positive difference in the employment field in the country. This review was to further develop Programme 19 so as to enhance its coherence and comprehensiveness within the framework of the three tracks of the UN policy on employment creation and also to better respond to the gaps identified in the course of the mission; and
- Assist the UN in preparing the Government's presentation to the PBC on March 26, 2010.

In light of the above and the limited duration of the field mission<sup>21</sup>, some of the original tasks and deliverables in the consultants' terms of reference (see annex 5), such as development of a resource mobilization strategy, had to be scaled down. The employment and reintegration consultant tried to assess ongoing policies, programmes and projects pertinent to employment within the framework of the three tracks of the UN policy to evaluate their coherence, sustainability and adequacy in addressing national employment needs. The capacity assessment consultant focused on the assessment of institutional capacities of mainly the government sector, which are related to the 'youth employment promotion' task in the country. During this process, focus was placed on organizational development and institutional

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<sup>21</sup> Twelve (12) days including travel time.

strengthening to fill gaps relevant to the youth employment function of the institutions. Together, the two consultants prepared the following deliverables:

1. A Sierra Leone Employment Creation, Income Generation and Reintegration Report (on the basis of an outline in annex 4) containing the following:
  - a) An inventory of policies, strategies, programmes and projects related to employment creation, income generation and reintegration;
  - b) A description of the most obvious gaps in each of the programmatic tracks of the Policy as well as recommendations on how to scale up and further develop employment and reintegration programmes (gender and youth should be overarching themes and capacity development issues mainstreamed throughout the report);
  - c) A scaled-down resource mobilization strategy, a capacity development strategy and a road map for the UN policy implementation in Sierra Leone;
  - d) Extensive comments and other inputs for revising and strengthening Programme 19 of the UN Joint Vision and detailed comments and proposals for revising the ILO project document and the UNDP project document;
2. A presentation on the main findings based on the final Sierra Leone report, including an overview of the main components of the common employment programme; and
3. An electronic folder with all documents collected during the joint inception mission.

***The ensuing report, including headings and subheadings, follows an outline prescribed in the consultants' terms of reference.***

### **3. Methodology for data collection**

The mission's duration was 12 days<sup>22</sup>. During the first half of the mission, the employment and capacity assessment consultants were accompanied by one UNDP/BCPR and one ILO/CRISIS staff (see B. Armah and D. Kiniger-Passigli's joint ILO-UNDP/BCPR Mission Report, 2010: 8-12).

#### **3.1. Scope of the employment programme and capacity assessments**

This section is intentionally kept concise to avoid repetition as section 4, which provides an overview of existing employment, income generation and reintegration programmes and capacities in Sierra Leone, also sheds light on the scope of the programmes.

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<sup>22</sup> The capacity assessment consultant joined the mission after two days due to logistics and travel arrangement delays.

The scope of the employment programmes and capacity assessments was very wide: the consultants had to cover programmes at the different levels – national, regional, district and chieftaincy or community levels. They also spanned the three different tracks of the UN Policy on Post-Conflict Employment Creation, Income-Generation and Reintegration. While many were small in size, a few, like the forthcoming World Bank Youth Opportunities Programme, were large multi-million dollar programmes. They included rural as well as urban-based programmes which were implemented both by UN bodies based in the country and by national and other external bodies. The limited duration of the mission did not permit the consultants to capture the whole range of employment programmes. Many of the programmes are also sectoral, for example, pertaining to only one sector like infrastructure, agriculture or agri-processing. There were thus not enough inter-sectoral programmes covered in the assessment.

### **3.2. What institutions were targeted for the study and why?**

To be able to capture the views of the diverse actors in the country, the mission contacted the following organizations:

- Government ministries and departments (such as the Ministry for Employment and Social Security; the Youth Secretariat of the Ministry for Education, Youth and Sports; the President's Office; *SLIEPA*; *NaCSA*; *SLRA*; and the Ministry for Works, Housing and Infrastructural Development);
- UN bodies on the ground like UNDP, UNIPSIL, ILO, UNCDF, UNIDO and others in the UN country team;
- The World Bank mission;
- Bilateral bodies like GTZ;
- Civil society organizations, such as the Youth Coalition and the Women's Forum; and
- Other non-state actors, like the Sierra Leone Labour Congress and the Employers' Federation.

All these institutions (see annex 4) are directly and indirectly involved in employment-related programmes or are handling policies and strategies relevant to employment generation. The relatively short duration of the mission (12 days) did not make it possible to target all the UN organizations on the ground nor all the relevant line ministries and district councils as the mission had earlier intended.

### **3.3. How was the information gathered?**

In accordance with the mission's terms of reference, the methodology utilized by the mission combined quantitative and qualitative approaches. Data were collected from existing documents and strategies and cross-checked with those obtained from interviews (with programme staff, partners and beneficiaries) and workshops. During the process of data analysis, the data from the different sources<sup>23</sup> and different methodologies (desk review and interviews)<sup>24</sup> were compared.

Before conducting the interviews, the consultants undertook a desk review of a number of relevant

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<sup>23</sup> Such as programme staff, programme partners and beneficiaries.

<sup>24</sup> See annex 3 for a gender analysis checklist.

documents, including PRSP II, the UN Joint Vision for Sierra Leone, the ILO Decent Work Country Programme (DWCP) and other UN program documentation, progress reports, work plans, baseline surveys, workshop reports, and diverse reports by government and other institutions. They also consulted the websites of different stakeholders to identify other relevant materials which were then analyzed.

The consultants, together as well as separately, conducted interviews with various stakeholders in government<sup>25</sup>, individual UN organizations, the UN country team, women and youth groups, bilateral organizations and other relevant bodies (see annex 4). In addition to such interviews and discussions in Freetown, the consultants tried to undertake a field visit to at least one of the country's 14 districts. However, the extreme time constraint and the modified work load made this impossible, since the consultants needed one full day each to devote to the journey and to conduct interviews at the site. On the whole, improved and dedicated secretariat support and logistics would have been more helpful to the mission.

The consultants shared their initial findings and preliminary recommendations at a workshop with representatives of the UN country team. Useful feedback was obtained which has been taken into account in preparing this report.

In addition, a debriefing to UNDP/BCPR and ILO/CRISIS through a telephone conference has been made. Both results and recommendations of the consultants will be taken into consideration in the follow up steps of the policy roll-out in Sierra Leone to be done in the years 2010-11.

## **4. Overview of existing employment, income-generation and reintegration programmes and capacities in Sierra Leone**

### **4.1. Overview of existing and imminent employment initiatives and programmes: opportunities and challenges involved in each track, including gender and youth**

The sample of the programmes that were examined are summarised by tracks (A, B and C) in the matrix in annex 1. They show that in 2010 there were several employment-related programmes, projects and other initiatives either under implementation or about to begin in the country. Those summarized in the matrix represent the ones the consultants were able to contact during their mission. Thus, they are only indicative, but not representative, of the whole gamut of the country's employment and income-generating interventions. For instance, not all interventions by the diverse UN agencies in the country are reflected in the matrix. One single comprehensive and coherent employment promotion programme, like a national

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<sup>25</sup> They included the Ministry for Employment and Social Security, Youth Secretariat of the Ministry for Education, Youth and Sports, the President's Office, *SLIEPA*, *NaCSA SLRA*, Ministry for Works, Housing and Infrastructural Development.

youth employment programme with several components and modules, which covers the whole country, does not exist.

### **Tracks of programmes**

The current programmes in annex 1 are classified according to the tracks of the UN Policy for Employment Creation, Income Generation and Reintegration. They belong predominantly to track B and C interventions (i.e. medium-term local economic development, and long term policy and institutional development). There are also some track A programmes.

- The track A short-term interventions – like cash-for-work labour intensive public works – were few<sup>26</sup> in number but are still needed despite the fact that the country has been out of war for 8 years. The main justification for this is that such track A interventions provide the scope for absorbing a significant number of the large unemployed youth population. They provide youth with temporary relief to meet their basic needs while longer term programmes are being developed. They also facilitate the harnessing of energies and contributions of the unemployed for the country's uphill development challenge. More track A interventions are called for to reinforce and upscale projects for youth, for example in waste management. The streets of Freetown and of other urban areas provide abundant evidence that the current arrangements do not meet the urban areas' challenges with regards to waste collection and management. Such short-term waste management track A interventions have the potential to later become more sustainable track B jobs if the city councils enter into long-term contracts with youth groups for waste collection and management. Such transformation into more sustainable track B interventions will also occur if the youth groups are provided with SME training as well as appropriate tools and skills training for this work.
- The most substantial track A programme, with a budget of US \$10 million, is the Cash for Work component of the new World Bank-funded Youth Opportunities Programme (US \$20 million total budget)<sup>27</sup>, to be implemented by NaCSA. Among the objectives of the Youth Opportunities Programme is to generate short-term employment opportunities and also test approaches to improve the employability and livelihoods of youth. Under the Cash for Work component, which is a labour intensive public works programme, short-term employment for youth is provided by way of rehabilitation and improvement of key infrastructure – road rehabilitation and maintenance, agriculture and renewable energy/environmental mitigation. The programme, however, includes an effort to turn this track A support to medium and longer term track B initiatives by providing training and support to “interested and capable youth groups” in the programme “as contractors to acquire improved technical skills and be able to operate independently [...]”. Furthermore, a life skills training package will be provided to all the programme's beneficiaries (World Bank's Aide Memoire, p.2).

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<sup>26</sup> The major one is executed by NaCSA. It has recently (March 2010) received considerable World Bank funding (US \$10 million) under its Youth Opportunities Programme.

<sup>27</sup> The other two components of the programme are Skills Development and Employment Support (US \$8 million) and Institutional Support and Policy Development (US \$2 million).

- The track B programme interventions are promoted at the district and community levels and range from agriculture, food processing, other SME activities, training and apprenticeships, group formations for economic activities, micro-credits, micro-franchises, waste collection and management and labour intensive infrastructure works, to youth resettlements and various forms of capacity building support, to district councils and chiefdoms.
- The programmes are mostly small-scale pilot interventions. Some have been undertaken as part of the Youth Employment Scheme (YES) programme. Several have been successful in terms of having realized the envisaged job creation impact. However, collectively, in terms of target numbers reached or envisaged, they have been abysmally low compared to the colossal number of unemployed and underemployed youth and others in the country. The Youth Employment Scheme, for example, has so far covered only 20, 000 youth. Programme 19 of the UN Joint Vision aims at targeting 115,000 out of the government's envisaged 300,000 youth with employment in the next three years. An up-scaling and replication of the interventions that have proven to be successful in terms of having an employment generation impact are inadequately reflected in the current and up-coming programmes summarised in annex 1.
- Many of the track B programmes/projects take place in the same districts or communities. Therefore, the potential linkages between them can be exploited to strengthen and mutually support the programmes. However, programmes/projects are often implemented in parallel, such as the various programme activities by different institutions under the Youth Employment Scheme. Some are setting up similar local institutions such as local economic fora instead of building on existing and already functioning institutions like the UNIDO Growth Centres. No district has a local project coordinating body that can help to eliminate the above drawback for the different programme tracks. Such a body could also try to identify and exploit value chains and thus create more job opportunities.
- Many of the programmes tend to focus more on the supply side – especially skills training (track B) – rather than on the demand side, including creating an enabling environment in terms of policies (track C) and productive programmes (track B) with outputs which correspond to local demand.
- Most of the SME start-up supports target informal economy workers. However, the large size of the informal economy and the small size of the diverse programmes imply that more programme assistance, especially in track B (training, credit and other SME support), is needed by this group of workers. While formal sector workers are very few (less than 10 percent of the labour force), they also need assistance because of their low income (minimum pay is US \$19 a month) and other poor working conditions. None of the programmes contacted, however, focus on formal sector workers. While public sector reform is being developed, the potential impact of this reform on these workers should also be identified and appropriate programme measures (mainly track B) elaborated upon to assist them, including those that may be retrenched.



- There are relatively few track C programmes. These are programmes geared towards creating an enabling policy environment for employment promotion. As was earlier noted by the joint ILO-UNDP/BCPR Mission Report, the existing track C interventions also “do not go far enough to address some of the critical issues such as land tenure laws and labour relations” (March 2010). To this list must be added severance pay, minimum wage and an employment policy.
- Another vital upcoming track C intervention supported by World Bank funds is a labour market survey geared toward addressing the country’s serious dearth of relevant labour market data. This intervention will facilitate realistic employment measures. The planned World Bank-funded programme (see summary of its three components in annex 1) includes a labour market survey which will go a long way in this direction. Furthermore, in the interim, opportunity mappings<sup>28</sup> (or area potential diagnoses) are required in the districts. Only the UNDP’s input (YEEP) to Programme 19 includes such an opportunity mapping. Additional mapping, however, may be needed in other districts to provide a firm foundation for realistic employment generating programmes there.

## Gender

- Efforts to mainstream gender were noted. For example, some of the programmes (such as by GTZ, NaCSA and the UN bodies), refer to both men and women among the target groups, while others specify the percentage of women to be covered among the target group (usually 30 per cent). Many, however, just mention youth or unemployed youth and do not show clearly how gender is mainstreamed in the programmes, if at all. Considering the wide gender disparities that exist in the country with respect to access to and control of a range of assets (including direct productive assets like land and credit, human capital assets like education and health, and social capital assets like rights and participation in different realms of society), serious gender mainstreaming in all the programmes needs to be stressed. In some cases, women and girls may require special remedial measures such as skills training and functional literacy training to facilitate their mainstreaming in some of the programmes and to ensure that they derive as much benefit from the programmes as men and boys. Without gender mainstreaming in the job promotion programmes, feminization of poverty will continue to grow in the country.
- None of the programmes makes a special effort to focus on the more vulnerable groups of women in a post-conflict setting, like the high numbers of female heads of households.

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<sup>28</sup> An opportunity mapping is the quick identification of current and potential economic absorption opportunities in the communities. It enables the formulation of employment programmes to reflect the potentials of the local economy and thus enhance the programmes’ contributions to ensuring actual job absorption in the immediate, medium and long-term.

### **Youth and other vulnerable groups**

- While several of the programmes (tracks A and B) focus on unemployed youth, they do not distinguish between the components of the wide population group classified as youth (15-35) in the country. There is bound to be a divergence of employment needs between the diverse age groups within this wide age range. For example, those between the ages of 15 and 19 may require opportunities for education to equip them for jobs. On the other hand, those between 25 and 35 may require more jobs than education. Skills training, however, will be required by both groups. As earlier noted by the joint ILO-UNDP/BCPR mission, “it will be necessary to customise employment programmes to the specific needs of the sub-groups. There was no evidence of this in the programmes”.
- The more vulnerable youth groups, like the disabled who constitute a key legacy of the Sierra Leonean civil war, are hardly covered in the programmes and projects in any of the three tracks. Only one out of the 17 projects within the Youth Employment Scheme (YES, namely the project by Christian Aid for Under-Assisted Societies Everywhere), focused on youth with mobility-related disabilities who needed physical and functional rehabilitation to build their capacities for self reliance through skills training and sustainable employment (track B), instead of resorting to begging.
- Other vulnerable groups that are not reflected in the employment promotion programmes include those in precarious jobs including underemployment, casual and seasonal work.

### **Other features of the programmes**

- Although public-private partnerships to generate employment were referred to by several respondents contacted by the mission, they appear to be neglected by the on-going and up-coming programmes in the different tracks.
- A number of the existing and up-coming programmes appear to be hybrid in terms of combining at least two or more of the tracks of the UN post-conflict employment policy. This appeared to be the case especially among the integrated programmes. For example, the UNDP’s YEOP programme encompasses both tracks B and C interventions. The World Bank-funded youth opportunities project encompasses all three tracks – A, B and C – distinct from the predominantly short-term cash-for-work programme (US \$10 million). It also includes components of skills development and employment support (US \$8 million) as well as institutional support and policy development (US \$2 million) to strengthen the new National Youth Commission so as to enable it to perform its role as set out in the National Youth Commission Act 2009.
- A major drawback is that few, if any, of the programmes have been informed by opportunity mappings (or area potential surveys) in the absence of labour market surveys.

- In the interviews with stakeholders, efforts to better link the different programmes and projects for mutual support and greater impact were perceived to be necessary, but had not been pursued.
- There is no concerted and systematic effort to propagate information locally about these employment promotion programmes and projects. Such an effort could stimulate other local and national bodies as well as youth and other civil society groups to embark on similar interventions and thereby achieve a wider snowball impact.
- It was observed that there is a lack of interaction between local offices of donors like GTZ, Irish Aid, the World Bank, the Islamic Bank and others that are funding the country's employment creation programmes. Such interaction would permit them to exchange information about their activities ensuring enhanced collaboration during their funded interventions in addition to achieving mutual support and greater impact.

#### **4.2. Overview of capacity initiatives**

Different sets of capacities are required for the implementation of the activities related to the different tracks. The capacity requirements also vary according to the types of institutions involved (i.e. government agencies, international agencies, NGOs and private sector agencies). The mission identified key capacity gaps which could hamper the effective delivery of the 'youth employment' programme in the country. This observation is based on interviews conducted with the stakeholders<sup>29</sup>. A capacity assessment matrix (see annex 2) has been developed which provides an overall analysis of the existing capacity situation in the country for the promotion of youth employment. The overall analysis of the mission in this regard and in accordance with the three tracks of the UN Policy on Post-Conflict Employment Creation is summarized below. It includes the following:

- The GoSL and its international development partners have been working on providing immediate income relief to the poor and vulnerable population of the post-conflict country which includes 'food-for-work' and 'cash-for-work' programmes. Agencies like NaCSA at the central level as well as local government authorities and local civil society organizations are engaged in the delivery of such activities. Most of these initiatives have been mobilized through agencies like WFP and GTZ who have core institutional competencies in planning and managing such initiatives, which are delivered through national/local mechanisms. The identification of micro projects, the planning for implementation, the mobilization of the youth labour force, and field level monitoring and reporting on implementation are the key areas in which the national and local institutions seem to be involved in the track A type of initiatives. Therefore, a fair level of institutional capacities seems to exist for the delivery of cash-for-work interventions and other track A initiatives. There seem to be two main gap

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<sup>29</sup> They include line ministries (like the Ministry of Employment and Social Security, the Ministry of Public Works, and the Department of Youth of the Ministry of Education, Youth and Sports), other public institutions (like NaCSA, SLIEPA, and SLRA), and other private and civil society groups as well as bilateral bodies.

areas here: most of the past initiatives are based on a 'resource driven' situation in which the funds for the initiatives were already available. Therefore, no resource mobilization effort was required. Thus, such a capacity and experience hardly existed in many of the local institutions interviewed.<sup>30</sup> The task given to the national institutions with respect to the implementation of employment programmes therefore tended to be at the delivery management level of small scale activities.

