

SIERRA LEONE FRAGILITY ASSESSMENT

Lessons learned report – New Deal implementation

1. EXECUTIVE SUMMARY

This report is intended to provide feedback on lessons learned from the Sierra Leone fragility assessment to the g7+ and International Dialogue on Peacebuilding and Statebuilding, to inform the guidance documents that have been prepared as well as future assessments to be conducted in other g7+ pilot countries.

As the first g7+ country to conduct a fragility assessment as part of the New Deal implementation at the country level, Sierra Leone has undertaken an ambitious and challenging task. Having completed the assessment, however, we can look back proudly on the achievements we have made, particularly in light of the constraints we were working within. Most importantly, Sierra Leone was able to conduct an assessment characterised by high quality, open and honest debate across regional and political divides. The atmosphere of the assessment was lively and involved, with proactive contributions from participants.

This participation enabled us to develop a shared understanding of where Sierra Leone has come from (the crisis stage), what transitions have made progress to date possible, and what still needs to be done to further consolidate peace and work towards increased resilience in future. Using the fragility spectrum, the assessment workshops reached consensus on perceptions of how far Sierra Leone has come along the spectrum from crisis.

Work is now underway to build on the fragility assessment by developing relevant indicators for the priority areas for monitoring that participants identified. This will allow us to ensure that the fragility assessment provides the most robust framework possible for feeding into planning processes, such as the Poverty Reduction Strategy Paper, *Agenda for Prosperity*, that is now being developed in Sierra Leone.

Our findings below are structured to highlight:

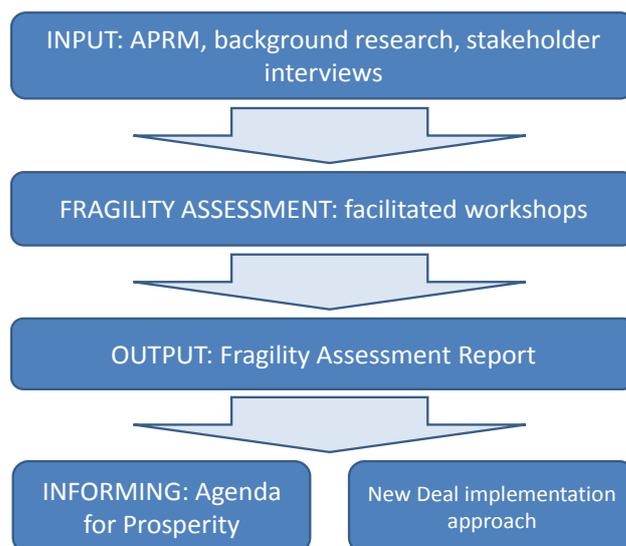
- Key challenges
- Key insights:
 - In relation to the fragility spectrum and associated guidance
 - In relation to the fragility assessment process
- Participant feedback
- Recommendations

We hope that g7+ colleagues and partners will find this report helpful in further refining country implementation tools in order to ensure that the New Deal and its promise of improved aid practice in fragile states is as meaningful as possible at the country level.

2. METHODOLOGY

The following methodology was developed at the outset to guide the Sierra Leone fragility assessment and is important to set out here to enable readers to understand what we were trying to achieve.

The Fragility Assessment is the first stage of the New Deal FOCUS planning process. Its relationship to other elements of the New Deal (the Fragility Spectrum, One Vision, One Plan, PSG Indicators) and related government planning processes is set out in the framework diagram below:



Note that the development and use of PSG indicators comes at a later stage in this overall process, once the assessment has informed the development of plans and policies that will address key fragility areas identified. The assessment itself identified key ‘indicator areas’ - priority issues for monitoring which will be further developed into indicators.

The Fragility Assessment is the first phase of a longer planning process: defining past, current and future desired states in relation to different dimensions of fragility and identifying key priorities. It was not about planning how to move from the current to the desired state: this will form the next stage of the process. The fragility assessment provides input to and supports established development planning processes in Sierra Leone, specifically the current work on creating the *Agenda for Prosperity* Poverty Reduction Strategy.

Drawing on draft guidance from the International Dialogue, the assessment was carefully designed and facilitated to encourage open discussion and meet the following objectives:

1. To develop a clear picture of how Sierra Leoneans view fragility and resilience: what they think and feel about the causes and features of fragility in Sierra Leone, the country’s sources of resilience and its current position on a spectrum of fragility; and for Sierra Leoneans to describe their goals for progress in line with the Peacebuilding and Statebuilding Goals endorsed in the *New Deal*; and

2. To generate understanding and consensus regarding Sierra Leone's fragility that will inform the development of the Agenda for Prosperity Poverty Reduction Strategy, thereby enabling the development of one vision and one plan to reduce fragility.

Dialogue, discussion and consensus building were more important than quantitative assessment. The assessment was designed to:

1. Engage as many people from both government and civil society as possible early on in the process and support ongoing dialogue between them, guided by six key questions:
 - What did Sierra Leone look like during the full crisis phase?
 - Where is the country at now? (and what internal/external risks and stabilising factors are present)
 - What measures were taken to get the country to where it is now? (including what supported the change and what hindered it)
 - What will Sierra Leone look like when it reaches resilience?
 - What will it take to get there?
 - How can Sierra Leone measure progress towards resilience? (what would be practical and useful and what data is available?)
2. Use this information to create draft definitions of past, current and future stages of fragility for each PSG dimension and sub-dimension as set out in the Fragility Spectrum.
3. Facilitate a wide-participation workshop on each PSG at which the same core questions will be discussed and the draft fragility spectrum will be presented, developed, refined and validated.

The spectrum was introduced only after substantive discussions on fragility (in order to mitigate the risk of conversation focusing on identifying a particular numerical stage on the spectrum rather than on the substantive issues and content).

Facilitators were prepared with a list of prompts and questions (based on the draft g7+ Analytical Framework) to ask in case certain issues were not raised organically. This mitigated the risk of inadequate representation or political bias causing important issues to be overlooked.

