SYNOPSIS

Sierra Leone has witnessed massive public sector reforms to maximize development results since the end of its civil war in 2002. The reforms included the introduction of results-based management (RBM). Since 2006, the country has experimented with a performance tracking table (PTT) to inject a culture of results reporting and to deliver better public services. This tool has extensively evolved and gained widespread adoption, and has been devolved to local councils, too.

This study carried out an assessment of the PTT with a view to informing what needs to be done to make it more effective, and to draw lessons from its application for possible replication in other African countries. A review of documents and the general literature was undertaken, supported by interviews with selected public sector personnel to gauge perceptions of the table’s successes and challenges in Sierra Leone.

**Key findings:** The PTT tool has instilled huge awareness about the need for enforcing accountability in the public service to produce needed results for the public, especially the poor. It has also aided monitoring undertaken by civil society organizations. Major challenges that came out strongly include the low level of incentives for civil service personnel and technical capacity constraints in the application of the tool.

**Key recommendations:** There is need to increase technical capacity and improve incentive systems in the public service as a precondition for the success of any result initiatives; the PTT and related tools should be made simpler for users; African leaders should take a firmer position in enforcing development results on the continent; and comprehensive impact studies of result monitoring tools on national development outcomes should be conducted in Africa to garner greater lessons for replication and planning.

Introduction

Prior to the Ebola virus disease outbreak in Sierra Leone in May 2014, the country had progressed very well following the end of its 11-year civil war in 2002. Sierra Leone had implemented a series of poverty reduction strategy papers (PRSPs), starting with an interim PRSP 2001–2004 as part of an overall response to the country’s immediate post-conflict challenges. The country is implementing its Agenda for Prosperity/third generation PRSP 2013–2018 after the Agenda for Change/second generation PRSP 2008–2012 and the first PRSP 2005–2007. The Agenda for Prosperity sets the nation’s baseline strategy to achieving its Vision 2035, which aims to take the country to middle-income status by 2035, ensure that hunger is eradicated, and that at least 80%

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1 Government of Sierra Leone (2013).
percent of the population lives above the poverty line.

As expected for a country emerging from civil conflict and participating in World Bank and International Monetary Fund PRSPs, Sierra Leone received substantial per capita external development assistance. Although challenges remain daunting, the country has recorded immense achievements.

Post-conflict Sierra Leone witnessed an era of results monitoring. The government introduced a gamut of instruments, including performance management contracts (PMCs); public expenditure tracking surveys; the public expenditure and financial accountability framework within its public financial management reform program; and a host of others, all within an overall plan of introducing and implementing RBM. Attached to the PMC is the PTT, introduced in 2006. The PTT is a plan of results agreed between government ministries, departments, and agencies (MDAs) and the Office of the President and other oversight bodies.

Objective

The objective of this paper was to assess the extent to which the government has implemented PMCs in the public sector. The paper specifically examined how successful the application of the PTT attached to the PMC has been across public institutions, and drew lessons for improving it in Sierra Leone and its possible replication in other countries in Africa.

The author was one of the contributors to the first Source Book on Managing for Development Results (MfDR) in Africa, and discussed the potential role of the PTT in Sierra Leone’s public sector management, published by the African Community of Practice (AfCoP) on MfDR/World Bank in 2010. Since then, the PTT tool has evolved tremendously, and it is critical that (i) we have a review of how much it has been successful in inducing development results in the public sector; (ii) we ascertain what has been its appreciation and effectiveness among public sector practitioners and the general public; and (iii) we highlight challenges that have been encountered to offer recommendations for better delivery of the tool and results. This is essential for the attention of AfCoP, the African Capacity Building Foundation (ACBF), and other partners.

Methods

Data were drawn from primary and secondary sources. Primary data were sourced through interviews conducted with key government personnel on their perception of the effectiveness and challenges in implementing the PTT. These included officials from the Office of the President; the Office of the Head of the Civil Service; the government Human Resource Management Office; the Ministry of Finance and Economic Development; and officials from local councils. Performance observation was used in generating data.

Secondary sources included an extensive literature review on the evolution of the spirit of rekindling development results in the 21st century at global and national levels. At national level, we reviewed the history of RBM in Sierra Leone with a focus on the evolution of the PTT in particular, and PMCs in general. We undertook a detailed description of the PTT (Bangura 2010) with its component parts and logic, as well as accompanying tools such as the Managerial Indicator Matrix and the Project Tracker introduced later on. Documents on the Managerial Indicator Matrix and Project Tracker were obtained from the directorate of Performance Management and Service Delivery in the Office of the President in Freetown, Sierra Leone. The Sierra Leone national development plans were reviewed per their correlation with the application of the RBM.

Lessons were drawn for other countries in the continent and for promoting MfDR by AfCoP, ACBF, and partners.

4 See Bangura (2010: 33-40).
Evolution of results-based management and the PTT in Sierra Leone

The 21st century ushered in new hopes for results for the poor. New global development frameworks, such as the PRSPs driven by the World Bank, International Monetary Fund, and United Nations Millennium Development Goals (MDGs) 2000–2015, became the new vogue and blueprints for supporting developing countries. A series of aid effectiveness pacts was entered into and customized to respond to fragile countries and nations emerging from civil wars, such as Sierra Leone. The sea change in global results policy efforts was substantially driven by pressures from civil society organizations, nongovernmental agencies, and the private sector for a rethink of results trajectories to improve the lives of the poor and the general global citizenry. New tools for results monitoring were introduced in the world including RBM instruments. In Africa, results advocacy and capacity-building institutions, such as the ACBF and AfCoP, increased their engagement and support for results in the national implementation of global and regional strategies, alongside implementation of domestic plans such as the PRSPs.