- On track B, scattered interventions within various GoSL institutions indicate some level of existing capacity; however, they are episodic and donor led. Various TVET trainings, which are less connected to employment, are being delivered by conventional TVET schools at various locations in the country. Several localized small-scale income-generation activities which are supported by various INGOs are another set of activities that have track B characteristics. Enterprise development, local economic development, and other skill training activities are the focus of these interventions. They include some human resource development activities in the form of Training of Trainers (ToT) and some programme specific management training for the local agencies involved in the delivery of the activities. One good approach adopted by such past initiatives was to engage local government institutions and local mechanisms for the delivery, local coordination and monitoring of such activities. This approach also leaves behind some management capacity within these institutions. Most of these interventions are delivered out of the government institutional framework through small non-state actors. Some of the latter have exhibited a mismatch of skills and labour market needs; weak structures; limited capacity to implement policy; and resource constraints.
- The ability to work on track C is very limited in terms of planning, programme designing, and management of the employment programme among the key sector government institutions. In most of the past initiatives, the concerned government agencies played a role of 'endorsing' them as a counterpart agency, though the programme development, planning and management functions were handled by donor outfits or non-state institutions. The government agencies therefore missed out in terms of learning by doing. For example, many of the past initiatives targeted the institutional capacity building of the implementing partner agencies in relation to youth employment. Most of these capacity building initiatives are limited to programme orientations and workshops, which focus on the contents and activities of the programme but not on basic skills and knowledge for planning, designing, and managing youth employment activities. The institutions are constrained by poor physical facilities, office equipment, financial resources and logistics which adversely affect their ability to work effectively.
- Several policy and legal reform initiatives that can directly and indirectly strengthen the capacity of the institutions involved are being supported by various donors. Examples are the formulation of a national youth policy, a labor law and a national employment policy. However, such initiatives lack a coordinated approach and information on who is doing what. Often, the work also excludes the relevant government ministries, such as the Ministry of Employment and of Social Security whose

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<sup>30</sup> See the list in annex 27.

mandate should make it pertinent to the issue. In such situations, any capacity building opportunities availed through these reform initiatives either miss out on the appropriate institutions or will have no sustainable impact within the institutions. If the CB initiatives are not coherent with the institutional mandate, these institutions will not be able to make appropriate use of such new or increased capacity.

- Institutions within the GoSL do not have the minimal level of an appropriate skills mix, they exhibit a lack of human resources, and they are also highly constrained with regards to motivational aspects. The operating human resource framework of public sector institutions is older than 30 years and the incentive package for civil servants in the country is not reflective of current labour market conditions. The government has therefore initiated a public sector reform which is coordinated by the Office of the President. The institutional reform it is working on also includes human resource issues. However, it is not yet clear how the reforms being proposed by various ministry level institutions and systems can have sustainable financing. On the other hand, there are a few semi-autonomous bodies like NaCSA, SLIEPA and SLRA which do have highly-skilled national professional staff, an enabling work environment and working conditions that are comparatively higher than those prevailing in government service.
- The level of logistics and the physical working environment of government institutions are of a relatively low standard. In the absence of basic operating logistics and physical conditions, these institutions lack an enabling working environment. An example is the Ministry of Employment and Social Security (MoESS), which currently lacks the basic equipment and vital logistics and staff to be able to operate effectively; yet is unable to obtain adequate donor support. Giving support to this ministry, for example, in terms of implementing a strategic plan and strengthening the labour court and factory inspection, constitutes an integral part of the ILO's planned technical assistance. Some institutions have been able to achieve improved logistics and physical conditions with the assistance of donor supported projects and interventions. However, the sustainability of such environmental changes remains a major challenge. This has also created an institutional turf tension among different agencies in getting donor supported projects, which has negatively affected the situation of institutional cooperation and coordination.
- Institutional turf tensions seem to be greater among government institutions. There is also less coordination and cooperation, which generates work duplication and overlaps. Looking for donor-funded projects is a common phenomenon among these agencies as they expect that these projects will improve organizational capacities and working conditions to some extent.
- National NGOs have little capacity but possess the flexibility to adapt to the requirements of projects. Organizations like the Youth Coalition seem to have a clear understanding and vision in relation to a sustainable youth employment promotion. Without knowing the UN Policy on Employment Creation, Income-Generation and Reintegration or the diverse track A, B, and C provisions, the Youth Coalition

representatives (interviewed by the consultants) still had a clear understanding of the temporary nature of track A type of interventions and of the features of track B and C interventions which would make youth employment promotion activities sustainable and long lasting. They would like to see any track A type of interventions clearly linked to tracks B and C and facilitate the graduation from A to B or C.

- NaCSA seems to have established a working modality mainly for track A type of activities even though it also implements track B interventions. However, its average project size seems to be very small (US \$10,000-20,000). This leads to some skepticism about the capacity of NaCSA to deliver bigger size interventions.
- The capacity of the UN and other international donor agencies to work on employment issues also seems to be constrained by inadequate staff time and logistics. Many do not have dedicated staff to work solely on youth employment issues. In cases where the staff members are dedicated, they seem to be overloaded with multiple tasks. Most of the UN and other agencies rely on project funded staff for such work. Thus, the absence of such projects will delay the institution's focus on this issue.
- The government has adopted an act for a National Youth Commission (NYC) with a policy level mandate of youth empowerment and mobilization in which youth employment is one of the key areas. The NYC had not yet been established when the consultants visited the country. However, it was noted that it is likely to face a number of challenges in meeting its implementation role. Some donors, including the World Bank and other UN bodies, have put a large stake on NYC irrespective of the fact that it is a newly born entity and needs support in shaping its strategy and structure. As an institution in a formative stage, NYC will require a lot of capacity building support as creating a fair level of capacity to be able to implement youth employment related activities needs a significant amount of time and resources.

#### **4.3. Inventory of existing relevant policies, laws, strategies and plans**

Apart from older existing laws such as those on minimum wage, severance pay and the Cooperative Societies Act of 1977, the country has adopted a number of new policies, strategies, plans and laws since the end of the war, in areas such as agriculture development, private sector development, investment promotion, trade, mining, procurement, social security, youth, local government, and gender. These have implications for the employment promotion in the country, as can be gleaned from the brief summaries provided in the table below. Together, they add to a more enabling environment and also point to the necessity to follow a multi-dimensional and multi-sectoral approach for generating employment and income-generating opportunities, such as in agriculture, investments, sugar cane and oil palm plantations, food processing and export processing zones.

Their full job promotion potential is however yet to be fully exploited in a coordinated manner. The different policies/plans and laws are handled separately by different MDAs. The Ministry of Employment and Social Security appears to be marginal to their implementation as it is not actively involved in the programmes and plans relating to them. The harmonization of these disparate policies, strategies, plans and laws regarding employment generation efforts is not receiving emphasis as each of these policies, laws, strategies and plans is mainly viewed as the responsibility of one respective ministry. Thus, other relevant MDAs are not fully involved in its implementation.

**Summary table of current national policies, laws, strategies and plans of relevance to employment<sup>31</sup>**

<b>Law/Policy/Strategy/Plan</b>	<b>Focus</b>
National Sustainable Agriculture Development Plan 2010-2030	Aims at increasing food security, producers' incomes, and agricultural growth from 2% to 6% per annum by 2015. Focuses on commercialization of key commodities; agriculture infrastructure like feeder roads, irrigation swamps, storage & processing facilities & research centres; private sector promotion to encourage sustainable domestic & international investments in the agricultural & fisheries sector; & sector coordination.
Investment policy including incentives policy	Sets up SLIEPA to promote investments and exports of non-traditional and traditional materials. Gives tax breaks, cheap land, free imports & other inducements to investing companies. Each investor is expected to include the number of jobs to be created in their applications & an economic impact assessment & to engage Ministry of Employment in recruitment issues. Provides safeguards against nationalization & repatriation of capital, profits, and interest.
Minimum Wage	Provides a minimum wage of about US \$16 per month, which is far below the current cost of living.
Education Act (2004)	Reforms the education system, including provision for pre-primary education, technical and vocational training, adult and non-formal education and the role of universities; and provides for other related matters.
Vocational training policy	Promotes skills training and vocational education.
Sugar and Oil Palm Strategy	Emphasizes plantations in sugar cane & oil palm to create 50,000 – 100,000 jobs.
Private Enterprise Development Act	Adopts measures to promote private sector enterprises.

<sup>31</sup> These policies, laws, etc. have been included in this table because of their relevance and not necessarily because they have been developed by employment-related institutions.

Export processing zone	Provides for the signature of MoU with First Step International (USA) to establish an export processing zone in the country.
Local Government Act (2004)	Provides for the decentralization and devolution of functions, powers and services to local councils and for other matters connected therewith.
Public Procurement Act	Establishes the National Public Procurement Authority to regulate and harmonize public procurement processes in public service as well as to decentralize public procurement to procuring entities; promote economic development, including capacity building in the field of public procurement by ensuring value for money in public expenditures and the participation in public procurement by qualified suppliers, contractors, consultants and other qualified providers of goods, works and services.
Gender Act	Stresses women's rights and access to inheritance.
Investment Promotion Act	Focuses on promoting and attracting private investment, both domestic and foreign, for the development of production and value added activities, to improve exports and provide employment opportunities.
National Gender Strategic Plan	Stresses gender equality and outlines measures to be adopted.
Agenda for Change (PRSP II)	Prioritizes agriculture, infrastructure/transportation networks, energy & human development (including employment promotion) for national development. It sees agriculture as the engine of the country's growth, focusing on production, processing and marketing of domestically consumed & export oriented crops.
National Youth Policy (2003)	Emphasizes youth empowerment and responsible citizenry. Together with PRSP I, it identifies youth employment as a critical developmental challenge of the country.
National Youth Commission Act (2009)	Specifies the structure and functions of the commission.
Investment Promotion Act (2004)	Promotes & attracts domestic & foreign investment for production & value-adding activities; improves exporting & provides employment opportunities; creates a conducive environment for private investment. <sup>32</sup>
Social protection of vulnerable groups	Focuses on vulnerable groups who are not covered by the existing social security. The

<sup>32</sup> For example, 40 per cent of crew recruitment should be Sierra Leoneans.



	formulation process is led by NaCSA with the involvement of other stakeholders. It is at an advanced stage and a stakeholders' meeting is planned soon to finalize it before submission to government.
Decentralization policy	Decentralizes services and structures to district levels.
Community benefit policy	Seeks to attract investment companies to the country with a number of incentives; can also assist local communities.
New Finance Bill	Includes sector incentives, e.g. in tourism, fisheries <sup>33</sup> & agriculture.
Public Sector Reform	Introduces reforms and rationalization of the public sector to enhance its efficacy.
Land use planning & leasing draft legislation	Facilitates access and security of holding of land for productive & other uses.
Rural roads policy	Brings together the diverse players <sup>34</sup> and interventions in this field.

These above policies, strategies and laws deserve serious consideration in any employment promotion programme in the country as they contribute to, or detract from, an enabling or disabling context for employment promotion in general. Some of the policies are also at variance with each other. For instance, removing trade barriers and promoting trade liberalization can flood the local market with many cheap imports and thus reduce the demand for outputs of local small-scale producers. This trend can impede or curtail economic activities in the informal and SME economy.

#### **4.4. Identified gaps**

##### *4.4.1. Policy/strategy design gaps*

- Since the end of the war, no employment policy has been adopted by the country to provide a comprehensive framework for planning action, resource mobilization and guidance for tackling the country's mammoth employment challenges. This gap has constrained the ability to achieve a comprehensive and coherent approach and collaborative action between the different institutions. With their diverse levels of capacity, institutions have been delayed in promoting employment in the country. The ILO and GTZ have supported significant preparatory work on the ground to prepare drafts of the National Employment Policy which will also include a wage policy in tune with the current cost of living. For example, a National Tripartite Steering Committee, made up of representatives of government, employers and workers (the trade unions) already exists to review and improve various drafts of the policy.

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<sup>33</sup>Examples are SLRA, the Ministry of Agriculture and the district councils..

- The existing vocational training policy needs to be reviewed to better reflect the skill needs of the post war labour market and to identify and improve the weakened capacities of the vocational training institutions and other training providers. There is a need to reconcile the skills in demand in the labour market (such as in IT) and those provided by the skills training institutions. Discussions are on-going and workshops are being held to examine the issue of a new national policy on Technical and Vocational Education Training (TVET).
- An SME policy, either by itself or as an integral part of a comprehensive employment policy, is necessary as the SME sector will be crucial to labour absorption, particularly in the context of a small formal sector.
- The existing and new policies and laws have not exactly been harmonized and, therefore, some are at variance in terms of employment promotion; for example, the ADDAX deal, spearheaded by SLIEPA, allowed a wage payment to workers below the national minimum wage as well as a tax waiver for the company's imports for a period of ten years.
- A major gap in the existing laws concerns the labour law and the minimum pay legislation. This gap can be attributed to the fact that the old laws on these issues are no longer in tune with current labour market realities. Some institutions within the UN family have a comparative advantage to support the relevant MDAs, social partners and other actors involved in preparing or revising drafts of the relevant instruments to deal with this issue. The up-coming ILO and Government of Sierra Leone Decent Work Country Programme is geared to address these gaps, among others.
- A coherent disability policy is called for to respond to the special needs and increased numbers of disabled persons (physical, mental and sensory) in the post-war environment with respect to their reintegration through jobs. As disabled persons tend to be neglected, emphasis on disability inclusion by such a policy can support the cause of the disabled. Such a policy can be underpinned by the ILO Convention No. 159 on Vocational Rehabilitation and Employment (disabled persons) as well as the ILO Code of Practice for Managing Disability in the Workplace and the UN Convention on the Rights of Persons with Disabilities. Sierra Leone has so far not ratified these international labour standards. In the interim, involving disabled persons and their associations in the formulation of employment programmes is crucial in order to ensure that they benefit from their creation.
- Although there is a tripartite body (government, employers and trade unions) in existence, the scope for social dialogue in the formulation of employment policies and programmes has not been fully exploited so far. Such social dialogue therefore needs strengthening to ensure that the views of key actors in the labour market are seriously taken into account in the relevant employment-related policies and laws to be formulated in the country.

- There has been no labour force survey since 1989, despite major labour force and labour market changes unleashed by the war. The ILO and the Government of Sierra Leone Decent Work Country Programme will also support Statistics Sierra Leone to fill this gap. Additionally, a part of the current World Bank funding to the country (see the matrix on current and up-coming employment programmes) is to cover a labour market survey.
- The involvement of active labour market agents like employers and trade unions with the government in the design of the programmes has been almost non-existent. Both the employers' federation and the trade unions, for example, complained about this situation to the consultants during the mission.
- Additionally, in formulating the programmes, the UN and other bodies have collaborated mainly with government ministries, departments and to some extent district councils. However, women's groups and other community-based associations have hardly been involved in this process. Such an involvement could have enhanced the responsiveness of the programmes to the needs of the members of these groups.
- Institutions which can link job seekers to employment opportunities by directing and counselling unemployed youth and others to potential opportunities on the ground, such as employment exchanges, are very few. The Ministry of Employment currently has only 7 employment exchanges in the whole country which are also operating at a very low level in terms of functions and general capacity. They are primarily confined to the registration of job seekers and thus not geared towards providing job counselling and directing the unemployed to job opportunities, areas for skills training and entrepreneurship which would have to be in tune with the demands and opportunities of the labour market.

#### *4.4.2. Policy implementation gaps*

- **The absence of relevant up-to date labour market data** can constrain the planning and formulation of realistic mechanisms to effectively implement the above policies, strategies, plans and laws.
- The inadequate road and other transportation network isolates some parts of the country, which makes it **difficult to implement the adopted policies, plans and laws everywhere** or to systematically monitor their application throughout the country.
- Many of **the institutions** – national MDAs and district councils which have to implement these policies and other instruments –were found to be **quite weak** in terms of manpower, appropriate structures at national and local levels, logistics and their general capacity to handle these policies and other strategies, laws and plans seriously.

- The **labour market has changed** with the war and since the restoration of peace. **New skill demands** have emerged but the existing vocational training institutions, which have also been weakened by the war, are still churning out skills which are at variance with the new demands. Further skills training and retraining is necessary even for those youth who have gone through some level of education and skills training, including even university graduates, because their education is often not in tune with the skill demands of the labour market. The retraining of training providers also needs emphasis so as to equip them better to impart skills and use materials in line with the changing demands of the labour market.
- Many of the policies, strategies, plans and laws are sectoral and seem to be implemented almost in isolation from each other, which tends to constrain their inter-sectoral linkages and overall greater impact on the ground.
- Apart from funds coming from the UN Peace Building Fund, the World Bank, other UN bodies, some bilateral donors like GTZ, Norway and Irish Aid, and resources from the Government's development budget, there is a major resource constraint for mounting a comprehensive bold attack on the daunting unemployment and underemployment situation in the country.

#### *4.4.3. Capacity gaps:*

*Which institutions are most affected by the deficit gaps? Which link to the 3 tracks of the policy? How are the capacity deficits affecting employment creation? What measures are in place to address existing gaps? Are they working? If not, why?*

In terms of the capacity assessment for youth employment promotion in Sierra Leone, the mission's findings and conclusions do not project a promising picture.

In general, capacity gaps exist at the systemic level, the structural level and the level of human resources. The severity of these gaps varies according to the nature of the organization under consideration. The basic capacity questions here are i) does the organization have an appropriate operating system and legislative and policy framework; ii) is the organizational structure appropriate to allow it to effectively work for its institutional mandate; iii) does the organization have enough institutional logistics and physical facilities; and iv) does the organization have enough and appropriately skilled human resources?