The most important factor determining the success of the assessment was having the right people in the room who were able to contribute meaningfully to discussion. Participants were intended to include both those people who are significant in moving the country towards resilience and those who represent a stumbling block on this path, including representatives from:

- Relevant government ministries and agencies
- Civil society groups
- Women and youth groups
- Minority groups
- Academics
- The private sector, business and trade unions
- Different regions of the country

- Parliament

Members of the PRSP Agenda for Transformation pillar working groups were involved in order to ensure that the fragility assessment feeds into the planning process. Each workshop was chaired by a government PSG focal person, supported by the Sierra Leonean lead consultant acting as lead facilitator. Support from ODI focused on taking notes and helping with workshop breakout sessions.

The primary output from the assessment was a Sierra Leone Fragility Assessment report, which included:

- A synthesis report describing where Sierra Leone has come from, where it is now and what still needs to be improved, understood by Sierra Leoneans themselves;
- A Sierra Leone fragility spectrum with crisis, current and future stages completed;
- Annexes consisting of short (5-10 page) reports on each PSG, summarising the findings of each workshop.

The final Fragility Assessment report should be viewed and considered along with these lessons learned.

3. LESSONS LEARNED

The fragility assessment process made clear that country implementation remains the most effective and meaningful way of conducting sensitisation of the New Deal at the country level. Bringing local stakeholders together to discuss the fragility assessment was more successful in building awareness and understanding of the New Deal than any other publicity or advocacy efforts to date. Participants will now return to the home organisations to spread their newfound knowledge of the New Deal and the g7+. For this reason alone, the Sierra Leone fragility assessment has been a successful kick start to pilot country implementation.

This process was not, however, without challenges and the exercise was also incredibly useful in testing guidance provided by the International Dialogue on Peacebuilding and Statebuilding to date. These challenges, and feedback on the guidelines are set out below and are intended to inform future fragility assessment exercises, in order that they may build upon the lessons learned in Sierra Leone.

3.1 Key challenges

Funding. The Sierra Leone Fragility Assessment faced significant financing challenges due to difficulties in securing funding from development partners. The resultant funding constraints limited the amount of time that could be dedicated to preparation for the assessment, and these limitations impacted on the ability to generate widespread in-country awareness, buy-in and support for the assessment. More time to build momentum would have been beneficial to ensure wider participation in the workshop and a longer timeframe for the assessment was dependent on additional fundraising. In the end, DFID and the UNDP provided a combined total of \$20,000 for the fragility assessment, with the

remaining \$63,000 (£39,629) in remote and in-country technical assistance and some local costs provided by non-earmarked funds from the Overseas Development Institute.

Timeframe. The Sierra Leone Fragility Assessment was also stringently time-bound given the political environment in Sierra Leone in an election year. The assessment was conducted approximately four months before Presidential and Parliamentary elections and it was felt that June was the latest possible time to hold an open and inclusive discussion on the politically sensitive PSG areas without the process being dominated by political party interests. This was successfully achieved, with open and frank conversation across political divides. However, the importance of holding the assessment before the end of June, combined with a lack of development partner support, limited the amount of time available to prepare for and consult of the fragility assessment.

Participation. Linked to funding and timeframe constraints was the challenge of ensuring sufficient participation from a wide enough range of representatives in the workshops. Representative organisations were chosen based on suggestions from each PSG focal person and were agreed through a careful process of consideration amongst the core assessment team. Final decisions were made by the Ministry of Finance in leadership of the process.

Invitation letters explained the requirements of the assessment and asked each institution to nominate an appropriate participant. Over one hundred participants were invited to take part in the assessment process in Sierra Leone, but only around 50% of those invited showed up for the workshops (see detail in annex 5.1). This was partly the result of delays in sending out invitations (which only arrived the week before the workshops were held) due to capacity constraints in the in-country assessment team. However, in addition to this, a number of key participants did not attend even though follow-up calls were made and pre-workshop sensitisation meetings were arranged.

The participants who did take part in the assessment were highly knowledgeable, committed and contributed to very high quality discussion and debate. There was a good regional representation – with approximately half of the participants from the provinces. There was also good coverage of participants across the political spectrum, alleviating concerns about an overly politicised process in an election year. However representation from civil society and the private sector, in particular, was not as high as it could have been. Voices from key groups in society – women’s associations, trade unions etc. – were notably absent.

Terminology. The term ‘fragility’ posed a number of difficulties for the assessment process, both in terms of its political (un)acceptability as a concept and its definition. Politically, the term does impact on how stakeholders engage with the process and what impact it can have. Practically, participants focused on trying to define what fragility is and whether or not Sierra Leone was fragile instead of understanding that, however it is defined, Sierra Leone used to be more fragile and wants to be less fragile still and that the position and progress of the country along this transition is what matters. Once the assessment’s focus

on the progress along a spectrum of fragility was understood, participants engaged more effectively in debate, however time was taken up on the first day in arguing about this term.

'Legitimate politics' was also unpopular – one civil servant explained that he felt it was inappropriate for him to attend this session given that he was not meant to be involved in politics (in the party sense). Others felt that 'legitimate' was unclear and the PSG was re-worded on workshop documents as 'political governance'. Another suggested term was 'inclusive political processes'.

Impact. The timing of the assessment in Sierra Leone was ideal in terms of feeding into the development of the country's *Agenda for Prosperity* Poverty Reduction Strategy, but the process for doing so was not always clear. Concerns were raised about both the need to ensure that the assessment is taken forward and the potential for confusing overlap and duplication with the PRSP process. It was important to be clear that the fragility assessment was not in itself a separate strategy development or planning process but that it would identify priority issues that should be addressed through the national planning process. Ensuring the practical use of this insight remains a key challenge for Sierra Leone in taking the implementation of the *New Deal* forwards from here.

Additionally, Sierra Leone recently completed an African Peer Review Mechanism (APRM) report and some stakeholders voiced scepticism about how the fragility assessment would differ from this process. Overall, the manner in which the fragility assessment relates to both the APRM and PRSP processes remains an outstanding question for pilot countries, the g7+ and the International Dialogue to consider.