At the system level, which is mostly related to the public policy and legal framework scenario, the main gaps relate to the nonexistence, inappropriateness and inadequacy of relevant government policies for youth employment. In this respect, the situation of Sierra Leone is not at a satisfactory level. Most of the existing policies and legal frameworks (such as the labor law and severance pay policy) need extensive reforms and

revisions geared to the nature of the current context of the country and also to international standards and conventions. There are ongoing and upcoming initiatives to reform or redraft some of these policies and legal frameworks (labor law, National Youth Policy, National Employment Policy). However, the appropriate GoSL agencies are not always involved in this exercise.<sup>35</sup> It is very difficult to conclude whether or not the government agencies lack planning and programming capacities, as most of the programme design and planning for youth employment takes place under the technical leadership of donor and United Nations agencies. This bypasses the relevant local institutions. This on one hand undermines and under-utilizes the existing capacity. On the other hand, it also deprives the respective institutions from getting the benefit of capacity building through practice. During meetings and interviews between senior GoSL officials and the consultants, it was not very apparent whether all GoSL respondents had a clear understanding of all the issues and needs of the youth employment sector.

Sierra Leone is largely donor dependent and severely lacks its own resources to finance and manage development projects. Thus, there is very limited capacity on the part of the government to finance youth employment initiatives. Thus, there is no option but to seek donor assistance. The country's current PRSP II puts a strong emphasis on youth employment, which makes this sector one of the priority areas for potential donor assistance. This is also indicative of the government's high commitment. The country's fiscal and other policies intended to attract more FDI to the country also seem to put emphasis on employment creation. Agencies like SLIEPA identify the local employment generation potential as one of the criteria for any FDI initiatives in the country. The recent agreements between ADAX, the London Mining Companies and the GoSL are some examples of considering employment issues in negotiations with external actors.

At the system level, there is a lack of a proper monitoring and evaluation system and practice. At the conceptual level, it seems that 'monitoring' is being understood as a tool for 'control', which creates a barrier between employers and the respective GoSL line agencies.<sup>36</sup> The absence of proper coordination and cooperation mechanisms among the sector players leaves the sector operating in a fragmented manner without coordination. In such a situation, the possibility of duplication and overlap between interventions from different agencies, which leads to wastage and an ineffective use of resources, cannot be avoided.

At the structural level, the public sector stakeholders of the youth employment sector are logistically and motivationally in a highly challenging situation. The government line ministries and other structures are too old to cope with the current needs and challenges of the 21<sup>st</sup> century. Lack of personnel, logistics, physical facilities, and operating funds are structural problems which most of the government agencies in SL are facing. These generic structural issues cannot be corrected at one individual institutional level or one programme sector level. Rather, they need to be looked at from the perspective of the whole country and the public sector administration system as a whole. Many of the institutional capacity issues are linked to the broader Public Sector Reform Agenda and cannot be dealt with at the individual institutions level. The

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<sup>35</sup> For example, the labor law is being revised but MoESS (the line ministry for the labor issues) which is not in the lead role of this process and feels excluded in the process.

<sup>36</sup> For example, MoESS intends to control the total recruitment of the private sector by asking them to go through the ministries recruitment process for all recruitment.

GoSL is in this context working towards sectoral reforms in the country under the leadership of the President's Office. Public sector reform is one of the key parts of this initiative. Therefore, the changes to be introduced by the Public Sector Reform Unit (PSRU) at the Office of the President need to be taken into consideration. Under the public sector reform initiative, the line ministries are going through an institutional reform process. Some have completed the development of their change management plan already and have also started its implementation. However, the ability to finance these plans is a real challenge. There is a resource struggle among different line ministries to get funds for the reform agenda from government resources.

From the perspective of human resources, capacity gaps observed were both in terms of quantity and quality of personnel available within the public system. Most of the public sector agencies are understaffed. The attraction and retention of personnel in the government agencies is one of the major problems of the country. Under the PSRU initiative, MoESS has received approval to fill some vacancies and create new positions. However, ministry officials were not very sure whether they would be able to attract enough applicants for the positions that they were about to advertise. The government service<sup>37</sup> holds less attraction for qualified civil servants. The service also faces difficulties in retaining staff with potential and competence. This issue is more systemic and forms part of the broader public sector challenges. There was also a gap in their experience levels in terms of managing large scale employment initiatives on their own.

It has been noticed that most of the non-state actors (such as international agencies and NGOs) lack capable and experienced human resources. However, looking into the personnel situation from the view point of attracting and retaining staff (in several UN and other donor agencies, INGOs and national agencies like NaCSA, SLEIPA, and SLRA), the mission felt that there is a pool of capable human resources available in the country even if the pool is small in size. These institutions are managed by qualified local human resources who are locally hired. None of the agencies interviewed by the consultants have faced a non-availability of adequately qualified human resources in response to their vacancy calls at junior and middle levels. Local human resources seem to be gradually building up at the senior level. The growing NGO community in the service delivery role also seems to contribute to the development of a new generation of a qualified and experienced human resource pool in the country. The main shortcoming here seems to be a lack of adequate interventions to enlarge this pool and a growing tendency of personnel to leave the government service to join the non-state sector for better service conditions and a better working environment.

## **5. Current employment programme actors/potential partners**

### **5.1. Actors/potential partners**

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<sup>37</sup> The mission gathered that this is mainly due to poor operating conditions and the low level of the remuneration package.

The actors involved in employment creation and income-generation activities span the whole spectrum. They include public sector or governmental organizations (like NaCSA and SLRA), the private sector (like employers), district local councils, NGOs (COOPI, youth and women's associations), bilateral bodies and donors (like GTZ and the World Bank), international organizations within and outside the UN system, and civil society groups (like youth associations). Some of the programmes involve more than one type of actor and combine international, national and local level actors.

It is not always apparent if the institutions are undertaking programmes or activities within areas which fall within their trajectories of comparative advantage. For example, in Programme 19 of the UN Joint Vision, most of the UN organizations (such as UNDP, ILO, UNIDO, UNIFEM and UNESCO) involved have planned some form of skills training, irrespective of their field of competence and mandate.

#### *5.1.1. Identified gaps—issues of coherence, coordination and collaboration*

There is no structure to ensure the collaboration and coordination between these diverse actors and institutions, programmes and projects on employment. However, there is an inter-ministerial steering committee on youth employment which is hosted by the Youth Employment Scheme secretariat at the Ministry of Education, Youth and Sports. It brings some of the actors together, such as line ministries, UN bodies, NaCSA and NGOs, but this has not yet translated into a real coordination or work coherence in dealing with the youth unemployment challenge. It does not currently appear to consider any issues beyond those covered by the Youth Employment Scheme. Perhaps the coming into being of the National Youth Commission will facilitate such coherence. Within the UN system, some effort is currently being made within the UNCT to collaborate at least in the elaboration of the interventions under Programme 19 (Youth Empowerment and Employment) in the UN Joint Vision document.

Employment support services are scattered throughout the different government ministries and other public structures and have hardly any links between them and their diverse interventions. This inhibits their impact considerably. The effective functioning of the National Youth Commission in terms of meeting its role of coordinating diverse interventions on youth will be pivotal in ensuring this coherence and collaboration at least in the field of youth employment.

## **6. Recommendations**

### **6.1. Policy level recommendations**

#### **Policy Framework**

1. Finalize and promulgate urgently an **employment policy** and legislative framework for employment promotion, planning action, resource mobilization and guidance.

2. Review the **vocational training policy** so that it reflects the labour market skill needs and demands. This policy should ensure coherence with the employment policy.
3. Develop an **SME policy** and ensure its linkage with the employment policy; establish an SME promotion **agency** and carry out an **SME survey**.
4. Review the **procurement policy** and legislation to ensure that they encourage the procurement of local materials.
5. Examine the proposed **revisions of the land tenure system** to assess its likely impact on job creation in the agricultural sector and its relation to international labour standards.
6. Revise the **cooperative law** and policy (ILO's technical assistance from its cooperative development unit has already been sought by the government).
7. Examine the implementation of the **decentralization policy** for its employment generating potential.
8. Assess **investment and trade policies**, specifically for their potential to positively impact the quality and quantity of employment opportunities.
9. Build the relevant governmental structures' negotiating capacities.
10. **Review existing and new policies** and laws to ensure that they are not at variance with promoting the quantity and quality of employment.
11. Monitor the **employment-sensitivity of aid flows** and investments.
12. **Rebrand** Sierra Leone as a safe destination for investment to generate more jobs.
13. Carry out a national **labour market survey** urgently. In the interim, opportunity mappings, area potential surveys and a key informant system can generate labour market information.

#### **Institutional capacity**

14. Support the **Ministry of Employment** with the implementation of its **restructure strategy** and to develop its key functions.
15. Strengthen the **tripartite structure** of representatives of workers, employers and governments.
16. Launch a capacity-building process of the **National Youth Commission**.
17. Establish a **Private Sector Development Foundation** as the umbrella organization for the multiplicity of private sector organizations (as advised in the Agenda for Change) in order to facilitate negotiations with private sector employers in relation to employment promotion issues.
18. Strengthen the **Youth Employment Technical Group** through training in the UN Policy on Post-conflict Employment Creation, Income-Generation and Reintegration and in the Operational Guidance Note.

## **6.2. Programming recommendations**

### **Strategic**



1. Set up a **high level national employment promotion forum** to raise the profile of the employment challenge and secure commitment of stakeholders and donors.
2. Support a **forum of NGOs** working on youth employment activities.
3. Though delivering through non-state actors is inevitable, ensure the **engagement of state actors** despite their capacity challenges.
4. Take a **sector by sector approach** to address job creation mechanisms through the identification of skills shortages.
5. Fully examine the **potential of public-private partnerships** in generating employment opportunities<sup>38</sup>.
6. Put an emphasis on **labour demand** interventions instead of focusing exclusively on the supply side.
7. Interventions should recognise that **‘youth’ is not a homogenous** group and should target females and males, disabled and different age groups (15-19, 20-25, 25-30, 30-35) more precisely.
8. Establish strategic **inter-linkages** between the various micro-level interventions.
9. **Gender mainstreaming** should ensure that the employment needs and potentials of women as well as men are identified and their associations are consulted in designing the respective programme. This helps to ensure that their concerns – in terms of access to and control over resources, practical and strategic needs, constraints and perceived opportunities – are taken into account. Gender mainstreaming should thus not be confined to only considering the number of women and men targeted by the programme. Women and girls can also be counselled to opt for more diversified jobs like engineering, road maintenance work, electrical work, plumbing, taxi driving, driving of tractors and harvesting instead of only soap making and “gara<sup>39</sup>” tie and dye processing.
10. Gender mainstreaming should also entail measures to reduce the burden of reproductive labour which tends to be shouldered by mainly women in a traditional society like the chiefdoms in Sierra Leone. Child care services are thus vital. Because of heavy reproductive labour, mobile training may be more preferable to institution-based training if women are to benefit from it. A gender analysis that informs the programmes is a *sine qua non* to the realization of the above in terms of gender mainstreaming within the programmes. From a capacity building perspective, attracting women into non-traditional occupations and trades needs to be given priority by support services. The economic empowerment of women, along with social and political empowerment, is very vital for Sierra Leone in this post-conflict period as it presents an opportunity to establish a new social order based on gender equality and justice principles.
11. In an age of gender budgeting, an effort could be made to identify the portion of the budget spent in each programme on women/girls and gender equality concerns. Such gender mainstreaming should also entail associating men in the gender considerations of the programme so that they can appreciate the constraints and special needs of women. Thus, not only women’s associations but also men’s

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<sup>38</sup> A good example in Liberia is the Buchanan Private Sector Forum. Major enterprises in the Buchanan locality came together to issue a communiqué on how to absorb some of the unemployed people in the area, for example through on-the-job-placements. One of major enterprises (Buchanan Renewable Energy) took a number of unemployed ex-combatants for on-the-job placement in the company and later was able to absorb several of them (see Date-Bah, 2010).

<sup>39</sup> This is tie and dye cloth.

groups should be consulted and sensitized. “Making women’s issues men’s concern” is a prime need for gender mainstreaming.

### Scope

12. There is need for a **comprehensive effort** in the form of, for example, a national youth employment programme (NYEP)<sup>40</sup> with the potential to positively influence the country’s huge unemployment problem. In a few countries where this exists, for instance in Ghana, it includes a number of modules<sup>41</sup>, for example on community protection (including community policing, public arrest, crime detection, police law and general police duties), health extension, community education teachers’ assistants, youth in agriculture and agri-business, youth in information technology, youth in trades and vocation (including grass-cutter production, mobile phone repairs and assembly, bamboo processing, shea nut processing, and dress making), youth in security (including prison service, fire service and immigration), youth in afforestation, and youth in the film industry. These modules are based on the needs identified in each community. Such a programme should be characterised by flexibility so as to permit districts to add new modules, depending upon emerging needs, to the original set. All modules include vocational training as well as actual job immersion and micro-credits. A national youth employment fund is being established to ensure long-term funding for the programme. Sierra Leone can learn from such experiences, especially of its neighbours<sup>42</sup>.
13. Up-scale and **replicate the successful** experiences among the current interventions including those by GTZ, UNIDO, NaCSA, UNIDO’s growth centres, GTZ’s youth resettlement scheme, IRC’s micro-franchise and the implementing partners in the YES programme.

### Monitoring, evaluation and lessons learned

14. Put more emphasis on **monitoring and evaluation** of the interventions to be able to refine and **strengthen** the employment programme models for greater impact.
15. **Assess impact** of the employment promotion programmes not only by outputs, but include ripple effects and the attraction of support from other institutions.
16. Better **document and disseminate** successful employment programme experiences, not only by the UN system but also by other bodies in the country.
17. The beneficiaries of the programmes require a **stronger follow-up** to resolve problems in trying to find or start income-generating activities.
18. The UN family can work with the **government** (Ministry of Employment) to **monitor and coordinate** the diverse job creation interventions and compile and disseminate lessons learned to stimulate other interventions.

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<sup>40</sup> This should be different from the current Youth Employment Scheme which is mainly a collection of very small interventions without much linkage between them for greater impact.

<sup>41</sup> Initially they were eight but have grown to be 19 by 2010.

<sup>42</sup> M. Bokor: Moving the National Youth Employment Programme (NYEP) forward (July 2010).

19. ILO and UNDP can compile **examples of job promotion** and income generating programmes of the different tracks to inform/stimulate others to adopt similar relevant interventions.

### Communications

20. **Disseminate publicity** on the successful interventions to galvanize more action and support.
21. Sensitize more actors so that they will be able to adopt and **replicate** the successful models.
22. **Sensitize youth** about potential and emerging productive fields for jobs in rural areas.
23. **Strengthen** the employment exchanges under MoESS so that it can play a crucial role in linking job seekers to actual employment opportunities and relevant skills training.

### Recommendations for the UN Post-Conflict Employment Policy Framework:

#### Track A

1. Track A interventions are **still relevant** (short-term interventions like cash-for-work and other employment intensive works) as the economy is only recovering slowly, which adversely impacts the employment situation, especially of young people. Although these measures are only temporary and, as observed by the youth themselves (the Youth Coalition), they “need a sustainable solution to their unemployment plight rather than short-term respite” which will soon return them to their status quo ante and re-kindle their frustration and potential threat, the mission is of the view that track A elements have the potential to later facilitate beneficiaries’ entry into more sustainable jobs and thus prevent their return to unemployment. Among such elements is the provision of skills in demand and SME training to the youth while they undertake cash-for-work employment. Furthermore, these programmes can support the youth to form productive groups for the maintenance of roads and for the production and repair of tools. That way, they can gradually move from temporary work to more medium to long-term employment. The communities in which cash-for-work programmes are implemented can be regarded as catchment areas for selecting people for skills training.
2. Support track A **participants to graduate** from temporary work to medium to long-term options through integrating skills training and other forms of assistance.
3. Carry out a localized **opportunity mapping** to inform training and SME development and other measures.
4. **Consult youth groups** (like the Youth Coalition) in the design and implementation of interventions as they are more knowledgeable about their needs and choices.

#### Track B

5. Strengthen the **informal and SME economies** to boost employment and income-generation potential (through business development services, SME training, finance, marketing, and strengthening of

business associations). The formal sector – civil service and large enterprises – is very small, and, therefore, most of the employment promotion will have to target the informal and SME sectors.

6. **Offer demand-driven skills** training (e.g. mobile repairs, road construction supervision and maintenance, specialized carpentry/furniture making, arc welding, block making, floor tiling, repairs of tractors, driving of agricultural machinery, food processing and value chains).
7. **Scale up and replicate** successful small-scale interventions.
8. Place more focus on **vulnerable groups** (e.g. disabled).
9. Support the government in strengthening its negotiation power in **overseas employment** programmes.
10. Support and establish **job placement** schemes through Government agreements with the private sector and through government quota on public works schemes.
11. Facilitate complemented career advisory services with **job fairs** and “milk” rounds.
12. Enhance greater **synergies of track B** interventions to generate economies of scale and mutual support.
13. **Strengthen linkages with track C** interventions to improve sustainability.
14. Facilitate systematic **information sharing** on successful employment promotion programmes and projects to stimulate local and national actors to embark on similar endeavors.
15. Supplement micro-level interventions by also having larger and **more comprehensive** programmes, encompassing all three tracks of the UN post-conflict employment policy for a serious attack on the country’s alarming employment situation.

### **Track C**

16. Revise the existing **policy environment and legal frameworks** for employment promotion as they are either too old or not comprehensive and require major revisions; identify policy gaps that need to be filled.
17. Establish an **employment policy** to provide the framework for planning, resource mobilization and guidance, and to facilitate a comprehensive and coherent approach towards employment promotion.
18. Develop a more targeted **youth employment** programme to accompany the National Employment Policy.
19. **Scrutinize the employment sensitivity of draft national policies and laws** (such as on trade, fiscal regimes, investment, mining, agriculture, land tenure, transportation networks, and infrastructure development) to identify their employment promotion potential (quantity and quality).
20. Support MDAs, social partners and other actors in **revising minimum wage** legislation.
21. Carry out a **labour market survey** as current core data on the employment situation are lacking. Undertake an **opportunity mapping** or area potential survey in the interim.

22. Strategically target **sectors** with high employment generation potential (agriculture and agric-processing, infrastructure works, manufacturing, fisheries, transportation), both directly and through value chain linkages.
23. Accelerate efforts to strengthen the **Ministry of Employment, Labour and Social Security** to fulfill its role in employment promotion and monitoring.
24. Promote easier **access to financial means** for value adding enterprises in food processing and road construction which in turn facilitate access to markets for agricultural produce.
25. **Conduct gender audits** and **gender budgeting** as an integral part of the monitoring and evaluation of all employment and income-generation programmes in the different tracks.

### **6.3. Recommendations on a capacity development strategy (focus on 2010 and beyond indicating what, who, how, when capacity development interventions should take place)**

1. All capacity development interventions should address the **systemic, skill-related and structural** aspects of the target institutions to make capacity development complete and sustainable (tracks C & B).
2. Capacity building should not only target national MDAs but also the weak district councils (track C), which will enhance the latter's ability to embark on more local level employment generation programmes to absorb some of the unemployed in their localities.
3. Considerable capacity building of the **new National Youth Commission** (track C) will be necessary as it lacks the requisite capacity to be able to play its role effectively without support.
4. The **key stakeholders** should include supply side institutions such as youth and women's associations, coalitions and groups at central and district levels as well as demand side institutions (the employers).

A thorough institutional capacity building **needs assessment** should be made mandatory before designing capacity development interventions for specific agencies (youth and women's associations, coalitions and groups, track C). External experts of the employment **programmes should adopt** an **approach of 'working with'** instead of 'working for' GoSL counterparts and other local implementing partners. Programme design should intensify the involvement of staff of counterpart agencies. This will create an environment in which learning by doing can occur. Having a local counterpart for each TA (international) position from the implementing agency should be made mandatory for every donor project.

5. UN structures on the ground are quite **small in terms of staff numbers and logistics**; this can be a major constraint in implementing their components in Programme 19 of the Joint Vision, unless more support is received.
6. Capacity development involves a multi-dimensional agenda for the promotion of youth employment in Sierra Leone. The capacity development strategy needs to address the capacity building issue across both state and non-state institutions as they have different roles at different levels. The strategy also needs to consider the different institutional aspects of capacity building, such as policy planning, programme designing and operational management, and employment promotion from the

perspective of both the supply side and the demand side. The mission suggests the following strategic direction for capacity development to be adopted by the donors, UN agencies and the GoSL while designing and delivering capacity development activities for the promotion of youth employment in Sierra Leone:

- Identification of key stakeholders: the key stakeholders for capacity development for youth employment should include supply side institutions at central and district levels and the Ministry of Employment and Social Security as well as demand side institutions such as employers.
- Engagement of youth in the process: the choice, motivation and interests of the potential participants regarding their preference of enterprise or trade become key factors to be considered for capacity development. Therefore, the strategy should always consider this aspect too. Youth associations, youth coalitions and other youth groups should be included as key stakeholders and used for promotional and motivational aspects as well for identifying potential trade and enterprises for the targeted youths.
- The current scattered approach of episodic interventions for capacity building is less effective in terms of promoting sustainable employment for youth. Therefore, a comprehensive and collective capacity development plan that covers all key stakeholders is required. A strategic guideline for GoSL agencies at the national and local level is needed to make sure that the designed capacity development activities are geared towards sustainability.
- The external experts of the employment programmes should adopt an approach of ‘working with’ instead of ‘working for’ local stakeholders while working in association with GoSL counterparts and other local implementing partners. The programme’s design should intensify the involvement of staff of the counterpart agencies.
- At the level of the GoSL, the ‘youth employment’ function is not clearly mandated to one single agency. This situation creates confusion and competition among different agencies in relation to this function. In order to build youth employment capacities and deliver programmes effectively, the GoSL needs to establish a central coordination mechanism with clear ownership and commitment of all GoSL agencies involved in the sector.
- A thorough institutional capacity-building needs assessment should be made mandatory before designing any capacity development interventions for any specific agencies.
- All capacity development interventions should address the systemic, skills-related and structural aspects (as already spelled out in section 4.4.3.) of the target institutions to make capacity development complete and sustainable. Addressing only one aspect of the institution’s capacity does not make it effective.

***The table attached in annex 2.b provides an overview of the required strategic capacity development interventions for the different institutions of the sector and a capacity development strategy recommendations.***

#### 6.4. Recommendations for UN Joint Vision Programme 19—Youth Development & Employment<sup>43</sup>

Programme 19 is a joint vision but not fully a joint programme. Although it is an effort to respond to some other gaps identified above, it consists of several micro project interventions (with each UN agency having its own) rather than being a bold comprehensive and integrated response. **Programme 19 cannot cover everything** as there are complementary activities by other institutions in the country and also other **Country Programmes** of the UN agencies. Links between them however require close consideration and should be spelled out.

##### General

1. Reinforce the promotion of employment as a **cross-cutting issue** which permeates most programmes in the UN Joint Vision and strengthen macro-economic policies, including fiscal policies and sectoral policies on trade, mining, infrastructure development, export promotion, land tenure and investment.
2. The **synergies between the different interventions** have to be clearly spelled out to enhance the transformation into one coherent and comprehensive programme.
3. Mainstream the consideration of the **quality of jobs**, in addition to the current emphasis on the quantity of jobs, to avoid exploitative or unsafe jobs.
4. Apart from UNIFEM components, better articulate **gender mainstreaming** to encompass more than gender disaggregation of beneficiaries; also focus on social and other support to enable women to participate as much as men in the interventions. Request a UNCT gender specialist to examine the proposed interventions to reinforce adequate coverage of gender issues.
5. Document **good practices** from Programme 19 activities and disseminate information about them to stimulate replication.
6. Provide scope for regular direct **consultation with youth** rather than only liaising with the government.
7. Ensure that the proposed interventions reflect each agency's comparative advantage and strength on the ground. Within the UN family, ILO has extensive experience in employment issues while UNDP's comparative advantage lies in its extensive field presence and in capacity building.
8. **Prioritizing criteria** will be needed if the funds available do not cover all proposed interventions of Programme 19.

##### Tracks

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<sup>43</sup> Because the mission's team devoted a lot of time to reviewing Programme 19 (Youth Development and Empowerment) of the UN Joint Vision, they make specific recommendations pertaining to this programme.

9. The **linkages** and connectors between track A and B interventions need to be further developed as an integral part of the programme implementation strategy.
10. **Many of the interventions** in Programme 19 relate to track B but they are **small interventions** which need up-scaling, consolidation and replication.
11. **More track C measures** are needed to finalize the formulation of an employment policy, including up-to-date baseline data/statistics on labour market gaps; a revision of the labour law, minimum wage standards and severance package; the strengthening of tripartite institutions and their involvement in employment-related policy development; technical support to the Ministry of Employment; the strengthening of private sector associations; and technical support.
12. The following areas are suggested for **immediate focus**: track A: solid waste collection and management, labour-intensive community infrastructure development; track B: agriculture (e.g. cocoa), agro processing, mobile phone and tractor repairs, micro-franchising, food packaging, SME start-up and strengthening, sector specific skills training; track C: opportunity mapping or area potential surveys (prior to a full-scale labour market survey).
13. **A sectoral grouping of training** measures in the different track B interventions may help to reduce overlaps.
14. Expand track B interventions to disabled persons and other **vulnerable groups** and replicate successful experiences, such as the WB/COOPI project targeting disabled youth in the Kono and Western area.
15. Apply **enough scope** to sectoral interventions in the different tracks to contribute significantly to employment generation.
16. Strengthen the coordination between **UN bodies and the Government** with regards to employment programmes and set up fora to share experiences and to build on what works.
17. Develop synergies **with other programmes**, such as the Joint Vision Programme 4 on a national agricultural response (WFP & FAO - tracks A & B), Programme 12 on data collection, assessment and planning (track C), Programme 17 on promoting gender equality and women's rights (tracks C and B), Programme 18 on rural community empowerment (track B) and Programme 21 on environmental cooperation for peacebuilding (track B), and with the World Bank funded cash-for-work intervention handled by NaCSA (track A).
18. Instead of the current scattered approach of episodic capacity interventions, develop a comprehensive and **collective capacity development plan** covering all the programmes' interventions and key stakeholders (track C).
19. Address **individuals' capacity** building and logistic aspect in local implementers and partners (tracks C & B).



20. Tone down the tendency towards high 'international' input for more **skill transfer** which can generate significant institutional competences. International agencies should emphasize their role of supporting and strengthening interventions, rather than assuming control over them (this could also deflate costs).

#### 6.5. Resource mobilization strategy

1. **Existing funding** sources will continue to be indispensable to funding employment creation programmes.
2. Establish an **employment promotion fund** with a country level steering committee to supplement existing funding sources and efforts.
3. Government agencies like **DACO/MoF should take the lead** in technical support provided by the UN Country Team.
4. Organize a **donor appeal** to raise the profile of the employment challenge and to be able to mobilize the required multi-donor funding.
5. Address **donor preferences** – some donors prefer track B while others prefer track A activities.
6. Funding **contributions from the Government** (such as from its development budget) and the local private sector also need to be mobilized and highlighted, which will in turn attract more donor support.
7. The **UN Country Team** can find resources from existing funding mechanisms.
8. **Local offices of the UN** like UNIPSIL, UNDP, UNIDO, ILO, FAO, UNIFEM, and UNESCO can also make contributions to the employment promotion fund.
9. **New external donors** should be explored, for example the Islamic Bank (infrastructure development), the EU and the World Bank (labour-based feeder roads), and the African Development Bank (road maintenance training and equipment).
10. Follow-up on the '**London Meeting** on Sierra Leone' with EU, DANIDA, DFID, FINIDA, NORAD.
11. Seed money resources need to be mobilized by **UNDP/BCPR and ILO/CRISIS** for the UN Policy on Post-Conflict Employment Creation, Income-Generation and Reintegration roll-out interventions.
12. Advocacy for **additional funding from the PBF**.
13. **Advocacy at the MDG Review Summit** for funding to accelerate progress towards the MDGs in the country.
14. Participation in the Gleneagles scenarios to **demonstrate Sierra Leone's capacity to absorb additional aid without detrimental macro-economic effects**.

## 7. Conclusion and road map for follow-up

The huge unemployment/underemployment challenge in Serra Leone is a multi-sectoral one that requires diverse interventions across the three tracks of the UN Policy on Post-conflict Employment Creation, Income-Generation and Reintegration. This policy includes short-term track A activities, medium-term track B activities on the local level such as demand-driven skills training, entrepreneurship and food processing activities and institutional capacity building measures, as well as track C measures like filling policy, legal and data gaps.

It also requires input from many actors, both micro and macro-level interventions, rural and urban. It is clear that a greater coordination between these different actors – international, bilateral and other donors, MDAs and civil society groups at the national and local/district levels – is critical to effectively increasing employment creation and income-generation to absorb the large numbers of unemployed and underemployed people in the country. It is hoped that this report will supplement the other relevant materials on the country to promote in-country dialogue and advocacy regarding the question of how to tackle the country's employment challenges through a combination of interventions, long-term policy and capacity building, local-level medium-term development, and short-term measures, namely tracks C, B and A of the UN Policy on Employment Creation and Income-Generation in the post-conflict context. This will also provide an appropriate framework for mobilizing the necessary resources and international support to be able to scale up and effect the needed action and impact.

In addition to the recommendations proposed in the preceding sections, the following follow-ups should be considered as an integral part of the road map:

In terms of “where we are”, the preceding analysis has indicated that some programme effort has been invested in employment promotion, especially for youth in the country. However, there are some gaps to be filled. The recommendations provide proposals on concrete policy, institutional, programming and other interventions within the three tracks of the UN post-conflict employment policy and with regard to how to approach them to attain the goal of tackling, in a significant manner, the country's colossal employment challenge.

### a) Proposed road map on strategic interventions for 2010-2012

This section provides a roadmap (in a brief summary table) in terms of some of the strategic interventions to focus upon and when and by whom they should be implemented during the next three years.

Interventions	Relevant Track of UN Post Conflict	Time frame	Who should do it?
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Opportunity mapping in several districts to identify immediate and potential opportunities for employment absorption	B & C	2010	District councils, Ministry of Employment and Social Security with other line ministries, supported by UNDP, ILO & bilateral organizations (e.g. GTZ)
Labour market survey	C	2011	Statistics Sierra Leone, MOESS, supported by ILO, UNDP, & the World Bank
Finalization of draft & adoption of employment policy and labour law reform	C	2010	Ministry of Employment and Social Security with other line ministries, supported by ILO
Inter-ministerial, social partners and donor coordination body on employment promotion in Sierra Leone	C	2010	President's Office, supported by MOESS, other line ministries, Youth Coalition, Women's Forum, SLLC, Employer's Federation, Private Sector Foundation, supported by ILO & UNDP
District coordination body on employment	B & C	2010	District Council with all relevant stakeholders at local level
Formulation of a National Youth Employment Programme (NYEP), informed by results of an opportunity mapping & labour market survey	C, A & B	2010–2011	President's Office, MOESS, Ministries of Education, Youth & Sports and other line ministries, social partners, Youth Coalition supported by UNDP, ILO, UNCT, donors and NGOs
Mobilization of funding for NYEP and commencement of implementation	C	2011–2012	President's Office, MOESS, Ministries of Education, Youth & Sports and other line ministries, social partners, Youth Coalition supported by UNDP, ILO, donors and NGOs
Assessment of employment initiatives in the country and documentation of lessons learned for their dissemination and replication in more parts of country	B & C	2010	ILO, UNDP, UNIDO, UNCDF with line ministries, NGOs and district councils
Finalization of a new vocational training and education policy	C	2010	Department of education, other line ministries & NGOs, supported by ILO, UNDP, UNESCO and donors, and vocational training institutions.
Reform of training curricula, and upgrading of existing TVET facilities in the country	C & B	2010–2012	
Identification and design of more short-term combined with medium-to-long-term employment programmes	A & B	Immediate	District and city councils, youth groups and NGOs at local level
Institutional face lifting and working equipment (central and local) for MoESS to play	B & C <sup>44</sup>	2010–2011	Line ministries and district councils, NYC, private sector associations <sup>45</sup> , social partners, with donors and UN bodies

<sup>44</sup> A type activities are more episodic and temporary and require less permanent logistic and other facilities.

the role as a key GoSL stakeholder in employment promotion activities			
Institutional strengthening of NYC, including considering the setup and strategic planning support as a start-up before embarking the programme on them.	C	2010–2012	NYC, World Bank, UNDP & other UN bodies, bilateral and other donors
Resource mobilization externally and internally for employment promotion in SL	A	2010–2012	President's Office, line ministries , bilaterals and other donors supported by UNCT

### **b) Road map for the implementation of the UN Policy on Post-Conflict Employment Creation, Income-Generation and Reintegration in each country**

1. A joint **donor-government coordination** mechanism should be designed and placed at the initial phase of roll-out with a key government agency in the lead role.
2. Establish a **UNCT focal person** for the policy roll-out.
3. UNDP/BCPR and ILO (CRISIS) should set up a **resource envelope** to initiate the implementation plan.
4. **A training workshop** on the OGN for UN field staff and governmental and other institutions should be organized. Even though the UN policy was adopted in 2008 and the OGN in 2009, very few UN staff in the field and headquarters are aware of it.<sup>45</sup>
5. Carry out a **preparedness assessment** and status overview of the youth employment sector.
6. Disseminate the **assessment report** to UN bodies, government ministries and local and external offices of donors in the country.
7. Document and disseminate concrete **examples of successful track initiatives** from other post-conflict countries.
8. Formulate interventions to fill the identified **gaps** and areas to be **scaled up** or replicated.
9. Develop the **policy implementation plan** with key stakeholders and include the conceptualization of a comprehensive youth employment project and a multi donor trust fund.
10. **Consolidate the UN Joint Vision Programme 19** on youth employment and development.
11. Carry out a **follow-up review** of synergies and compliance with the policy framework.

<sup>45</sup> The current national level agencies do have a minimum level of enabling physical setup; however, upgrading may be required.

<sup>46</sup> In a recent regional workshop in Ghana, attended by 35 staff mainly from UN offices and programmes in several post-conflict countries in Africa, only 2 of the participants admitted that they had heard about the UN Policy on Post-conflict Employment Creation, Income Generation and Reintegration.

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**Annex 1: Matrix of On-going and Up-coming Employment Creation, Income-Generation and Reintegration Programmes in  
Sierra Leone<sup>47</sup>**

March 2010

Programme Title	Actors involved	Donor/ Budget <sup>48</sup>	Objective/s	Target groups: Percentage women; Percentage youth	Sector	Geographical coverage	Expected outcome/s	Starting & ending date
<b>Track A</b>								
<b>Emergency Temporary Employment</b>								
Youth Opportunities Project—Cash for Works	World Bank, NaCSA, Youth Groups	World Bank US \$ 10 million	Create short-term employment opportunities through rehabilitation &/or improvement of key infrastructure in road rehabilitation & maintenance; agriculture; & renewable energy; Assist vulnerable households to access temporary employment opportunities with priority given to food insecure areas & vulnerable population groups in those areas.	Youth	Infrastructure public works		Number of person days employment created	2010 for three years
Quick impact	ILO	12,271,000	Rapid job creation for	Youth			1,200,000	2010 for

<sup>47</sup> Full information could not be obtained for all the programmes and projects summarized in this matrix. Therefore, there are gaps in some of the entries.

<sup>48</sup> No information was obtained on the extent of disbursement of the programme funds. Thus this cannot be reflected here.

employment intensive programme (QEIP) for youth in Sierra Leone: Component 2 – Quick impact job creation for youth through labour intensive public works.			youth through labour intensive infrastructure development – e.g. feeder road rehabilitation works undertaken by previously trained labour based contractors, various public and community works to generate paid temporary work in dry season. Public building construction/rehabilitation, solid waste management through public-private partnership.				person days jobs created in three years; 820,000 person days jobs created in three years.	three years
<b>Targeted Livelihoods and Self-Employment Start-Up Grants<sup>49</sup></b>								

<b>Programme Title</b>	<b>Actors involved</b>	<b>Donor/ Budget</b>	<b>Objective/s</b>	<b>Target groups: Percentage women; Percentage youth</b>	<b>Sector</b>	<b>Geographical coverage</b>	<b>Expected outcome/s</b>	<b>Starting &amp; ending date</b>
<b>Track B</b>								
<b>Local Capacity Development</b>								
Kenema District Recovery Programme	UNCDF		Build capacity of local council for service delivery & local economic development			Kenema		

<sup>49</sup> No information was collected on programmes /projects on targeted livelihoods and self-employment start-up grants which could be reflected in this section.