3.2 Key insights

Pilot implementation of the fragility assessment in Sierra Leone generated a number of important insights that will be of interest to the International Dialogue and other g7+ countries looking to implement the assessment. At the top level, these included the following:

1. The value of opening up space for honest, frank discussion cannot be overestimated and depends to a significant degree on the style and approach of those leading the assessment. The background, knowledge and relationships held by the national consultant leading the process in Sierra Leone were critical in achieving this, as was the co-option of a number of well-respected focal points, who led on each PSG area.
2. Involving only Sierra Leoneans in the assessment workshops created a powerful national dialogue with very strong ownership. This was enabled by the decision not to involve donor partners in the actual assessment workshops. Non-Sierra Leonean technical assistance sat at the back of the room taking notes and did not participate in discussions. This meant that the assessment was truly Sierra Leonean owned and led.
3. Results of the assessment were presented to donor partners the week after the workshops. This proved to be a useful way to manage engagement with partners while maintaining the clear national voice through the workshops themselves. Issues raised by donors related to the need for a robust evidence base to inform the development of the PRSP and queries regarding the Fragility Assessment methodology. They felt that it

was misleading to call it an assessment as it was based on perceptions, and raised concerns about assigning numerical ratings to issues and the potential for inaccurate comparisons to then be made across countries. These issues aside, however, donors were very supportive of the assessment and felt it added an important aspect to understanding of the position and priorities in Sierra Leone.

4. The link between the assessment content and the concept of 'fragility' in terms of peace-building and state-building was not always explicit. In part, this was due to a lack of consensus on the usefulness of 'fragility' as a term. Instead, discussion was conceptually grounded in recognition that conditions in Sierra Leone used to be worse, that they have improved to some extent since then, and that there is still further improvements to be made in the PSG areas.
5. Discussing the 'crisis' phase first and then moving on to discuss the current position brought into focus all of the progress that has been made and how far Sierra Leone has come. This brought a positive slant to the 'where are we now' discussions and built awareness of what there is to lose and what to watch out for in terms of 'slipping backwards', as well as what remains to be gained.
6. There was a general feeling that it was important not to just follow an international template but to be context-specific in considering what was relevant to Sierra Leone. This was even more important given the regional differences within Sierra Leone, which mean that, even nationally, there is a need for differentiated policy responses.
7. Most stakeholders participated in all workshops throughout the assessment. The workshops were scheduled over a one week period with one day per PSG and a range of different stakeholders were invited to different days depending on the relevance of the topic to them. The core group of attendees, however, consisted of participants who had travelled to Freetown from the provinces and so were there all week – this meant that approximately 70-80% of participants were the same across each of the workshops. This unplanned continuity in fact contributed to increasing quality of dialogue as people become more familiar and engaged with the assessment process and felt stronger ownership of it. Many participants at the end of the week expressed disappointment that the assessment was over.

In relation to the Fragility Spectrum tool and associated guidance, it was found that:

8. The fragility spectrum concept made sense and people found it useful. It was important to have at least five phases in order to be able to show the relativity of progress made in different areas and draw out distinctions between those aspects that are more advanced and those that are less so. However the inclusion of five phases when only asked to complete three caused some confusion and the template itself was not easy practically for participants to complete. It therefore worked much better using a simple hand-out with questions for groups to answer that was then translated into the spectrum format (a copy of the handout, adapted for each PSG workshop, is included in the annexes at section 5.3).

Furthermore, as the Sierra Leone Fragility Assessment results indicate, a five stage spectrum, in which stage 1 is 'crisis' and stage 5 is the goal, means that participants are likely to rank current progress in the middle at stage 3. This is not necessarily a problem, assuming that external observers understand the PSG rankings relationally, rather than as an absolute marker of progress that could be compared with other

countries. The most interesting part of the fragility spectrum is when the rankings are disaggregated to the dimension and sub-dimension level, in order to see how Sierra Leoneans view progress across these areas in comparison to each other.

9. The inclusion of sub-dimensions in the assessment had mixed utility. They were important in order to show the relative progress of different areas (when assessment results were aggregated up to the dimension or PSG levels, simple averaging of the results reduced the visible variation and led to a more blanket assessment result), but it was generally felt that having pre-defined sub-dimensions restricted discussion and led participants down too prescriptive a path in their assessment. An example of this was in relation to PSG 4 on economic foundations, where participant discussion initially focused mostly on the human resource base of the country, particularly in relation to tertiary education curriculum, but was then restricted by the spectrum template to focus on other issues. Latest guidance documents do include a blank row for 'other dimensions' but this did not receive significant attention given that the rest of the spectrum was so prescriptive.
10. In some cases the sub-dimensions were also confusing to participants. There seemed to be a degree of overlap between some or their meaning was unclear, for example in relation to the dimension of revenue generation. Similarly participants struggled with understanding 'transitional justice', frequently reading it instead as 'traditional justice', and other sub-dimensions caused debate about which dimension they should occur in (or duplication of work across groups considering different dimensions), for example 'infrastructure' was seen as part of the 'enabling environment for private sector growth'. Overall, it was felt that while the dimensions were helpful, the sub-dimensions unnecessarily complicated the spectrum and limited conversations to focus on pre-determined areas.
11. In part due to strong representation on the revenue side, the marriage of revenue and services into one PSG limited attention paid to the key issues of service provision in Sierra Leone. Despite the logical link between revenue and services, the two were found to be very separate in practice and participants more naturally included revenue in the PSG 4 discussions the preceding day. As a result, discussions around the important issue of service delivery were limited to the single breakout group that discussed this dimension.
12. The fragility assessment guidance documents were very useful in helping to design and plan the assessment; however their use was mostly for the consultants and facilitators running the process, rather than for the assessment participants who were instead guided through a simplified process. For instance, the analytical framework questions were only useful prompts if conversation faltered (which it almost never did). In practice, participants themselves led conversation and, knowing the big questions they had to answer, developed their own approaches for doing so.
13. It was not clear to participants what period they should be considering when attempting to describe phase 1 (the 'crisis' phase) on the fragility spectrum. It was generally interpreted as being the worst point in the civil war; however given that the civil war spanned 11 years, it was unclear exactly when in this timeframe 'crisis' referred to. Furthermore, strong arguments were made for phase 1 on the spectrum to instead relate to the pre-war period as analysing that was more important in terms of understanding the fragile conditions that led to the war. It was not obvious how best to

capture this, as separate inclusion of discussion specifically on underlying causes proved too ambitious for the week-long assessment timescale and it was not clear how best to show progress in addressing root causes of conflict. The g7+ and International Dialogue may want to consider how best the 'crisis' stage (which may cover a long period of time or different points in time) can be captured in future assessments.