	Etc...							
<b>Community Driven Recovery<sup>50</sup></b>								
<b>Local Economic Recovery</b>								
Infrastructure development	Office of the President, World Bank	World Bank, US \$49,790,000	Rehabilitate 600 km of roads		Transportation & infrastructure		Infrastructure for private sector development & rural services etc.	2005 – 2011
Quick impact employment intensive programme (QEIP) for youth in Sierra Leone: Component 1 – District level – economic recovery to enable job creation.	ILO	US \$2,885,000	Enable the major economic and social actors and the district councils to jointly design their development agenda and implement it in a coordinated manner and focus on improving the capacity of local enterprises to create more jobs for youth ; Ensure that labour intensive activities (e.g. road and public buildings construction/rehabilitation & waste management ) are tailored to local economic recovery needs; Though implemented at local level, will maintain links with national MDAs and will feed lessons into national policies & plans.	Youth – male & female	Rural development and infrastructure development	Pujehun', Kenema, Bombali including Freetown	500 selected SMES trained & capacitated to upgrade quality and quantity of goods produced, create more jobs, and access basic technology, skills and credit; Leaders of small business associations trained; District Business	June 2010 – d2013

<sup>50</sup> No information was collected on community driven programmes /projects which could be reflected in this section.

							Information Centre set up to store information on local business environment and where such information can also be accessed by potential businesses and individuals.	
Quick impact employment intensive programme (QEIP) for youth in Sierra Leone: Component 3: Job creation for youth through agriculture value chain engagement.	ILO, District councils, Extension services of Ministry of Agriculture	3,434,000	Agricultural value chains <sup>51</sup> to generate decent jobs and reduce poverty		Pujehun, Kenema, Bombal & Freetown		5400 jobs to be created; New farm units established with organized groups of young people; Value chain analysis undertaken; The youth-led farms supported to	2010 for 3 years

<sup>51</sup> Value chain is a set of businesses and their interactions that bring a product or service from raw material to final consumer. It strengthens mutually beneficial linkages among enterprises so that they work together to take advantage of market opportunities.

							engage in value added from growing, to processing (packaging storing & transporting, distributing, further processing and retail.	
Mini Hydro project	UNIDO		Generate Electricity for local population and businesses				Electricity for businesses and people.	
Voluntary Resettlement & Reintegration project	GTZ	GTZ	Return into rural areas of youth displaced into urban areas by war; Stem the rural-urban migration flow; Empower youth & increase their productivity through agriculture and income-generating activities for secure livelihoods.				Support provided to 15,000 displaced youth to return to their rural communities in Kono & Kailahun Districts; Revitalization (life, productivity & growth) of post-war lifeless rural communities. Returned youth provided	2007 for 5 years

							with agricultural training, income-generating support, other inputs like drying floors, hygiene training & peace building activities ensuring inclusion in community governance & decision-making.	
Employment Promotion Programmes	GTZ, ministries, private sector & NGOs	GTZ	<p>Economical integration of youths into rural economies along value chains with access to income opportunities, infrastructure and services.</p> <p>Encourage cooperation of Government &amp; private sector actors to create vibrant rural economies to promote employment and self-employment for skilled &amp; semi-skilled labour force in the districts.</p>					

			<b>Skills Training &amp; Jobs</b>					
Skills development and employment support	World Bank, NGOs &/other selected technical agencies	World Bank, US \$8 million	Test approaches to support young individuals & youth groups with businesses or interested in pursuing business/employment opportunities through a package of technical assistance – literacy/numeracy, other life skills, apprenticeship, business development support & coaching; Provide employability support & business development around agriculture & other viable activities with market demand.	Unemployed/underemployed minimally educated Young individuals & youth groups with businesses or interested in pursuing business/employment opportunities	Agriculture & other viable areas		Provided employability support	2010 for 3 years
Youth Employment Scheme	Youth Secretariat of Ministry of Education, Youth and Sports; UNDP, ILO & Several Implementing partners <sup>52</sup>	Peace Building Fund, Irish Aid, Norway	Provide youth with income-generating activities and improved food and livelihood security through training and apprenticeships in agriculture production and enterprise development.	Young farmers assisted by training in agricultural production, distribution of agro-processing machinery	Agriculture & agri-business		20,000 youth in paid work in agriculture and other enterprises	2007 for rolling for more than 3 years <sup>53</sup>

<sup>52</sup> Action Aid, Community Action for Rural Development (CARD-SL), Christian Aid for Under-Assisted Societies Everywhere (CAUSE-SL), Child Fund, Community Empowerment and Development Agency (CEDA), Rehabilitation and Development Agency in Sierra Leone (RADA –SL), Cooperation Internationale (COOPI), Counterparts in Rehabilitation and Development in Sierra Leone (CORD-SL) Hands Empowering the Less Privileged in Sierra Leone (HELP-SL), International

				& storage; Enhance the employability of young beneficiaries through training in basic business development services (BDS) & provision of start-up kits & capital.				
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Programme Title	Actors involved	Donor/Budget	Objective/s	Target groups: Percentage women; Percentage youth	Sector	Geographical coverage	Expected outcome/s	Starting & ending date
<b>Track C</b>								
<b>Promoting an Enabling policy, legal and institutional Environment for Employment</b>								
Sierra Leone Decent Work Country Programme	ILO	Support and inform PRSP II and UN Joint Vision by focusing on 3 programme priorities –				Sierra Leone as a whole	Policies & investment programmes in key sectors effectively promote creation of	2010–2012

Education and Resource Network (IERN), International Rescue Committee (IRC), Kailahun District Development Foundation (KaDDF), Organization for Peace, Reconstruction and Development – Sierra Leone (OPARD/SL), Pujehun Youth for Development (PYD), Sierra Leone Youth Empowerment Organization (SLYEO), Wesleyan Development and Relief Agency (WeDRA), Youth Development Movement (YDM).

<sup>53</sup> We could not obtain an accurate figure on the total budget, owing to the varied sources of the funds.



		<p>1.Public &amp; private investment and policies to generate a substantial &amp; growing demand for labour &amp; income;</p> <p>2. Increased socio-economic stability &amp; higher productivity through basic social protection schemes &amp; safer workplaces;</p> <p>3. Strengthened ILO constituents effectively contribute to governance aiming for an integrated economy &amp; a healthy labour market.</p>					<p>more jobs and higher income opportunities for youth, Farmers, women &amp; vulnerable group; Inclusive youth employment through integrated supply &amp; demand side interventions; Improved working conditions &amp; coverage of workplace policies &amp; programmes on HIV AIDs etc in PRSP-priority &amp; growth potential sectors (agriculture, infrastructure, manufacturing, industry, energy, mining &amp; tourism); A restructured &amp; strengthened MOELSS is better able to coordinate labour &amp; employment issues both nationally and internationally. A restructured &amp; strengthened Sierra Leone Employers' Federation &amp; Sierra Leone Labour Congress</p>	
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Youth empowerment and employment policy & strategy – Component of Programme 19 of UN Joint Vision.	UNDP		Strengthen National Youth Commission (NYC) to play a lead role in strategic planning & policy development regarding national youth employment & empowerment interventions; NYC has sector coordination capacity at national & district levels.			National and district levels	Capacity of NYC developed for strategic planning and policy development & for sector coordination	2010-2012
Capacity Building of National Youth Commission to handle case load of unemployed young women – Component of Programme 19 of UN Joint Vision	UNIFEM					National Level	NYC with capacity to deal with unemployed young women	
Support to the National Youth Commission to establish women-	UNIFEM		Support to the National Youth Commission to establish women-specific services			National	National Youth Commission supported to establish women-specific services like women's empowerment and	

specific services – Component of Programme 19 of UN Joint Vision							leadership training	
<b>Private Sector Recovery and Development</b>								
Strengthening of strategies & policy development capacities through technical assistance in ff areas - Public private partnership, SME youth – led businesses, BDS. Training in TVET institutions, standardised skills training & certification – Component of Programme 19 of UN Joint Vision	UNDP		Strategies & policy development capacities strengthened			Western area, Bombali, Bo, Kenema, Kono, Tonkolili etc.	Relevant strategies and policy development exist	2010 – 2012

Communications network established to link up key stakeholders – Component of Programme 19 of UN Joint Vision	UNIDO		Communication network to facilitate exchange & cooperation between key stakeholders for harmonized approaches & increased possibilities for joint activities across the country.			ALL districts	A total of 26 communications network to link up key stakeholder established in all the districts	2010-2012
Material developed on HIV/AIDS for NASSIT trainers to support entrepreneurs & business development services (BDS) organizations in responding to HIV/AIDS- Component of Programme 19 of UN Joint Vision	UNAIDS		Develop material on HIV/AIDS for NASSIT trainers to support entrepreneurs & business development services (BDS) organizations in responding to HIV/AIDS			National	Material developed on HIV/AIDS for NASSIT trainers to support entrepreneurs & business development services (BDS) organizations in responding to HIV/AIDS	2010 - 2012
<b>Labour Market Mechanisms and Institutions</b>								
Institutional support &	World Bank/	World Bank US \$2 million	Support Government to operationalize the	Government to be	Government/Public	National	National Youth Commission in	2010 for 3 years

policy development	Government		new National Youth Commission to be able to coordinate youth agenda & provide policy guidance to diverse key ministries & implementing partners; Support Government to develop policy responses to youth issues through further analytical work e.g. a national labour market survey, analysis system, certification, national worker registration scheme; Support improved capacity for financial management, procurement, social accountability mechanisms & M & E including impact evaluations.	able to assist youth.	Sector		operation; Youth policies & further need analytical work like labour market survey etc	
ILO Code of Practice on HIV/AIDS in the world of work incorporated in national laws & work place	UNAIDS/ ILO		ILO Code of Practice on HIV/AIDS in the world of work incorporated in national laws & work place agreements		C	National	National laws and workplace agreements have incorporated ILO Code of Practice on HIV/AIDS	2010-2012

agreements – Component of Programme 19 of UN Joint Vision								
Ministry of employment and social security supported in reviewing the labour laws to incorporate HIV/AIDs & other communicable diseases – Component of Programme 19 of UN Joint Vision	UNAIDS		Ministry of employment and social security supported in reviewing the labour laws to incorporate HIV/AIDs & other communicable diseases		C	Ministry of employment and social security supported in reviewing the labour laws to incorporate HIV/AIDs & other communicable diseases	National	2010-2012
Labour & Factory Inspectorate of Divisions of the Ministry of Employment	UNAIDS		Strengthen Labour & Factory Inspectorate of Divisions of the Ministry of Employment and social security to integrate HIV/AIDs in their		C	Labour & Factory Inspectorate of Divisions of the Ministry	National	2010-2012

and social security strengthened to integrate HIV/AIDS in their operation ( inspectorate work)- Component of Programme 19 of UN Joint Vision			operation (inspectorate work)			of Employment and social security strengthened to integrate HIV/AIDS in their operation (inspectorate work)-		
Ministry of Health supported in reviewing the policy on occupational Health & safety	UNAIDS							
Component of Programme 19 of UN Joint Vision								
The Business Coalition and the Employers Federation membership supported to expand their	UNAIDS		Support to the Business Coalition and the Employers Federation membership supported to expand their activities beyond HIV/AIDS to include TB & Malaria			The Business Coalition and the Employers Federation members	National	2010 – 2012

activities beyond HIV/AIDS to include TB & Malaria- Component of Programme 19 of UN Joint Vision						hip supported to expand their activities beyond HIV/AIDS to include TB & Malaria		
Trade Unions & Works Councils and health and safety committees engaged in the planning & development of HIV AIDS practices- Component of Programme 19 of UN Joint Vision	UNAIDS		Engage Trade Unions & Works Councils and health and safety committees engaged in the planning & development of HIV AIDS practices			Trade Unions & Works Councils and health and safety committees engaged in the planning & development of HIV AIDS practices	National	2010 – 2012
<b>Programme Title</b>	<b>Actors involved</b>	<b>Donor/ Budget</b>	<b>Objective/s</b>	<b>Target groups: Percentage women; Percentage men</b>	<b>Policy Track</b>	<b>Geographical coverage</b>	<b>Expected outcome/s</b>	<b>Starting &amp; ending date</b>
<b>GENDER</b>								
Advocacy for	UNIFEM		Achieve advocacy for		C	National	More quotas and	2011-



more extensive public-private partnerships on quotas & training for women in mainstream industries strengthened – Component of Programme 19 of UN Joint Vision			more extensive public-private partnerships on quotas & training for women in mainstream industries				training for women in mainstream industries	2012
Gender equitable local development programme	UNCDF/U NIFEM/U NDP/ GOSL	US \$350,000	Gender budgeting, market development, skills development.		C			2010

Programme Title	Actors involved	Donor/ Budget	Objective/s	Target groups Percentage women/girls Percentage men/boys	Policy Track	Geographic al coverage	Expected outcome/s	Starting & ending date
<b>YOUTH</b>								
Youth Employment Scheme	Youth Secretariat of Ministry of Education, Youth and	Peace Building Fund, Irish Aid, Norway	Provide youth with income-generating activities and improved food and livelihood	Young farmers assisted by training in agricultural production, distribution of agro-processing	C, A & B	National & districts	20,000 youth in paid work in agriculture and other enterprises	2007 for rolling for more than 3 years

	Sports; Several Implementi ng partners <sup>54</sup>		security through training and apprenticeships in agriculture production and enterprise development.	machinery & storage; Enhance the employability of young beneficiaries through training in basic business development services BDS) & provision of start - up kits & capital.				
Youth Opportuniti es Project- Cash for Works	World Bank, NaCSANaCS A	World Bank US \$10 million	Create short-term employment opportunities through rehabilitation&/or improvement of key infrastructure in road rehabilitation & maintenance; agriculture; and renewable energy.	Youth	Infrastructur e public works		Number of person days employment created	2010 for three years
Promoting Sustainable Youth Employment	NaCSA,Yout h Groups		Support entrepreneurial development amongst rural youths especially in the area of agri	Youth groups with 40-60% women's participation			Youth groups trained in financial literacy & business development; Youth groups provided with	

<sup>54</sup> Action Aid, Community Action for Rural Development (CARD-SL), Christian Aid for Under-Assisted Societies Everywhere (CAUSE-SL), Child Fund, Community Empowerment and Development Agency (CEDA), Rehabilitation and Development Agency in Sierra Leone (RADA –SL), Cooperazione Internazionale (COOPI), Counterparts in Rehabilitation and Development in Sierra Leone (CORD-SL) Hands Empowering the Less Privileged in Sierra Leone (HELP-SL), International Education and Resource Network (IEARN), International Rescue Committee (IRC), Kailahun District Development Foundation (KaDDF), Organization for Peace, Reconstruction and Development – Sierra Leone (OPARD/SL), Pujehun Youth for Development (PYD), Sierra Leone Youth Empowerment Organization (SLYEO), Wesleyan Development and Relief Agency (WeDRA), Youth Development Movement (YDM).

			business through training in Financial Literacy & Business Development & provision of micro-grants.				grants to start or expand business.	
Skills development and employment support	World Bank, NGOs &/other selected technical agencies	World Bank, US \$8 million	Test approaches to support young individuals & youth groups with businesses or interested in pursuing business/employment opportunities through a package of technical assistance – literacy/numeracy , other life skills, apprenticeship, business development support & coaching.Provide employability support & business development around agriculture & other viable activities with market demand.	Unemployed/ underemployed minimally educated Young individuals & youth groups with businesses or interested in pursuing business/employment opportunities	Agriculture & other viable areas		Provided employability support	2010 for 3 years

Peace & development corps (PADCO)	NaCSA		<p>Provide Young unemployed graduates with an opportunity to gain experience build their skills &amp; use their energies in the development of their country.</p> <p>Support institutional capacity building &amp; address human resource gaps.</p>				<p>83 volunteer youth placed;</p> <p>Over 200 interns receive placements in local academic institutions and 2 in international institutions. With almost 40 per cent being women.</p> <p>Potential of initiative being scaled up into a National Volunteer Scheme.</p>	2004-2010
Institutional support & policy development	World Bank/ Government	World Bank US \$2 million	<p>Support Government to operationalize the new National Youth Commission to be able to coordinate youth agenda &amp; provide policy guidance to diverse key ministries &amp; implementing partners.</p> <p>Support Government to</p>	Government to be able to assist youth.	Government /Public Sector	National	<p>National Youth Commission in operation.</p> <p>Youth policies &amp; further need analytical work like labour market survey etc</p>	2010 for 3 years

			<p>develop policy responses to youth issues through further analytical work e.g. a national labour market survey, analysis system, certification, national worker registration scheme.</p> <p>Support improved capacity for financial management, procurement, social accountability mechanisms and M &amp; E including impact evaluations.</p>					
Quick impact employment intensive programme (QEIP) for youth in Sierra Leone: Component	ILO	US \$2,885,000	Enable the major economic and social actors and the district councils to jointly design their development agenda and implement it in coordinated	Youth – male & female	Rural development and infrastructure development	Pujehun, Kenema, Bombali including Freetown	500 selected SMES trained & capacitated to upgrade quality & quantity of goods & create more jobs. & be able to access basic technology, skills & credit; Leaders of small	June 2010 – 2013

1 – District level economic recovery to enable job creation			manner and focus on improving the capacity of local enterprises to create more jobs for youth ; Ensure that labour intensive activities (e.g. road and public buildings construction/rehabilitation & waste management ) are tailored to local economic recovery needs; Though implemented at local level, will maintain links with national MDAs and will feed lessons into national policies & plans				business associations Trained; District Business Information Centre set up to store information on local business environment & where such information can also be accessed by potential businesses & individuals.	
Quick impact employment intensive programme (QEIP) for youth in Sierra Leone: Component	ILO	12,271,000	Rapid job creation for youth through labour intensive infrastructure development – e.g. feeder road rehabilitation works undertaken by previously trained labour	Youth			1,200,000 person days jobs created in three years; 820,000 person days jobs created in three years	2010 for three years

2 – Quick impact job creation for youth through labour intensive public works.			based contractors, various public and community works to generate paid temporary work in dry season, public building construction/rehabilitation, and solid waste management through public private partnership.					
Multi-stakeholder programme for productive and decent work for youth in Mano River Union countries and Cote d'Ivoire	ILO/ UNIDO/UND P		Skills training, Employment services					2009 for 4 years
Quick impact employment intensive programme	ILO, District councils, Extension services of	3,434,000	Agricultural value chains <sup>55</sup> to generate decent jobs and reduce poverty		Pujehun, Kenema, Bombal & Freetown		5400 jobs created ; New farm units established with organized groups of young people;	2010 for 3 years

<sup>55</sup> Value chain is a set of businesses and their interactions that bring a product or service from raw material to final consumer. It strengthens mutually beneficial linkages among enterprises so that they work together to take advantage of market opportunities.

(QEIP) for youth in Sierra Leone: Component 3: Job creation for youth through agriculture value chain engagement	Ministry of Agriculture.						Value chain analysis undertaken; The youth-led farms supported to engage in value added from growing, to processing, packaging storing & transporting, distributing, further processing and retail.	
Youth Employment and Development in Sierra Leone Programme 19 of UN joint Vision Programme	UN system organizations	Contributions from the different UN bodies, PBF etc						2010 for 3 years



## Annex 2a: Capacity Assessment Observation Matrix

Observation Levels:

**1: Highly Satisfactory, 2: Satisfactory, 3: Moderately Satisfactory, 4: Moderately Unsatisfactory, 5: Unsatisfactory**

**Impression: Lower the score higher the capacity, higher the score lower the capacity.**

### System Capacity Assessment Analysis Matrix<sup>56</sup>

Assessment Area	Description of Desired Situation at Level 1 (Highly Satisfactory)	Policy, Planning and Management-level Government Institutions		Delivery Level Gov / Public Sector Institutions	
		Existing Capacity Rating	Impression	Rating	Impression
Policy Scenario	Sufficient and appropriate policy/legal instruments are available to allow the institutions to work for youth employment, amendments in policies /legal and timely action.	<b>Moderately Satisfactory</b>	Some of the existing policy and legal instruments (such as vocational training, labour law and minimum pay) need overall revision. Some initiatives towards this end are ongoing but need more coordination and engagement of relevant GoSL line ministries. Active engagement of senior officials of GoSL would provide 'skill transfer' effect as most of the tasks are currently being undertaken by donor consultants.	N/A	N/A
Planning Scenario	Proper planning process is in place, youth employment related planning is done on regular basis	<b>Satisfactory</b>	PRSP II has given high priority to 'youth employment' and higher level of political commitment from the current government is visible, however, need more capacity at planning level for track B and C type of interventions.	<b>Moderately Unsatisfactory</b>	The local level public sector institutions have very little practice of proactive planning at local level on promoting youth employment. In particular the district governments

<sup>56</sup> This observation is based on the findings from interviews with few line ministries and other agencies only such as (Employment Ministry, Youth, Education and Sports Ministry, NaCSA, SLRA, UNDP, UNIDO, UNESCO, SLIEPA, Labour Congress, Employers Association.

					need concept and skills in planning for 'youth employment'.
Programme Scenario	Youth employment related programmes exist, programme designs are clearly focused to identified gap and need areas of youth employment, programmes designs are evidence and learning-based	<b>Moderately Satisfactory</b>	There are insufficient programmes available to cater to youth employment, existing programmes are heavy on the side of activities of 'immediate' and 'short term' nature, there is a clear gap on creating enabling policy environment for sustainable and gainful youth employment, also the private sector needs for generating more employment are under-addressed. Need an orientation shift in the planning approach with additional conceptual capacity to address the 'long term' issues.	<b>Moderately Unsatisfactory</b>	Most of the national level programmes are designed to also reach the local level. However, district and sub-district level programmes are few in number. Most of the Track B and C type of activities are being implemented as pilot initiatives as part of national programmes in which the local public and CSO mechanisms are also involved as local stakeholders. However, locally planned programmes are not a common and regular phenomenon.
Financing Scenario	The programmes are secured from a financing perspective, opportunities for scaling-up and extensions are foreseen, resource mobilization is effective, Government's commitment on match	<b>Moderately Unsatisfactory</b>	Most of the current initiatives are at their final stage and new programmes need to be financed for 2010 onwards. There are very few confirmed donor commitments. The largest one is the WB 20 M grant support to be started on this year. GoSL has very little	<b>Moderately Unsatisfactory</b>	At local level small scale short term activities are being financed through INGOs and some donors, however they are limited in scope and coverage.

	contribution is visible with incremental trend		capacity to make significant capital investment in this sector. The funding gap in the youth employment sector is very high.		
Monitoring and Evaluation Scenario	An effective monitoring and evaluation system exists within the regular institutional framework, projects/programmes have clear feedback system from piloting and learning	<b>Moderately Satisfactory</b>	Donor initiated programmes have their own monitoring and evaluation system. Thus at individual programme level the monitoring scenario is considerably satisfactory but a consolidated and coordinated approach in the monitoring and evaluation of youth employment programmes is not yet in practice. The 'youth employment' sector of SL is scattered across various donors and government agencies and there is no effective one window mechanism for the coordination and monitoring of the youth employment activities.		
Coordination Scenario	Donor to donor, donor to Government, government to government coordination mechanisms are in practice and effective in mutual sharing and learning	<b>Moderately Unsatisfactory</b>	At central level donors' core technical group is functional and talking to each other, UN joint vision initiative have brought the different donors and UN agencies closer on the youth employment issue which has also led to a more coordinated scenario with GoSL agencies, however among the GoSL line ministries the coordination does not seem to be effective.	<b>Moderately Unsatisfactory</b>	Multi sectoral coordination mechanisms (committees or groups) are being practiced by different programme interventions at the local level, however too many structures for different and small interventions seem to be creating confusion and are less effective. <sup>57</sup>

<sup>57</sup> In various projects, project management, coordination, implementation and supervision mechanisms are created at different levels. Different units as steering committee, supervision committee, management committee, technical committees are created even by a small initiative. This creates a situation of too many structures for a small program and creates a lot of confusion among the stakeholders in particular at the district and sub-district level.

### Structure Capacity Assessment Areas

Assessment Area	Description of Desired Situation at Level 1 (Highly Satisfactory)	Policy, Planning and Management Level Govovernment Institutions		Delivery Level Gov / Public Sector Institutions	
		Rating	Impression	Rating	Impression
Institutional Setup	Government line ministries have dedicated units for 'employment' with clear TOR and mandate, institutions have clear roles assigned	<b>Highly Unsatisfactory</b>	The 'youth employment' falls under two ministries (youth ministry and employment ministry) this has created problems in having a clear institutional mandate. NYC is expected to clear this issue, however, mixing 'political empowerment' and 'employment' for youths within the mandate of NYC may create complications in the future.		(The mission did not have time to make field visits)
Availability of Adequate Human Resources	The institutional set-up is not severely constrained of human resources at professional and support level	<b>Highly Unsatisfactory</b>	The line ministries are highly constrained of skilled human resources		(The mission did not have time to make field visits)
Availability of Appropriate Skill Mix among the Available HR	The professional level HR possess proper expertise in planning, programming, resource mobilization and management	<b>Moderately Satisfactory</b>	There seems to be some level of sectoral understanding and professional skill among the senior officials of the line ministries, agencies like NaCSA possess good skill mix.	<b>Moderately Unsatisfactory</b>	The mission was told that the local level government agencies lack such skill mix. Local NGOs are more
Knowledge and Experience on 'Employment'	The professional HR possess a minimum level of working experience, knowledge and exposure of youth unemployment issues, and	<b>Satisfactory</b>	GoSL lime ministry senior officials demonstrated adequate level of exposure and understanding of the youth employment issues, and key factors related to youth		(The mission did not have time to make field visits)

	employment promotion for youth in general		employment		
Availability of Funds	Institutions do not have financial constraints on programme/project financing	<b>Highly Unsatisfactory</b>	The resource gap is very high. Adequate funding is not available.	<b>Highly Unsatisfactory</b>	Local level youth employment interventions are part of the national level programmes
Adequacy of Logistics	Institutions do not have logistic constraints for effective implementation of the function	<b>Highly Unsatisfactory</b>	The physical and logistic situation of line ministries is very poor.		(The mission did not have time to make field visits)
Orientation and Practice of Out Sourcing Services	Practice of out sourcing specific services and expertise exists, is accepted by norms and effectively used	<b>Moderately Satisfactory</b>	Among the government agencies it largely depends upon the nature of the designed programme. Mostly the delivery is done by the local agencies and NGOs. GoSL seems to be open in terms of giving an implementation role to institutions like NaCSA out of the government system.		(The mission did not have time to make field visits)
Flexibility	Structure is allowed to adopt changes in terms of its shape and size as per the need in a quicker manner	<b>Satisfactory</b>	As the delivery role is given to more specific agencies, such agencies seem to have the flexibility to expand temporarily as per the need of the programme.	<b>Satisfactory</b>	NGOs and youth groups have the level of flexibility

## Annex 2b: Strategic Interventions for Capacity Development for Youth Employment

2010-2012

Possible Interventions	Relevant Track	Time frame	Target Agencies	Approach	Who should do it?
Policy and legal reform initiatives	All	By 2010	Line Ministries	Skill transfer	External consultant with GoSL officials
Coordination System development at central and local level (a single window)	All	By 2010	All Stakeholders at national level, all stakeholders at local level	Skill transfer	External consultant with GoSL officials
Orientation on Conceptual Clarity of the 'youth employment needs' of the country	All	By 2010	All	TOT	GoSL line ministries at center and NYC and NACSA at local level
Programme Identification, Design and Planning Skill	More for B and C	Start 2010	National level agencies, private sector agencies	Skill training and mentoring	Donors with GoSL line ministries
Programme Monitoring and Supervision Skill and mechanism	All	Mechanism by 2010, skill part start by 2010	All	TOT, skill training and mentoring, system development	Donors with GoSL line ministries for central agencies, respective implementing national agencies for local level
Employment programmes review, assessment and evaluation skill development	All	Start by 2010	Line ministries, national level implementing agencies	By pairing with expert consultants during such events	GoSL and donors
Identification and planning of micro projects for Cash for Work (area based)	A	Immediate	District councils , youth groups and NGOs at local level	TOT, skill training and mentoring	Respective implementing national agencies for local level
Employment Potential Assessment (Area Potential Survey) skill	B	Start by 2010	National level implementing agencies, district councils , youth groups and NGOs at local level	TOT, skill training and mentoring	Donors with GoSL line ministries for central agencies, respective implementing national agencies for local level
Labor Market Survey and analysis	B and C	2011	National Statistic	Skill training	SL Statistical Bureau and

skill development			Bureau, line ministries and independent research agencies		external consultants
Enabling Physical and Logistic Facilities within the institutions	B and C <sup>58</sup>	Start by 2010	Line ministries, and district level agencies, NYC, private sector associations <sup>59</sup>	Logistic support	Donor agencies and GoSL
Training curriculum development and review skill	B	Start by 2010	Vocational training institutes	TOT, skill training and expert advisory support	Donor agencies and line ministries
Physical facility and training facility upgrading of exiting vocational training centers	B	Start by 2011	Vocational training institutes	Expert support in need identification and funding support	Donor agencies and line ministries

Some more specific capacity building initiatives that require immediate attention are listed below:

- Institutional face lifting and working equipment (central and local); MoESS needs to be given special packages as it is one of the key GOSL stakeholders in 'Employment' promotion activities
- Computer skills and programme designing and monitoring training for staff (central and local)
- Some extra (skilled) human resources (internationals) form skill transfer perspective (central with input for local on need basis)
- For NYC need to consider setup and strategic planning support as a start-up before embarking on the programme

<sup>58</sup> A type are more episodic and temporary and require less permanent logistic and other facilities.

<sup>59</sup> The current national level agencies do have minimum level of enabling physical setup, however upgrading may be required

### Annex 3: List of Names and Contacts

Organisation	Person met	Contact Details
<b>UN AGENCIES</b>		
UNIPSIL SPU/UNDP R & D	Eldridge Adolfo Laura Marconnet Per Bjalkander	+ 232 76 323 555 076 488 282 + 232 76 604 444
UNDP, Country Director	Mia Seppo	078 950 000
UNDP	Keith Wright	+ 232 76 539430
UNDP Recovery for Development Unit	Natsuko Kaneyama	+232 76 558 619
UNCDF– Programme specialist	John J. Morris	+232 78 485 185
UNIDO, Resident Representative for Guinea, Sierra Leone & Liberia, Head of Operations	B. Sako Stephen Bainous Kargbo Katharina Wehrstein Wahab Lara Shaw	076 912 509 033 831 897  + 232 76 604 444
UNESCO	John Nwankwo	
ILO, Consultant	Maria McLaughlin	+ 232 076505167
UNAIDS	N.Tobin	
<b>DONORS</b>		
World Bank, Members of Mission from Washington	Mirey Ouadiya, Social Protection; Paula Rossiasco, Social Development; Victor Macias, Labour Markets: John Van Dyck, Social Protection; Gareth Howell, Consultant	Washington
EU	Francesca Varlese	+232-76863635
GTZ, Programme Manager	Stephanie Gigot Angelina Desch	+232 77 714 125
<b>Government</b>		
Deputy Minister of Employment and Social Security	Hon. Kaikai	+232-22 235052/240155 cell: +232.76-434512 or cell: +232.30-800150 or cell: +232.33-507317
Ag. Commissioner of Labour,	Mr. Ahmed Musa	+232.22.235696



Employment and Social Security		or cell: +232.33.734464
Senior Assistant Secretary, MoE	Sidie M. Sesay	+ 232 76625687
Senior Inspector of factories, MoE	Sahr S. Foday	
Senior M&E Officer of the National Social Safety Net, MoESS	Foday Conteh	+232.76727224
Ministry of Internal Affairs	Mr. Paious	+232.77440413
Ministry of trade and industry, Private Sector Advisor	Mr. Chukwu-Emeka Chikezie	
Deputy Secretary, Ministry of trade and industry	Mr. Abdulai Koroma	
Director of industries, Ministry of trade and industry	Mr. Joseph W.A. Jackson	
Ministry of Mineral Resources	Mr. Komba	
SLIEPA, Investment Promotion Officer	Victor Bangura	+232 22220788/ +232 33 322563
Sierra Leone Roads Authority Director, Department of Feeder Roads	David K. Fonnies	+232 22226565
Director of the youth employment secretariat, Ministry of education, youth and sports; Consultant, Ministry of Education, Youth & Sports	Mr. A. Koroma  Dr. Alfred Jawell	  + 076 435 791
Permanent Secretary, Ministry of Works, Housing and Infrastructural Development	Mohamed Dallo	
President's Office, Private sector advisory services	Ms. Alice Kaufmann	
National Youth Coalition (Western Region)	Alphonso Manley Ibrahim Turay	
Women's Forum:	Rose-Marie M'Boma	

Young Women's leaders in Sierra Leone		
NaCSA - Commissioner Deputy Commissioner Senior Director Director	Saidu Conton Sesay, Charles Rogers Akibo Robinson Ngebeh John	+232 7665 32 85  +232-22-22059/226032
Employers Federation, Executive Secretary	Mr. Johnson	
Sierra Leone Labour Congress: President Secretary-General Executive Member	Mr. M.A. Deen. Mr. Yillah J.A.B. Wright	

#### Annex 4: Joint Inception Final Mission Programme

08-19 March 2010

TIMEFRAME		KEY ACTIVITIES
WEEK 1	DAY 1	11:00 Internal briefing session with country ILO/UNDP/UNIDO offices, and presentation of draft Programme 19 programme document. Presentation of Post-Conflict Employment and Reintegration Policy by Joint Mission.
	DAY 2	14:00 Attend the YES Steering Committee Meeting Chaired by the Ministry of Education Youth & Sport
	DAY 3	10:00 Bilateral consultation with Ministry of Employment & Social Services 12 noon Meeting with Sierra Leone Labour Congress 13:00 Meeting with Employers' Federation 14:00 Attend Youth Employment Technical Working Group Meeting
	DAY 4	11:00 Working session with individual UN in-country agencies on their individual programmes. 14:00 Meeting with UNIDO
	DAY 5	10:00 UN internal workshop to finalize UN Joint Vision Programme Document in line with the Post-Conflict Employment and Reintegration Policy.
	DAYS 6 & 7	Reading of materials collected during the week; Brainstorming among the consultants; Identifying additional persons & institutions to meet during the second week.
WEEK 2		Continue in-country pre-assessments of existing policies, programmes and projects for each of the 3 tracks and identify gaps to be plugged by the UN Joint Vision Programme 19.

**Consultants meeting schedule 15-19 March 2010**

<b>Meeting</b>	<b>15Monday</b>	<b>16 Tuesday</b>	<b>17 Wednesday</b>	<b>18 Thursday</b>	<b>19 Friday</b>
NACSA	AM UNDP/World Bank mission meeting	Am Eugenia and Raj			
MEYS	Discussions with Eldridge, Maria & Rag on W.B proposals	Am Raj			
MoESS	“	2pm Raj			
Min Public Works	“		Pm Eugenia and Raj		
SLRA	“		Pm Eugenia and Raj		
Private Sector Advisory			10am Raj		
Public Sector Reform Unit			Pm Raj		
UNCDF/UNDP on Local Government				John Morris 10:00- 10:30am Eugenia and Raj	
Women’s Forum				Women’s Forum --- Ms. Rosemary Dora: Women’s Leadership Eugenia	
Youth Coalition					National Youth Coalition - -- Mr. Alphonso Manley / 12:00pm Eugenia and Raj

## **Annex 5: Consultants' Terms of Reference**

### **a) International Labor Organization/ United Nations Development Programme**

#### **International Employment and Reintegration Consultant**

##### **Terms of Reference**

Location:	Home based with one field mission to Sierra Leone
Type of contract:	Special Service Agreement
Duration:	Up to 30 days from March to April 2010
Working language:	English
Starting date:	5 March 2010

### **I. Background**

In 2006, a consensus emerged within the UN system at the level of the Secretary-General's Policy Committee on the need to improve the Organizations' efficiency and coherence in the areas of employment creation, income generation and reintegration in support of national post-conflict stabilization and peace building efforts. There was finally recognition within the UN that the inherent complex nature, mutual dependence and inter-linkages between and among these inter-related areas of support suffered from a conceptual gap and lack of common approach.

In response, the SG's Policy Committee called upon UNDP and ILO to jointly lead UN inter-agency efforts towards the development of A) the UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration, which was endorsed by the SG in May 2008 and B) the Operational Guidance Note (OGN) which was approved by the UNDG in November 2009. At the same time, the Policy was officially launched in Geneva. The Policy reiterates that coherent and comprehensive strategies for post-conflict employment creation, income generation and reintegration should include interventions in three concurrent tracks (stabilization, reintegration and long-term employment creation), whereas the OGN provides detailed guidance on how the Policy can be applied from a programmatic perspective.