14. Participants tended to define the 'less fragile' phase (phase 5) as resolution of all of the outstanding issues identified in the 'current phase' assessment. This tendency related to an issue that arose regarding the definition of phase 5 in which it was questioned whether participants had assumed this phase to be 'the ideal', or perfect resilience. Participants clarified that they had understood phase 5 still to be on the spectrum of fragility (i.e. not perfect) but this did highlight the importance of emphasising this point. It may be useful for the g7+ fragility spectrum template to include some indication of what stage 5 refers to (for instance, stable low income country – which would fit with previous g7+ discussions around the PSGs being pre-MDG goals to get us to the MDG starting line).
15. While there was some good engagement on the question of indicators to monitor progress along the fragility spectrum, this dependent on members of the break out groups having a certain degree of technical knowledge about indicators – what they were, how they work, etc. In many cases, the indicator conversation was too technically advanced for participants to understand quickly. This could be addressed by, for instance, having the long list of indicators on hand to refer to if participants do not feel comfortable with suggesting their own from scratch. The long list of indicators would be a useful prompt that would assist participants in understanding what kinds of things the assessment process is looking for in this regard. Where participants were confident in what was required in the indicators section, the long list would not be needed.
16. The fragility spectrum template does not easily reflect priorities (i.e. which aspects are more important than others) and it should not be assumed that areas that are less well advanced along the spectrum are automatically the priorities. This has important implications for feeding in to national planning processes.

In relation to the assessment process, key insights were that:

17. As anticipated, it worked well to begin the workshops with very open questions and only narrow down discussion through introduction of the fragility spectrum later on in the day. It also proved important not to close down discussions by trying to stay focused on any particular structure – discussions tended to flow and develop naturally and once these were captured they were later structured into the spectrum.
18. It was possible to pre-populate a significant amount of the spectrum in relation to phase 1 (the 'crisis' phase) using information contained in key documents such as the Truth and Reconciliation Commission final report and the APRM report. Using the assessment to develop and validate these elements made best use of already well-documented findings.
19. Having focal points in place to lead each PSG was important in terms of broadening ownership of the *New Deal* across government and widening participation and support. It also lent credibility to the process by having sector experts lead the relevant sessions. However building understanding and support across these focal points was time consuming and met with varying levels of success. Proceedings ran most smoothly

when the national consultant co-facilitated the actual workshops along with the PSG focal person, thus ensuring both sector and process understanding.

20. Background documents setting out relevant country-level information should have been more useful than they were. In practice, difficulties distributing them to participants in advance limited their utility, although they were welcomed once they were received. It is also worth noting here that the process was resource-intensive, both in terms of background research and preparation by technical assistance, and practically in terms of printing requirements. This should be factored into planning of future assessments.
21. The workshops ran most smoothly once participants were familiar with their design. This was facilitated by having an outline daily agenda up on a screen, and providing hand-outs to be completed by working groups and guide their discussions. Asking participants one-by-one around the room to provide one example of an area where things have improved and one example of where there are still challenges also worked well and allowed everyone to contribute to discussions.
22. As well as an introductory launch meeting, it is important to plan a final wrap-up, validation and next steps meeting after the assessment period. This should be held once the spectrum has been drafted and participants have had time to review it and ideally the validation would include robust testing of the findings, especially regarding the relative results across different PSGs. In the case of the Sierra Leone assessment, as has been set out, time and funding limitations meant that the final wrap-up meeting was much shorter than would have been ideal. There may be a chance to re-visit this once work around developing indicators to monitor the fragility assessment findings is completed, with an additional validation exercise conducted to ensure the indicators match with assessment priorities for monitoring.
23. It is critical to use an appropriate, comfortable venue that is conducive to discussion. This includes an open room so that everyone can see each other and microphones so that everyone can be heard.
24. It was useful to start workshops with lunch, as this gave participants time to arrive without missing discussions and mingle with other participants, as well as read the background documents if they had not already.

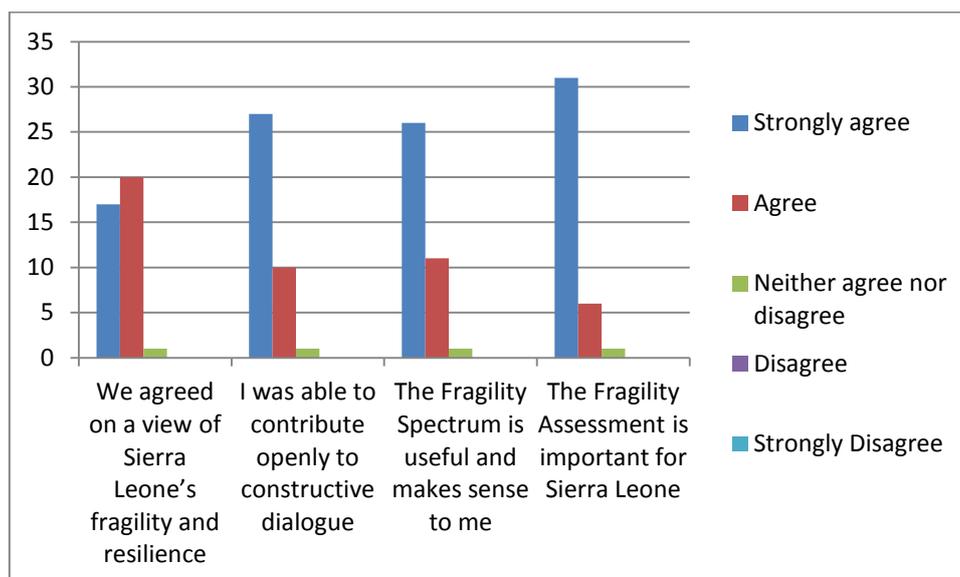
3.3 Feedback from participants

In considering the lessons learned through the pilot process in Sierra Leone it is important to understand the perspective of those who took part in the assessment. To help facilitate this, a simple feedback form was given to all workshop participants.