At the occasion of the adoption of the Policy through UNSG Decision No. 2008/19 of 20 May 2008, ILO and UNDP were mandated to support the implementation and scaling up of UN programmes at country level in the area of post-conflict employment creation, income generation and reintegration also referred to in this document as Policy roll-out by establishing an inter-agency mechanism, with appropriate linkages to ongoing structures in support of country-level peace building and recovery, located in their organizations. UNDP and ILO have agreed to focus initial Policy roll-out efforts on two countries – Burundi and Sierra Leone.

Following confirmation of the Government of Burundi and UNCT of their interest to participate in the initial phase of the Policy roll-out, an assessment mission was held in December 2009 with the support of one

national and one international consultant, the report of which is currently being finalized. In the same vein, the Government of Sierra Leone and the UNCT are inviting a joint mission to review the employment creation, income generation and reintegration efforts to date in the country and make recommendations on how to maximize their chances of success from a UN Policy perspective and in light of existing frameworks such as the PRSP, the National Youth Employment Strategy, the UN Joint Vision (in particular Programme 19: Youth Development and Employment) and the UNDAF, among others.

Based on discussions at the CO level, the objective of the Sierra Leone Policy roll-out will be to contribute to peace building and recovery through support to the UNCT for the implementation and scaling-up of programmes based on the identified gaps, such as those related to the:

- (i) design, implementation and monitoring of integrated post-conflict employment and reintegration strategies and programmes;
- (ii) prioritization of youth employment, gender equality as well as women's economic empowerment;
- (iii) capacity development and knowledge management on employment and reintegration; and
- (iv) resource mobilization for employment and reintegration programmes.

The Sierra Leone Policy roll out will be undertaken through a joint UNDP-ILO inception mission which will be composed of ILO and UNDP specialists together with two international consultants (See Sierra Leone Mission Terms of Reference). One of the international consultants will be the International Employment and Reintegration Consultant whose roles and responsibilities are outlined in the present Terms of Reference. The other international consultant will be the Capacity Development Consultant.

## **II. Scope of Consultancy**

Under the overall supervision of ILO/CRISIS and UNDP/BCPR, as co-chairs of the UN Task Force on Post-Conflict Employment Creation, Income Generation and Reintegration, and in close collaboration with the International Capacity Development Consultant, the ILO Regional Office, the UNDP Country Office and other members of the UN Country Team, the Senior International Employment and Reintegration Consultant will participate in the Joint Inception Mission in Sierra Leone and lead the consultant's team in the development of the Sierra Leone Employment, Income Generation and Reintegration Report as well as a common UN employment programme. This assignment will involve:

- 1) Collecting, analyzing and validating data and findings;
- 2) Providing strategic guidance and substantive and technical expertise to current UN-supported initiatives;
- 3) Identifying policy and programmatic gaps in tracks A, B and C in existing employment and reintegration programmes including those under the UN Joint Vision for Sierra Leone and other relevant frameworks;
- 4) Assisting the Government and the UN Country Team with developing criteria to select a limited number of geographic areas (regions, provinces, cities) to initiate country specific Tracks A, B and C activities of track A, B and C of the Policy;
- 5) Making recommendations on how the UN Country Team can scale up and develop post-conflict employment recovery programmes based on the 3-track approach and eventually reorient ongoing programmes towards this more comprehensive and sustainable approach. This should also include

supporting current good practices to initiate or further develop Public Private Partnerships for employment; employment information networks, support to SMEs and apprenticeship initiatives;

6) Engaging the Government and the UN Country Team in a dialogue on options to strengthen the existing youth employment strategy by introducing components based on the UN post-conflict employment and reintegration policy and to initiate specific activities of track A, B and C;

7) Exploring the need to include in the work a survey to produce a socio-economic profile and conduct a quick analysis of the labour market in certain geographic areas to identify promising sectors of the local economy, with the support of the office of the ERSG, UNDP and ILO;

8) Guiding the UN country team in the development of a common UN programme document on employment creation and income generation, with focus on youth and institutional capacity development;

10) Assisting the UN country team to develop a resource mobilization strategy.

The following surveys will be undertaken by the joint presence of the international employment and reintegration consultant together with the international capacity development consultant in Sierra Leone, followed by a full report at the end of the consultancy which will identify the most obvious gaps for each of the programmatic tracks of the Policy (with gender and youth as overarching themes), and include recommendations on how to scale up and further develop employment and reintegration programmes in Sierra Leone:

1) An inventory of policies, strategies, programmes and projects related to employment creation, income generation and reintegration (including the Government's strategies for socio-economic recovery, CCA/UNDAF, PRSP, UN Joint Vision for Sierra Leone, ILO DWCP, sectoral investment plans, policies for the employment etc.) to be submitted in accordance with the matrix format found in Annex 2.

2) A mapping of the institutions and actors involved in employment creation and reintegration programmes. This mapping should include an analysis of the capacities of ministries and agencies in the implementation of employment creation and reintegration programmes. The analysis should be aligned with the tracks of the Policy, always with a specific focus on gender and youth. The International Capacity Development Consultant will have the primary responsibility to produce this output.

The results of the surveys in Sierra Leone will be presented and validated locally in a workshop and will form the basis for the production of a report to be submitted by the consultants to ILO/CRISIS and UNDP/BCPR and respective regional offices and country offices. UNDP/BCPR and ILO/CRISIS, on behalf of the UN Task Force on Post-Conflict Employment Creation, Income Generation and Reintegration, will provide overall guidance on the finalization of the report before it is distributed to the Government of Sierra Leone, the ILO office in Abuja and the UNDP country office in Freetown as well as the UN Country Team.

The first draft report will be delivered by the lead International Employment and Reintegration Consultant to UNDP/BCPR and ILO/CRISIS no later than 5 April, 2010. UNDP/BCPR and ILO/CRISIS team will submit comments within 10 working days of the date of submission. Comments will be integrated in the final draft within 5 working days.

The International Employment and Reintegration Consultant will be required to make a presentation of the findings and recommendations contained in the report to ILO/CRISIS and UNDP/BCPR together with the International Capacity Development Consultant, as well as to share lessons learned from the Sierra Leone work to facilitate the Policy roll-out in the other priority countries.

While in Sierra Leone, the International Employment and Reintegration Consultant will guide the UNCT in the preparation of a common UN programme document that will serve as the basis for resource mobilization efforts, in collaboration with the International Capacity Development Consultant.

### III. Employment and Reintegration Consultant: Summary of Key Deliverables

1. Sierra Leone Employment Creation, Income Generation and Reintegration Report (to be prepared by international consultants on the basis of the outline found in annex 2 below) containing the following:
  - a) Inventory of policies, strategies, programmes and projects related to employment creation, income generation and reintegration;
  - b) Narrative on the most obvious gaps for each of the programmatic tracks of the Policy as well as recommendations on how to scale up and further develop employment and reintegration programmes (gender and youth should be overarching themes and capacity development issues should be mainstreamed throughout the report);
  - c) Resource mobilization strategy; capacity development strategy and a road map for the UN policy implementation in Sierra Leone;
2. Draft integrated UN employment programme with emphasis on youth and capacity development;
3. Outline presentation on main findings based on Final Sierra Leone Report, including overview of main components of common employment programme; and
4. Electronic folder with all documents collected during the Joint Inception Mission.

### IV. Task Description

The **International Employment and Reintegration Consultant** will contribute her/his knowledge, expertise and experience as described above. To this end s/he will perform the following tasks:

	Task	Description	Duration
<b>Prior to Sierra Leone Mission</b>			
1	Become familiar with all UN Policy documents	Key documents will include inter alia the UN Post-Conflict Employment Creation, Income Generation and Reintegration, the Operational Guidance Note, Briefing Note on the Policy, Papers in the dissemination	1/2 day



		package	
2	Review documents and available information on employment and reintegration in Sierra Leone	The ERSG's office will collect the documents and information for the international consultants to review	1/2 day
<b>During the Sierra Leone Mission</b>			
3	Participate in bilateral meetings with UNDP/BCPR and ILO/CRISIS specialists and all relevant stakeholders to gather information and validate findings	The ERSG's office in Sierra Leone will determine the list of appointments before the deployment of the international consultants	5 days
4	Review additional documents and information on employment and reintegration in Sierra Leone made available during the mission	The ERSG's office will collect the documents and information for the international consultants to review	1 day
5	Participate in workshops with relevant stakeholders to present mission, gather information, validate findings and discuss strategies (explore the need to conduct a socio-economic profile survey and a quick analysis of the labour market in certain geographic areas)	The international employment and reintegration consultant, together with the international capacity development consultant and the ERSG's office in Sierra Leone, will hold the workshop	1 day
6	Participate in field visits of employment and reintegration related projects	The UNDP office will organize field visits to give an opportunity to the consultants to meet with implementing partners and beneficiaries.	5 days
7	Prepare draft common UN project document on employment creation and income generation in Sierra Leone	This project should contain a narrative and a results-based framework. A template for this project document will be made available by the ILO/UNDP country team in Sierra Leone	3 days
<b>After the mission in Sierra Leone</b>			
8	Submit a full draft report to ILO/CRISIS and UNDP/BCPR, including inventory, institutional capacity mapping and strategy, resource mobilization strategy and road map for the Sierra Leone roll-out.	Based on the results of the workshop, the consultants will prepare the report and send it to the ILO-UNDP senior specialists for review. The report should identify gaps in each of the programmatic tracks of the Policy by conducting interviews with key people and going on field visits and propose concrete recommendations on how to fill these gaps. Gender should be mainstreamed throughout the report as per annex 3.	5 days
9	Finalize draft report on the basis of comments received from ILO/CRISIS and UNDP/BCPR	The international consultant incorporates the comments and sends the final report to the focal points of ILO and UNDP who will transmit to the government, UN and NGOs in Sierra Leone, the ILO Office in Abuja, the major national social partners etc. for comments	5 days

10	Reflect additional comments made by UNDP CO in Sierra Leone and ILO Regional Office so the version can be shared widely with all key stakeholders in Sierra Leone		2 days
11	Participate in teleconferences with UNDP/BCPR and ILO/CRISIS (briefing, guidance, and debriefing). Also submit a PowerPoint presentation on the key findings and recommendations for scaling up and developing employment and reintegration programmes in accordance with the UN Policy in Sierra Leone.		2 days
12	Submit a zip folder with all electronic documents received in relation to this consultancy		-
	Total:		30 days

## V. Methodology<sup>60</sup>

The methodology will combine quantitative and qualitative approaches. The International Employment and Reintegration consultant will collect data from existing documents and strategies on the file and check/compare with data obtained from field visits, interviews and workshops. During the process of data analysis, the consultant will compare data from different sources (programme staff, programme partners and beneficiaries) and different methodologies (desk review, site visits and interviews).<sup>61</sup>

Methodology plan for gathering information:

### *Desk Review*

Before conducting the interviews or travel, the consultant will review the following documents regarding employment recovery: the UN program documentation, UNDAF, PRSP, UN Joint Vision for Sierra Leone, government reports and social partners' reports, ILO DWCP and progress reports, work plans, baseline surveys, workshop reports, etc.

### *One-on-one interviews*

Together with the international capacity development consultant, conduct interviews with various stakeholders in government (such as the Ministry for Employment and Social Security, Ministry for Education, Youth and Sports, Ministry for Finance and Development, Ministry for Trade and Industry, Ministry for Energy and Water Resources, Ministry for Works, Housing and Infrastructural Development,

<sup>60</sup> The consultant should adapt the methodology based on own experience and the local circumstances

<sup>61</sup> See Annex 3 for a gender analysis checklist

Ministry for Internal Affairs, Local Government and Rural Development, Ministry for Agriculture, Food Security & Forestry, Ministry for Lands, Country Planning & the Environment, Ministry for Social Welfare, Gender and Children's Affairs, etc.), UN organizations, NGOs, and the private sector upon advice of the office of the RC and the UNCT.

#### *Interviews and site visits*

Discussions in Freetown will be complemented by field visits to sites receiving UN assistance to interview staff from relevant organizations in these localities.

#### *Debriefing in the field*

Based on the above findings, the international consultants - with the support of the UN country team – will organize a workshop to present and discuss the information and preliminary recommendations with key national partners from the government, social partners, the UN and NGOs involved in post-conflict recovery.

#### *Debriefing for HQ*

In addition, together with the international capacity development consultant, the international employment and reintegration consultant will debrief UNDP/BCPR and ILO/CRISIS through a telephone conference call. Both results and recommendations of the consultants will be taken into consideration in the follow up steps of the policy roll-out in Sierra Leone to be done in the years 2010-11.

### **VI. Reporting Lines and Management**

The International Employment and Reintegration Consultant will report to, and be monitored by UNDP/BCPR and ILO/CRISIS Specialists who will be representing these organizations in the Joint Inception Mission. The Senior International Employment and Reintegration Consultant will be the lead consultant and will be responsible for ensuring cohesiveness of the team of consultants throughout the country-level consultations and reporting.

The Senior International Employment and Reintegration Consultant and the International Capacity Development Consultant will collaborate throughout the duration of the inception phase and together produce one final report. The International Employment and Reintegration Consultant will be responsible for the overall quality and timely submission of the deliverables no later than two weeks after the Joint Inception Mission in Sierra Leone is completed.

Prior to the joint mission in Sierra Leone, the international consultants will receive thorough briefings from the ILO-UNDP specialists of the Policy and its roll-out, tasks to be performed and expected outcomes. The consultants will also receive a Policy information package.

The international consultants will participate in the joint briefings for the Resident Coordinator/UN Country Team/ILO and UNDP Country Directors in Sierra Leone together with the senior specialists from ILO and UNDP.

The international employment and reintegration consultants are Mr. Bartholomew Armah (UNDP/BCPR) and Mr. Donato Kiniger-Passigli (ILO/CRISIS) at HQ level. The international employment and reintegration consultant will be supported by and will work directly under the responsibility of these experts.

## **VII. Travel, Fees and Terms of Payment**

The International Employment and Reintegration Consultant is expected to travel to Sierra Leone to participate in the Joint Inception Mission. All DSA and tickets will be issued/reimbursed according to UNDP guidelines for SSA contracts. For more details on the programme of the Joint Inception Mission, please refer to the Joint Inception Mission Terms of Reference.

The International Employment and Reintegration Consultant will spend up to 15 working days in Sierra Leone. If the tasks in-country are completed before 15 days, the consultant should return to home base to start drafting the report in consultation with the International Capacity Development Consultant.

The International Employment and Reintegration Consultant will receive one single payment upon the satisfactory completion and approval of Final Draft of all deliverables. The approval of the final draft of all deliverables shall take place within two weeks of submission and will be finally decided by the ILO/CRISIS and UNDP/BCPR team.

The CO is responsible for the organization and funding of logistics for the consultants, such as transportation for the duration of the consultancy. This also includes providing assistance in booking of hotel rooms.

## **Annex : Outline of Final Report**

### **1. Background/Context**

### **2. Methodology for Data Collection**

- 2.1. The scope of the employment programme and capacity assessments:
- 2.2. What institutions are targeted for the study and why?
- 2.3. How was the information gathered; surveys, focus group discussions etc.,

### **3. Overview of existing employment and reintegration programmes and capacities in Sierra Leone**

- 3.1. Overview of Existing and imminent employment initiatives and programmes: opportunities and challenges involved in each Track, including gender and youth
- 3.2. Overview of Capacity initiatives: Summary of pre-existing assessments if any; which Tracks (A B or C) have benefitted from capacity development; key actors in capacity development
- 3.3. Identified gaps

3.3.1. Policy design gaps (e.g., Inappropriate land and vocational training policies; absence of employment policy; unfavourable investment climate)

3.3.2. Policy Implementation gaps (e.g. dearth of labour market data; mismatch of skills and labour market needs; weak infrastructure; limited capacity to implement policy; resource constraints)

3.3.3. Capacity gaps (e.g. where are the capacity deficits most severe: senior, middle level management; Track A, B or C; which institutions are most affected by the deficit gaps? Link to the 3 Tracks of the policy; How are the capacity deficits affecting employment creation?; What measures are in place to address existing gaps, are they working, if not why not?)

#### 4. Current employment programme actors/potential partners

4.1. Actors/potential partners: overview, capacities and partnership opportunities

4.1.1. Identified gaps—issues of coherence, coordination and collaboration.

#### 5. Recommendations

5.1. Policy-level recommendations (government employment strategies and institutional frameworks such as national employment commissions, etc.)

5.2. Programming recommendations (including the results and resources framework for what needs to be achieved through an integrated UN programme – template to be provided by Mission focal point)

5.3. Capacity development strategy (focus on 2010 and beyond indicating what, who, how, when capacity development interventions should take place)

5.4. Resource mobilization strategy (focus on 2010 and beyond indicating donors that should be approached/ have indicated support, recommendations on who (governments, private sector actors), how (the organization of fundraising events, etc), and when to approach them, etc)

5.5. Road map for follow up/programming roll-out activities (technical assistance, capacity development, knowledge management, M&E )

5.6. Other

#### Annexes:

1. Joint Inception Mission Terms of Reference

2. Consultants' Terms of Reference

3. Joint Inception Final Mission Programme

4. List of names and contacts

5. Matrix of employment creation, income generation and reintegration programmes (as per model developed)

6. Matrix of institutional capacity mapping: who does what, where and how with capacity development recommendations

7. Matrix of capacity development assessment and recommendations

**b). International Labour Organization  
United Nations Development Programme**

**International Capacity Development Consultant**

**Terms of Reference**

Location:	Home based with travel to Sierra Leone
Type of contract:	Consultancy
Duration:	Up to 25 days
Working language:	English
Starting date:	5 March 2010

**I. Background**

In 2006, a consensus emerged within the UN system at the level of the Secretary-General's Policy Committee on the need to improve the Organizations' efficiency and coherence in the areas of employment creation, income generation and reintegration in support of national post-conflict stabilization and peacebuilding efforts. There was finally recognition within the UN that the inherent complex nature, mutual dependency and inter-linkages between and among these inter-related areas of support suffered from a conceptual gap and lack of common approach.

In response, the SG's Policy Committee called upon UNDP and ILO to jointly lead UN inter-agency efforts towards the development of A) the UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration, which was endorsed by the SG in May 2008 and B) the Operational Guidance Note (OGN) which was approved by the UNDG in November 2009. At the same time, the Policy was officially launched in Geneva. The Policy reiterates that coherent and comprehensive strategies for post-conflict employment creation, income generation and reintegration should include interventions in three concurrent tracks (stabilization, reintegration and long-term employment creation), whereas the OGN provides detailed guidance on how the Policy can be applied from a programmatic perspective.

Following the adoption of the Policy, ILO and UNDP were mandated through UNSG Decision No. 2008/19 of 20 May 2008, to support the implementation and scaling up of UN programmes at country level in the area of post-conflict employment creation, income generation and reintegration by establishing an inter-agency mechanism, with appropriate linkages to ongoing structures in support of country-level peacebuilding and recovery, located in their organizations. UNDP and ILO have agreed to focus initial Policy roll-out efforts on two countries – Burundi and Sierra Leone. Other candidates for the roll-out are Cote d'Ivoire and Nepal and discussions with these countries are ongoing.

Following confirmation of the Government of Burundi and UNCT of their interest to participate in the initial phase of the Policy roll-out, an assessment mission was held in December 2009 with the support of one

national and one international consultant, the report of which is currently being finalized. In the same vein, the Government of Sierra Leone and the UNCT are inviting a joint mission to review the employment creation, income generation and reintegration efforts to date in the country and make recommendations on how to maximize their chances of success from a UN Policy perspective and in light of existing frameworks such as the PRSP, the National Youth Employment Strategy, the UN Joint Vision (in particular Programme 19: Youth Development and Employment) and the UNDAF, among others.

The objective of the country level Policy roll-out is to contribute to peacebuilding and recovery through support to the UNCT for the implementation and scaling-up of programmes in Sierra Leone in the following areas:

- (v) design, implementation and monitoring of integrated post-conflict employment and reintegration strategies and programmes;
- (vi) prioritization of youth employment, gender equality as well as women's economic empowerment;
- (vii) capacity development and knowledge management on employment and reintegration; and
- (viii) resource mobilization for employment and reintegration programmes.

The Sierra Leone Policy roll out will be undertaken through a joint UNDP-ILO inception mission which will be composed of ILO and UNDP specialists together with two international consultants (See Joint Inception Mission Terms of Reference). One of the international consultants will be the International Capacity Development Consultant whose roles and responsibilities are outlined in the present Terms of Reference. The other international consultant will be the International Employment and Reintegration Consultant.

## **II. Focus on Capacity Development**

One of the guiding principles of the UN Policy for Post-Conflict Employment Creation, Income Generation and Reintegration is *sustainability* which requires national and local ownership and investment in capacity development of governments, communities and other stakeholders. The Policy recognizes that short-term employment programmes are more effective if they are designed to anticipate and complement programmes supporting the creation of longer term sustainable employment.

The importance of capacity development for the success of the Policy is highlighted in Track 'B' entitled "Local Economic Recovery for Employment Opportunities and Reintegration". The main goal of this track is to contribute towards establishing an enabling public and private sector regulatory environment, and to ensure that relevant institutions at national and local levels possess the necessary technical capacities and knowledge to enable long-term employment growth and create income-generation opportunities. Areas in which national local capacities are most urgently needed to ensure the sustainability of employment opportunities include capacities for basic service delivery, mapping of employment opportunities, providing business services including information on securing employment and creating a business. National and local institutions targeted for capacity development in this area include:

- Line ministries responsible for employment policy formulation and implementation,
- Local governments and other local authorities and institutions (including customary institutions),

- Providers of business services, and
- Other associations and organizations such as farmers' organizations, cooperatives, business development services, female and male entrepreneurs, informal savings and credit associations that play key support roles in creating and sustaining employment opportunities.

### III. Scope of Consultancy and Key Deliverables

Under the overall guidance of ILO and UNDP, as co-chairs of the UN Task Force on Post-Conflict Employment Creation, Income Generation and Reintegration, and under the substantive leadership of the International Employment and Reintegration Consultant (who will be focusing on the status of employment programmes and labour market needs), and in close collaboration with the ILO Regional Office, the UNDP Country Office and other members of the UN Country Team, the International Capacity Development Consultant will participate in the Joint Inception Mission in Sierra Leone.<sup>62</sup> This assignment will involve:

- 1) Identifying public and non-governmental institutions and organizations whose activities have a direct bearing on employment (policy and programme formulation, implementation, monitoring and evaluation; employment support services; etc.)
- 2) Conducting targeted assessments focusing on capacities to design, implement and monitor employment programmes for each of the three tracks of the employment policy, utilizing existing UN capacity assessment methodologies and tools;
- 3) Proposing appropriate institutional capacity development strategies to address capacity deficits in both the short term and the long term in support of the Post-Conflict Employment and Reintegration Policy implementation

The work of the International Capacity Development Consultant will be instrumental in the production of a full report at the end of the consultancy, which will identify gaps for each programmatic tracks of the Policy with gender and youth as overarching themes, and include recommendations on how to scale up and further develop employment and reintegration programmes in Sierra Leone. The full report will be based on two main surveys:

1) An inventory of policies, strategies, programmes and projects related to employment creation, income generation and reintegration (including the Government's strategies for socio-economic recovery, CCA/UNDAF, PRSP, UN Joint Vision for Sierra Leone, ILO DWCP, sectoral investment plans, policies for the employment etc. The International Employment and Reintegration Consultant will have the primary responsibility to produce this survey.

2) A mapping of the institutions and actors involved in employment creation and reintegration programmes. This mapping should include an analysis of the capacities of ministries and agencies in the implementation of employment creation and reintegration programmes. The analysis should be aligned with the tracks of the Policy, always with a specific focus on gender and youth. The International Consultant on Capacity Development will have the primary responsibility to produce this output.

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<sup>62</sup> See Inception Joint Mission Terms of Reference for reporting lines and management.



The results of the surveys in Sierra Leone will be presented and validated locally in a workshop and will form the basis for the production of a Report to be submitted by the team of consultants to ILO/CRISIS and UNDP/BCPR and respective regional offices and country offices. UNDP/BCPR and ILO/CRISIS, on behalf of the UN Task Force on Post-Conflict Employment Creation, Income Generation and Reintegration, will provide overall guidance on the finalization of the Report before it is distributed to the Government of Sierra Leone, the ILO office in Abuja and the UNDP country office in Freetown as well as the UN Country Team.

The International Capacity Development Consultant will draft the capacity development component of the report and will ensure that capacity development is mainstreamed throughout the report. The first draft report will be delivered by the lead International Employment and Reintegration Consultant to UNDP/BCPR and ILO/CRISIS no later than 5 April, 2010. UNDP/BCPR and ILO/CRISIS team will submit comments within 10 working days of the date of submission. Comments will be integrated in the final draft within 5 working days.

The International Capacity and Development Consultant will be required to make a presentation of the capacity development related findings and recommendations contained in the report to ILO/CRISIS and UNDP/BCPR together with the International Employment and Reintegration Consultant, as well as to share lessons learned from the Sierra Leone work to facilitate the Policy roll-out in the other priority countries.

While in Sierra Leone, the International Capacity Development Consultant will guide the UNCT in the capacity development aspects of the preparation of a common UN programme document that will serve as the basis for resource mobilization efforts, in collaboration with the International Employment and Reintegration Consultant

#### **International Capacity Development Consultant: Summary of Key Deliverables**

- 1) Capacity mapping of key employment and reintegration actors, including capacity assets and gaps;
- 2) Capacity baseline of all key government and non-governmental employment and reintegration actors;
- 3) Capacity development component of Report (narrative) and capacity development Issues mainstreamed throughout Full Report;
- 4) Capacity development strategy;
- 5) Powerpoint presentation on institutional capacity development for employment and reintegration;
- 6) Electronic folder with all key documents collected and prepared during the consultancy.

#### **IV. Task Description**

The **International Capacity Development Consultant** will contribute her/his knowledge, expertise and experience as described above. To this end s/he will perform the following tasks:

	<b>Tasks</b>	<b>Description</b>	<b>Duration</b>
<b>Prior to Sierra Leone Mission</b>			
1	Become familiar with all UN Policy documents	Key documents will include inter alia the UN Post-Conflict Employment Creation, Income	1/2 day

		Generation and Reintegration, the Operational Guidance Note, Briefing Note on the Policy, Papers in the dissemination package	
2	Review documents and available information on employment and reintegration in Sierra Leone	The ERSG's office will collect the documents and information for the international consultants to review	1/2 day
<b>During the Sierra Leone Mission</b>			
3	Participate in bilateral meetings with UNDP/BCPR and ILO/CRISIS specialists and all relevant stakeholders to gather all capacity related information and validate findings	The ERSG's office in Sierra Leone will determine the list of appointments before the deployment of the international consultants	5 days
4	Review additional documents and information on employment and reintegration in Sierra Leone made available during the mission	The ERSG's office will collect the documents and information for the international consultants to review	1 day
5	Participate in workshops with relevant stakeholders to present mission, gather capacity related information, validate findings and discuss strategies	The International Capacity Development will present all capacity related aspects of the work during the workshop	1 day
6	Participate in field visits of employment and reintegration related projects paying particular attention to capacity development gaps	The UNDP office will organize field visits to give an opportunity to the consultants to meet with implementing partners and beneficiaries	5 days
7	Prepare all capacity development inputs for the draft common UN employment programme with youth and gender as overarching issues	The International Capacity Development Consultant will have primary responsibility over this work but will work in close collaboration with the International Employment and Reintegration Consultant to ensure the coherence of the Report	3 days
<b>After the mission in Sierra Leone</b>			
8	Submit the capacity development component of the draft report to the International Employment and Reintegration Consultant for the draft report to be submitted to ILO/CRISIS and UNDP/BCPR	Based on the results of the workshop, the consultants will prepare the report and send it to the ILO-UNDP senior specialists for review. The narrative will analyze data consolidated in matrices of annex 2 and 3. The report will also contain the mapping of employment actors, a capacity assets and deficits baseline (based on matrices in annex 2 and 3) and a capacity development strategy	5 days
9	Address comments and suggestions made on the capacity development aspects of the report received from ILO/CRISIS and UNDP/BCPR and submit revised versions to International Employment and Reintegration Consultant	Comments to be incorporated and final report sent to the focal points of ILO and UNDP who will transmit to the government, UN and NGOs in Sierra Leone, the ILO Office in Abuja, the major national social partners etc. for comments	2 days

10	Reflect additional comments made by UNDP CO in Sierra Leone and ILO Regional Office in the capacity components of the draft report so the version can be shared widely with all key stakeholders in Sierra Leone	--	1 day
11	Participate in teleconferences with UNDP/BCPR and ILO/CRISIS (briefing, guidance, debriefing). Also submit a powerpoint presentation on the key findings and recommendations for scaling up and developing employment and reintegration programmes in accordance with the UN Policy in Sierra Leone.	--	1 day
12	Submit a zip folder with all electronic documents collected and prepared during the consultancy	--	-
	Total:		25 days

In the final report<sup>63</sup>, the capacity development consultant should contribute with the identification of key institutions, organizations and individual actors dealing with employment-related issues and whose role is considered central to the successful implementation of the Policy in Sierra Leone. The report should present a qualitative assessment of the critical capacities of those institutions, indicating capacity assets and gaps to be filled and related capacity indicators to support. It will also address the capacity gaps identified through clearly defined and costed capacity development strategies, as well as appropriate capacity indicators to facilitate monitoring and evaluation.

## V. Methodology<sup>64</sup>

The methodology will combine quantitative and qualitative approaches. The International Employment and Reintegration consultant will collect data from existing documents and strategies on the file and check/compare with data obtained from field visits, interviews and workshops. During the process of data analysis, the consultant will compare data from different sources (programme staff, programme partners and beneficiaries) and different methodologies (desk review, site visits and interviews).<sup>65</sup>

Methodology plan for gathering information:

### *Desk Review*

Before conducting the interviews or travel, the consultant will review the following documents regarding employment recovery: the UN program documentation, UNDAF, PRSP, UN Joint Vision for Sierra Leone, government reports and social partners' reports, ILO DWCP and progress reports, work plans, baseline surveys, workshop reports, etc.

<sup>63</sup> See Annex 1 for Final Report Outline

<sup>64</sup> The consultant should adapt the methodology based on own experience and the local circumstances

<sup>65</sup> See Annex 3 for a gender analysis checklist

### *One-on-one / interviews*

Together with the international capacity development consultant, conduct interviews with various stakeholders in government (such as the Ministry for Employment and Social Security, Ministry for Education, Youths and Sports, Ministry for Finance and Development, Ministry for Trade and Industry, Ministry for Energy and Water Resources, Ministry for Works, Housing and Infrastructural Development, Ministry for Internal Affairs, Local Government and Rural Development, Ministry for Agriculture, Food Security & Forestry, Ministry for Lands, Country Planning & the Environment, Ministry for Social Welfare, Gender and Children's Affairs, etc.), UN organizations, NGOs, and the private sector upon advice of the office of the RC and the UNCT.

### *Interviews and site visits*

Discussions in Freetown will be complemented by field visits to sites receiving UN assistance to interview staff from relevant organizations in these localities.

### *Debriefing in the field*

Based on the above findings, the international consultants - with the support of the UN country team – will organize a workshop to present and discuss the information and preliminary recommendations with key national partners from the government, social partners, the UN and NGOs involved in post-conflict recovery.

### *Debriefing for HQ*

In addition, together with the international capacity development consultant, the international employment and reintegration consultant will debrief UNDP/BCPR and ILO/CRISIS through a telephone conference call. Both results and recommendations of the consultants will be taken into consideration in the follow up steps of the policy roll-out in Sierra Leone to be done in the years 2010-11.

## **VI. Reporting Lines and Management**

The International Capacity Development Consultant will work under the substantive leadership of the lead International Employment and Reintegration Consultant who will be responsible for ensuring cohesiveness of the team of consultants throughout the country-level consultations and reporting. On all contractual matters, the International Capacity Development Consultant will be managed by Mr. Bartholomew Armah, UNDP specialist.

The International Employment and Reintegration Consultant and the International Capacity Development Consultant will collaborate throughout the duration of the inception phase and together will produce one final report. The two international consultants will work closely with government officials and the UN Country Team in Sierra Leone. Both international consultants will maintain a continuous dialogue with the ILO-UNDP specialists deployed for the joint inception mission.

Prior to the joint mission in Sierra Leone, the international consultants will receive thorough briefings from the ILO-UNDP specialists of the Policy and its roll-out, tasks to be performed and expected outcomes. The consultants will also receive a UN Policy information package.

The international consultants will participate in the joint briefings for the Resident Coordinator/UN Country Team/ILO and UNDP Country Directors in Sierra Leone together with the senior specialists from ILO and UNDP.

The international employment and reintegration consultant will be the lead consultant in charge of the overall quality of the product to be delivered in collaboration with the international capacity development consultant.

## **VII. Travel, Fees and Terms of Payment**

The International Capacity Development Consultant is expected to travel to Sierra Leone to participate in the Joint Inception Mission. All DSA and tickets will be issued/reimbursed according to UNDP guidelines for SSA contracts. For more details on the programme of the Joint Inception Mission, please refer to the Sierra Leone Mission Terms of Reference.

The International Capacity Development Consultant will spend up to 15 working days in Sierra Leone. If the tasks in-country are completed before 15 days, the consultant should return to home base to start drafting the report in consultation with the International Employment and Reintegration.

The International Capacity Development Consultant will receive one single payment upon the satisfactory completion and approval of Final Draft of all deliverables. The approval of the final draft of all deliverables shall take place within two weeks of submission and will be finally decided by the ILO/CRISIS and UNDP/BCPR team.

The CO is responsible for the organization and funding of logistics for the consultants, such as transportation for the duration of the consultancy. This also includes providing assistance in booking of hotel rooms.

## **Annex : Outline of Final Report**

### **1. Background/Context**

### **2. Methodology for Data Collection**

- 2.1. The scope of the employment programme and capacity assessments:
- 2.2. What institutions are targeted for the study and why?
- 2.3. How was the information gathered; surveys, focus group discussions etc.,

### **3. Overview of existing employment and reintegration programmes and capacities in Sierra Leone**

- 3.1. Overview of Existing and imminent employment initiatives and programmes: opportunities and challenges involved in each Track, including gender and youth
- 3.2. Overview of Capacity initiatives: Summary of pre-existing assessments if any; which Tracks (A B or C) have benefitted from capacity development; key actors in capacity development
- 3.3.

### **Identified gaps**

- 3.3.1. Policy design gaps (e.g., Inappropriate land and vocational training policies; absence of employment policy; unfavourable investment climate)

3.3.2. Policy Implementation gaps (e.g. dearth of labour market data; mismatch of skills and labour market needs; weak infrastructure; limited capacity to implement policy; resource constraints)

3.3.3. Capacity gaps (e.g. where are the capacity deficits most severe: senior, middle level management; Track A, B or C; which institutions are most affected by the deficit gaps? Link to the 3 Tracks of the policy; How are the capacity deficits affecting employment creation?; What measures are in place to address existing gaps, are they working, if not why not?)

#### 4. Current employment programme actors/potential partners

##### 4.1. Actors/potential partners: overview, capacities and partnership opportunities

##### 4.1.1. Identified gaps—issues of coherence, coordination and collaboration.

#### 5. Recommendations

5.1. Policy-level recommendations (government employment strategies and institutional frameworks such as national employment commissions, etc.)

5.2. Programming recommendations (including the results and resources framework for what needs to be achieved through an integrated UN programme – template to be provided by Mission focal point)

5.3. Capacity development strategy (focus on 2010 and beyond indicating what, who, how, when capacity development interventions should take place)

5.4. Resource mobilization strategy (focus on 2010 and beyond indicating donors that should be approached/ have indicated support, recommendations on who (governments, private sector actors), how (the organization of fundraising events, etc), and when to approach them, etc)

5.5. Road map for follow up/programming roll-out activities (technical assistance, capacity development, knowledge management, M&E )

5.6. Other

#### Annexes:

1. Joint Inception Mission Terms of Reference

2. Consultants' Terms of Reference

3. Joint Inception Final Mission Programme

4. List of names and contacts

5. Matrix of employment creation, income generation and reintegration programmes (as per model developed)

6. Matrix of institutional capacity mapping: who does what, where and how with capacity development recommendations

7. Matrix of capacity development assessment and recommendations

## Annex 6: Materials Collected

- Date-Bah, E. & Delelign, A.: Sierra Leone's Employment Situation and On-going Programmes by UN Agencies & other Bodies, July 2008.
- Government of Sierra Leone: National Long Term Perspectives Studies. Sierra Leone Vision 2025: 'Sweet-Salone'. United People progressive nation attractive country. Strategies for national transformation. August 2003.
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