Participants were asked to what extent they agreed or disagreed with four key statements:

1. We agreed on a view of Sierra Leone's fragility and resilience;
2. I was able to contribute openly to constructive dialogue;
3. The Fragility Spectrum is useful and makes sense to me; and
4. The Fragility Assessment is important for Sierra Leone.

Results from this are presented in the diagram on the following page.



Participants were also asked what they found most useful about the assessment and what would have made it better, as well as if they had any other comments. Key repeated feedback is shown in the table below (see information annexed in 5.3 for full comments received).

What was most useful about the assessment?	<ul style="list-style-type: none"> • <i>Bringing key stakeholders together in a consultative process</i> • <i>The interactive discussions, open dialogue and frank contributions</i> • <i>Understanding fragility in the country-specific context of Sierra Leone</i> • <i>Comparing past and present and knowing the current status</i>
What would have made the assessment better?	<ul style="list-style-type: none"> • <i>Broader participation: full attendance of those invited, more civil society representation, women's groups, parliamentarians, traditional authorities and the private sector</i> • <i>More advance preparation: earlier invitations and sharing of Sierra Leone background documents</i> • <i>More hand-outs: guidance materials and case studies of other countries (possibly including countries that are not emerging from conflict)</i> • <i>Inclusion of regional-level assessment workshops</i>

Some participants also raised concerns about possible duplication with the *Agenda for Prosperity* planning process and overlap with the recently-completed African Peer Review Mechanism (APRM) report. Others queried the extent to which the assessment would be accepted and impact on policy and implementation "so it's not all just talking". Finally, a number of participants suggested that the fragility assessment should be conducted at regular intervals in Sierra Leone in order to understand progress and provide early warning of any regression.

Overall, the feedback from participants was very positive. One participant noted that she had been looking for ways of making her voice heard in Sierra Leonean development debates for some time, and felt that the fragility assessment gave her this opportunity. Others also expressed their desire to see the conversation on these topics continue, and the findings to be taken up by government and development partners.

4. RECOMMENDATIONS FOR THE g7+

4.1 *The Fragility Spectrum*

From the above lessons learned through the fragility assessment exercise in Sierra Leone, the following recommendations are put forward to the g7+ and International Dialogue for consideration:

1. Use clear and simple guidance, recognising that most of this will be for facilitators, rather than for participants.
2. Work out how to address underlying causes of conflict, as this is a huge issue that may require its own workshop. Also be aware that a discussion of conflict causes may be highly controversial, whereas everyone can agree that there are a number of issues to be addressed going forward.
3. Consider how to show priorities within the spectrum, as it cannot be assumed that least progressed equals higher priority.
4. Rather than specifying sub-dimensions, leave these for participants to articulate. Providing a list of 'areas to think about,' which can include possible sub-dimensions would still be a useful prompt.
5. Reconsider the placement of revenue within the PSGs. In the Sierra Leone fragility assessment, it would have made sense to move revenue from PSG 5 into PSG 4.
6. Reconsider contentious terminology – including 'fragility' and 'legitimate politics'.
7. Consider providing long list of indicators as a prompt for discussion where participants are not confident on these technical issues.
8. Reconsider the use of a 5-stage spectrum, given that participants will often opt for a ranking of stage 3 as a mid-way point.

4.2 *The assessment process*

9. Build into plans for future fragility assessments more time to set up, engage stakeholders and build momentum. This, in turn, requires additional financial support from development partners.
10. Consider how to ensure greater engagement from in-country development partners. This may require more head office briefings of country offices to ensure they understand New Deal commitments. While the Sierra Leone fragility assessment found it useful to have only Sierra Leoneans present for the workshops, development partners should ideally be engaged prior to and immediately after the workshops.
11. Build on other relevant work done in country and ensure clear practical link into planning processes. In this regard, the national calendar of events will be important in shaping the role of the fragility assessment. In Sierra Leone, where the PRSP process is

in its early stages, the fragility assessment can feed into this planning tool. Depending on what stage of planning other countries are at, the fragility assessment may serve a different purpose.

12. Hold a separate validation meeting after spectrum is developed to allow participants to properly reflect on the content of the spectrum and have sufficient opportunity to challenge, question or support the draft spectrum findings.
13. Consider alternative formats for the fragility assessment. While in Sierra Leone, some initial consultation on the fragility spectrum was followed by more in-depth workshops, a multitude of formats exist and it would be useful for other countries to experiment with these and provide similar feedback to the g7+ and International Dialogue. For instance, one ideal way of conducting the assessment would be to hold a number of smaller workshops with different stakeholders over several weeks (although, it was found to be useful for there to be representatives from a cross-section of society in order to challenge each other and promote lively, rather than homogeneous, conversation). Alternatively, workshops could be held at the start of the assessment process, forming the basis for ongoing research by the assessment team (for instance, through semi-structured interviews with key individuals) then closing with a further workshop to concretise findings.
14. Consider how to make a more robust link between the fragility assessment and the concept of fragility, if this is deemed necessary (i.e. ask 'to what degree does the current justice system in Sierra Leone make the country fragile?'). Alternatively, the g7+ may be comfortable with 'fragility' being a more heuristic conceptual device to simply focus attention on progress from crisis, rather than needing to claim a reduction in 'fragility' as the overall national priority.

5. ANNEXES

5.1 Stakeholders involved in assessment process

The table below indicates those organisations and/or representatives that were invited to participate in the assessment, the type of organisation, and the actual attendance in terms of the number of representatives that participated.

Invitees	Type	Attendees
Agenda for Prosperity PRSP Working Groups	Government	
Anti-Corruption Commission	Government	1
Attorney General /Ministry of Justice	Government	
Budget Bureau	Government	
Bureau of Immigration	Government	
Chamber of Commerce	Government	1
Chief Justice	Government	
Human Rights Commission	Government	
Justice Sector Coordination Office*	Government	1
Ministry of Agriculture	Government	2
Ministry of Defense	Government	
Ministry of Education	Government	
Ministry of Health	Government	1
Ministry of Internal Affairs	Government	
Ministry of Labour	Government	
Ministry of Local Government	Government	
Ministry of Mineral Resources	Government	
Ministry of Political and Public Affairs	Government	1
Ministry of Social Welfare	Government	
Ministry of Trade and Industry	Government	
Ministry of Finance*	Government	5
National Commission for Social Action	Government	1
National Revenue Authority*	Government	2
National Social Security Insurance Trust	Government	
Office of National Security*	Government	1
Office of the Chief of Staff / SPU	Government	1
Office of the President – PRSU	Government	1
Ombudsman	Government	
Prisons Service	Government	3
RSLAF	Government	
Sierra Leone Police	Government	1
SLIEPA	Government	1
Solicitor General	Government	
Special Court	Government	1
Statistics Sierra Leone	Government	
Youth Commission	Government	
50/50 Group	Civil Society	1

Bike Riders Association	Civil Society	
Campaign for Good Governance	Civil Society	1
ENCISS	Civil Society	
Former TRC member	Civil Society	
National Youth Coalition	Civil Society	
Inter-Religious Council	Civil Society	1
National Commission for Democracy	Civil Society	
Network Movement for Justice and Development	Civil Society	1
Sierra Leone Association of Journalists	Civil Society	
Sierra Leone Labour Congress	Civil Society	
Sierra Leone Petty Traders Union	Civil Society	
Sierra Leone Union on Disability Issues	Civil Society	1
Sierra Leone Unemployed Youths Advocacy Group	Civil Society	1
Society for Democratic Initiatives	Civil Society	
SWAASL	Civil Society	
TIMAP for Justice	Civil Society	1
Women's Forum	Civil Society	1
World Vision Sierra Leone	Civil Society	1
Chair of Parliament Committees covering each PSG	Political	1
District Budget Oversight Committee	Political	
Majority and Minority leaders	Political	
National Elections Commission	Political	
Political Party Registration Commission	Political	
Speaker of Parliament	Political	
APRM district chairs	Regional	5
District Councils	Regional	7
District Prosecutors	Regional	
Paramount Chiefs	Regional	1
Police Partnership Boards	Regional	
Provincial Security Committees	Regional	11
Academic Staff Association	Academic	
Centre for Development and Security Analysis	Academic	3
KPMG Tax Advisory	Private	
Sierra Leone Indigenous Business Association	Private	

* *PSG Focal Points*

5.2 *Participant feedback – detailed comments received*

What was most useful about the assessment?

- Justice and economic foundations
- Plenary discussions
- The comparison of both the past and the present status of the country's progress in terms of development
- Frank comments made
- Legitimate politics
- It brought together key stakeholders that play vital roles in shaping the economy
- Its diversity in representation created a forum to identify key challenges and pro-offer solutions
- To know the status of the country
- The assessment was an interactive session that gave participants the opportunity to make their inputs
- Understanding the extent of our fragility
- The assessment made on societal issues
- Input from participants
- Group relations and security analysis were most crucial
- Discussions were very informative and allowed for a clear perspective of fragility
- The problems and political instability during the war and after
- That people contributed frankly for the development of Sierra Leone
- Discussion on legitimate politics
- The most useful thing about the assessment was consideration of the capacity of the security sector
- Consultative process
- The openness in the dialogue to reach agreement
- Security issues and economic development
- The useful aspect of this assessment is the fragility spectrum which allows different shades of opinion to factor into the entire process
- The assessment will help greatly to know the fragility of the country and how best we will be able to develop strategies for the betterment of national governance structures
- The discussion on security issues during and after the war
- The forum hosting representatives from various government institutions to express their views about Sierra Leone's fragility especially the security sector since elections are forthcoming
- Taking a picture of what the country's development is like, placing Sierra Leone at level four in some areas which is very close to resilience
- The opening discussion and the groupwork
- Understanding the security sector challenges and fragility
- It brings a clear picture of the fragility of the state and makes us realise that there is much work to be carried out in terms of dealing with security
- I am now in a better position to understand what was there before, what is there now and what I look forward to seeing in the future
- The indicators that determine the fragility ranging from bad governance, weak legislation, indiscipline, weak institutions and poor governance
- It gave me a clear picture of the position of fragility in our country

- Filling in of the fragility spectrum
- Knowing how Sierra Leone is moving away from fragility to resilience
- The assessment was able to delve into the country-specifics of fragility which is very useful for donor engagement
- It helps to assess the ability of the security sector to professionally handle the security of the state
- The various contributions by attendees and stakeholders especially with regards to the security sector, its development, successes and challenges
- A clear understanding and general consensus regarding Sierra Leone's fragility and resilience that will inform the development of the Agenda for Prosperity
- The issue of challenges faced within security sector institutions

What could have made the assessment better?

- The duration of the workshop very short and very long for week lasting period
- More time for breakout group discussions
- If organisers had made sure more parliamentarians were present for discussions
- A clear definition of fragility and examples of that from other countries
- Having at least one minister among us to talk about their long and short term objectives in their ministries for the national development
- To be more inclusive
- More open dialogue
- Open and honest analysis of the situation
- A broader participation
- The assessment would have been much better if we had most of the institutions invited in full attendance
- The process was good
- More grassroots people should have been involved
- The assessment could have been better if participants had earlier access to background documents
- Properly explain the spectrum contents and sub-dimensions before breaking into groups
- Individual contributions to societal issues
- Proper handouts that describe every step taken
- This could have been made better by providing adequate logistical support
- Sharing of tool (fragility spectrum) for pre-workshop reading and familiarity
- Gender representation should be considered in the security sector representatives
- By involving the least privileged people especially in the provinces because they are directly affected
- More consultations should be done across the country taking in large considerations of the locals and the people affected by the fragile circumstances
- The assessment should have been done regionally if not by districts to effectively discuss the assessment's thematic areas
- The presence of various key stakeholders like women's groups, Ministry of Social Welfare etc. to make salient views into the document
- If this was extended to the private sector for participation and the political sphere
- Sharing case studies of other participant countries
- Bringing heads of government MDA's to discussions

- More open forum for larger audiences and views
- More preparedness and research work
- Visitation of some of the crossing points
- The guidelines for the fragility requirements should be made available so we could position Sierra Leone's situation on it
- Cascading it to the locals in other remote areas who experienced the effects of the war
- More people who have a stake in governance could have been invited to participate
- The process should include other countries that have not come from war
- Identifying the characteristics of fragile states
- It would have been further enriched if some generic country specific realities on the socio-economic, security, justice and politics areas were presented as hand outs
- The involvement of RSLAF, more traditional authorities and women in security committees
- There would have been better deliberations if all stakeholders invited had turned up for discussions and decisions
- Presence of wider society at the workshops

Are there any other comments you would like to make?

- Most of the participants were not present according to the schedule on the agenda of the programme
- Internal transport refunds for Freetown participants should have been considered
- Sierra Leone Fragility Assessment should be conducted at least twice or once in the year to see whether the country is progressing or not progressing
- The presentations should be done in local languages
- Such dialogues are the kinds that will move this country forward, but there has to be some action taken
- Frank discussion very necessary to get an objective assessment
- I think I'm ok with what we have done so far
- Some history and literature on other countries as they move across the fragility spectrum
- The assessment is very interesting and important
- This workshop is timely especially approaching elections
- This is a useful arrangement for nation building, more stakeholder support should be involved to share ideas
- More broad-based to incorporate private sector and civil society views
- More workshop materials – flipcharts, markers, logistics, transport refunds for participants
- I would like to appeal that such an assessment be conducted frequently
- I would like more attention to be paid to security issues for the coming elections
- Please continue to put the right people in the right place, as the case may be!
- The female turnout is poor and this needs to be improved for total inclusion in national dialogue
- The indicators mentioned in the various presentations must be followed up and necessary actions taken
- Food service is good
- Please make available some materials connected to the New Deal

- The country is highly likely to move from fragility to resilience if the government is committed to meeting its obligation of providing the necessary resources
- The whole idea is a good thing for our own assessment as a country
- A follow up on the assessment at district level
- Less number of ONS personnel should have been invited to the workshop
- In order to ensure effective representation adequate communication to participants should be made quite in advance
- Hold such consultations at district levels
- This exercise should be repeated preferably every two years as an early warning tool for the security sector

5.3 Background documentation

LOCAL CONSULTANT TOR

Specific duties:

- To facilitate implementation of a ‘fragility assessment’ in Sierra Leone, in line with the ‘New Deal for engagement in fragile states’.
- To lead the Sierra Leone fragility assessment team in meeting the objectives of the assessment:
 - To develop a clear picture of how Sierra Leoneans view their own fragility: what they think and feel about the causes and features of fragility in Sierra Leone, the country’s sources of resilience and its current position on a spectrum of fragility; and for Sierra Leoneans to describe their goals for progress in line with the Peacebuilding and Statebuilding Goals (PSGs) as endorsed in the ‘New Deal’; and
 - To generate understanding and consensus regarding Sierra Leone’s fragility that will inform the development of the *Agenda for Prosperity Poverty Reduction Strategy*, thereby enabling the development of one vision and one plan to reduce fragility.
- To ensure broad and inclusive participation in the assessment including representation from relevant government ministries and agencies, civil society groups, women and youth groups, minority representatives, academics, the private sector and business representatives, trade unions, representatives from different regions of the country and different political parties.
- To take account of relevant input from the g7+ and International Dialogue frameworks.
- To work closely with the ODI consultant in developing and delivering the assessment. This should include spending a minimum of 3 days per week based at the Ministry of Finance offices with the ODI consultant for the duration of the consultancy.
- To support appointed focal points in developing background documents and to develop and deliver a series of workshops.
- To undertake interviews with relevant stakeholders alongside the ODI consultant to inform the fragility assessment.
- To be flexible within these terms of reference, undertaking additional tasks as agreed.

Expected outputs:

- To produce, in cooperation with workshop facilitators and ODI consultants brief (5 page) reports from each PSG workshop by Monday 18 June.
- To produce by Friday 6 July, in cooperation with ODI consultants a final report (10-20 pages) drawing on the 5 workshop reports that includes:
 - Description of the key causes and features of both fragility and resilience as understood by Sierra Leoneans;
 - A baseline of current fragility according to the Fragility Spectrum;
 - Description of the goal for fragility in Sierra Leone, or the target position that has been identified on the Fragility Spectrum and what this looks like;

- Identification of where the greatest challenges now lie and indication of high level priorities.
- Throughout the assessment process, to help key stakeholders plan how they will use the assessment report.
- To produce, in cooperation with the Ministry of Finance and ODI consultants, a report on the fragility assessment process to feed back to the g7+ and International Dialogue on Peacebuilding and Statebuilding (5-10 pages, by Friday 6 July).

Fee arrangements:

The consultant will invoice ODI following completion of the fragility assessment and delivery of expected outputs (as set out above) to the Sierra Leone Ministry of Finance and ODI.

Payment of invoice will be made within 30 days of ODI receiving the consultants invoice.

Reporting arrangements:

Throughout the assessment, the consultant will work in partnership with the ODI support consultant in-country and the ODI support team in London and will report to Abie Kamara in the Sierra Leone Ministry of Finance.

It is expected that the consultant will work from the Ministry of Finance offices at least 3 days per week throughout the duration of the contract, alongside the ODI consultant.

SAMPLE WORKSHOP AGENDA / FACILITATOR GUIDANCE

Timing	Topics to cover
13:30	<ul style="list-style-type: none"> • Introductions • Objectives (see slide)
13:45	<ul style="list-style-type: none"> • Group discussion: <i>What does justice mean within the Sierra Leone context?</i>
14:30	<ul style="list-style-type: none"> • Group discussion: <i>In what ways has justice in Sierra Leone made the most progress?</i>
15:00	<ul style="list-style-type: none"> • Group discussion: <i>In what ways is justice in Sierra Leone still fragile?</i>
15:30	<ul style="list-style-type: none"> • Group discussion: <i>How would we know when we achieve justice? What would the signals be?</i> • Go round the room and ask every participant one by one to give an example of what would show success in legitimate politics
16:00	<ul style="list-style-type: none"> • Introduce Fragility Spectrum (see slide) • Split the group into 3 breakout groups and give instructions
17:00	<ul style="list-style-type: none"> • Feedback presentation from each groups • Comments from whole group on each presentation
17:30	<ul style="list-style-type: none"> • Next steps • Feedback forms • Thanks

BREAK-OUT GROUP INSTRUCTIONS

To complete the fragility spectrum you need to answer each of the five questions below. You have one hour to do this in your group. You should agree one person to chair your group and one person to be prepared to present your findings back to the whole group.

In answering these questions you should focus on your group's specific topic and sub-dimensions:

Group 1: Justice conditions	Group 2: Capacity of justice sector institutions	Group 3: Performance of justice sector institutions
<ul style="list-style-type: none"> - Fair and equal access to the delivery of justices - Impunity of elite - Addressing grave atrocities and systematic violations of rights 	<ul style="list-style-type: none"> - Adequate resourcing and skills of justice institutions - National law-making - Transitional justice 	<ul style="list-style-type: none"> - Codification, alignment and application of norms - Citizen confidence in the judiciary - Resort to non-violent measures to express grievances

The five questions each group needs to answer, in relation to your topic, are:

1. What was Sierra Leone like during the crisis?

2. What is Sierra Leone like now?

3. What still needs to be developed?

4. How would you rate the current position on a scale of 1 (most fragile) to 5 (least fragile)?

**5. What indicator areas should be used to track progress in the development of justice?
What is most important to monitor?**

PSG BACKGROUND NOTES TEMPLATE

Key Questions

- List 3-5 overarching questions
- I would formulate these very broadly, eg: 'What are the greatest threats to security that Sierra Leoneans face today?; What aspects of security have been neglected by governments and donors?; What aspects of security remain a challenge, despite efforts to address them?.'

Background

- Brief history
- Situation at end of war compared to now
- Why it's important for exiting from fragility
- 1-2 paragraphs

Policies in place

- Brief explanation (no more than 1 para) of major policy/programme implemented since end of war to address challenges within the PSG
- ODI to do initial review of policies/programmes, but which ones to cover will ultimately be decided by GoSL counterparts
- Cover government policies and then donor programmes
- no more than 2 pages

Progress to date

- Key areas where progress has been made
- Can include graphs/data if relevant
- no more than 1 page

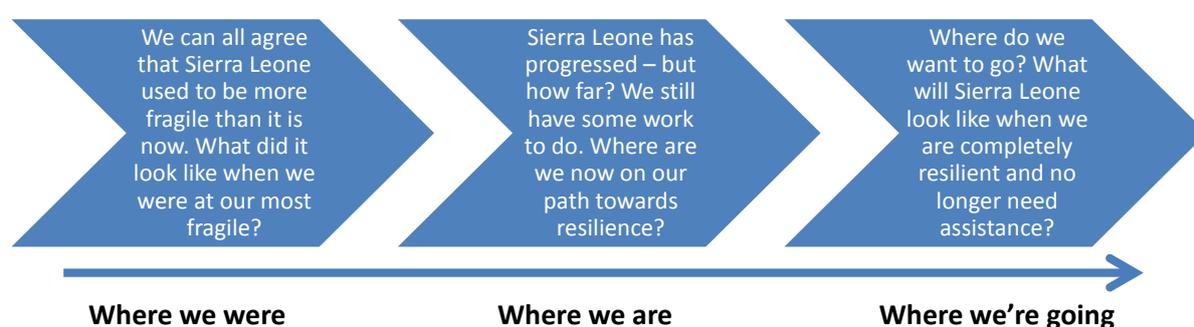
Areas of ongoing fragility

- Brief explanation of ongoing areas of fragility
- Idea here is to include as many 'possibles' as you can as it's meant to trigger discussion in the PSG working groups. Don't need too much detail at this stage.
- No more than 2 pages

WORKSHOP REMINDER SLIDE

We are not assessing whether or not Sierra Leone is fragile
(because every state has some elements of fragility)

We are assessing how far Sierra Leone has progressed from its lowest point towards the ideal future point



FRAGILITY ASSESSMENT BUDGET

Item	Unit Cost (£)	Units	Total
Local consultant fees	255	25	6,375
International consultant fees	359	35	12,565
International consultant in-country expenses	N/A	N/A	6,655
ODI staff fees (remote and in-country)	470	20	9,400
ODI staff in-country expenses	N/A	N/A	2,961
ODI staff fees (remote)	600	8	4,800
Participant travel within Western Area	15	2	30
Provincial participant per diem and travel	271	18	4,878
Catering day 1 and 5 (launch and close)			3,249
Catering days 2, 3 and 4			1,839
Total			52,751
DFID/UNDP contribution			13,122
ODI contribution			39,629