As the MDGs were coming to an end in 2015, the world through the UN renewed its commitment to eradicating poverty and increasing prosperity through the Sustainable Development Goals (SDGs) in September 2015. The MDGs had eight goals, the SDGs have 17. A key global, regional, and national strategy to bring about better results with the SDGs than the MDGs is increasing the capacity for monitoring and evaluation of development at managerial and operational levels within UN member states. In all this, tools such as the PTT and RBM are ever more critical.

As we enter a new global development era with the SDGs, which are expected to inform regional and national planning in Africa and beyond, it will be important for individual countries to review their development tools in order, among other matters, to highlight and build on their strengths, and to identify and address weaknesses.

General landscape of results

After the end of the civil war, the government pursued massive structural reforms aimed at improving service delivery. This was informed by the universal recognition that bad public sector governance was at the center of the causes of entrenched poverty, marginalization, and frustration that led to the civil war. RBM principles and instruments were introduced and guided public service delivery.

Through an Act of Parliament, local councils were resuscitated in 2004, 32 years after abolition. Since then, the government has implemented a comprehensive decentralization program, devolving a range of administrative, technical, and fiscal functions from central government MDAs to the 19 reestablished local councils in the 14 districts and four regions of the country. Prior to this, all decisions about the development of the country increasing industrialization, inclusive growth and sustainable and decent employment; improving infrastructure development; reducing inequality between and among nations; building resilient cities, towns and improving management of population; ensuring sustainable management of natural resources and the environment; increasing good governance, peace and security; and developing capacity for implementing all the SDGs; see http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E (accessed April 21, 2016).

5 Cling et al. (2002); Bangura (2012: 1); and see http://www.unfoundation.org/what-we-do/issues/mdgs.html (accessed April 21, 2016) on the eight MDGs aimed at eradicating poverty and hunger; increasing access to education for all; promoting gender equality and women empowerment; reducing child and maternal mortality; combating HIV/AIDS, malaria and other diseases; increasing environmental sustainability; and promoting cooperation for global development. 6 See United Nations (2015) on the SDGs, aimed at increasing efforts to end poverty and hunger; addressing health problems; increasing access to education for all; reducing gender inequality and empowering women; increasing access to improved water and sanitation; increasing access to sustainable and modern energy; improving service delivery. This was informed by the universal recognition that bad public sector governance was at the center of the causes of entrenched poverty, marginalization, and frustration that led to the civil war.

7 See footnotes 9 and 10.
(whether political, economic, or other) were taken in the capital city of Freetown, and among a few political and bureaucratic elites.11

The national budget preparation process became participatory. Development priorities and expenditure plans are no longer only generated and endorsed by government MDAs. They are now subject to policy hearing and debate involving extensive participation of civil society organizations. The national budget now takes the form of a medium-term expenditure framework requiring the submission of strategic plans each year by MDAs, with defined activities, objectives, targets, and indicators.12 In the last couple of years, a Citizen’s Budget Guide has been published to enable the public to easily understand what is contained in the budget and raise queries. Public expenditure tracking surveys have also been undertaken to ensure that public expenditures are delivered by frontline service delivery units as planned.13

Generally, broad public financial management reforms have been undertaken since the end of the civil war to increase efficiency and probity in the use of public resources.14 Various donors, including the World Bank, European Union, African Development Bank, and the United Kingdom’s Department for International Development have supported a reform program in this direction, as accompanied by monitoring of effectiveness of public financial management through the application of the public expenditure and financial accountability framework.15

Through this program, management of public accounts and expenditures has been drastically improved. Both internal and external audit services have been scaled up and national procurement activities have been advanced, with most government MDAs now having procurement units as well as internal audit units. This has seen a huge improvement in the oversight responsibility of the public accounts and finance committees of Parliament.

Flanking these financial management and results initiatives was the establishment of an Anti-Corruption Commission, which has become one of the strongest in Africa with prosecutorial powers.16 It has seen top government officials, including ministers and heads of other public institutions, investigated, prosecuted, and convicted, with huge sums of public money recovered in some instances.

In 2006, the PTT was introduced as part of a broader structural reform program.17

**Evolution of PTT—Early period**

The PTT was introduced to facilitate accountability for results in the public sector, and was, first, totally anchored on the Office of the President to provide overall oversight in implementing the tool.18 It mandates public institutions to periodically report on progress made in sectoral activities. Underlying the PTT are sectoral plans, such as medium- to long-term plans on education, health, agriculture, energy, and other sector strategies. The PTT aims at enforcing optimal production of results that are programmed and targeted in these plans. It requires MDAs to look into these plans and isolate the outcomes they plan to achieve in the coming fiscal year over the range of the multiyear sectoral plans. These outcomes, for a given reporting year, are agreed between the MDAs and Office of the President, where quarterly reports are submitted by ministers and heads of agencies. Before the oversight of the tool and reporting was decentralized down the public service system, the Office of the President (the vice president earlier, and later the president himself and technical staff) used to screen

14 ePact/ECORYS (2016).
15 ePact/ECORYS (2016).
ministers and other heads of institutions on their performance.

Before the start of the next fiscal year, relevant reporting institutions or officials would agree with the oversight body on the outcomes/outputs to be delivered in the year. These are programmed against baselines, often as status of progress on deliverables reported by the end of the previous year. Targets are defined going forward; and because the monitoring and reporting strategy requires a quarterly review of progress, the reporting MDAs or officials will sit with the relevant oversight authorities to discuss progress, identify issues and challenges, and make recommendations for better delivery in the following quarter. That is, targets for the year are broken down into quarterly planned results, compared with actual outcomes at the end of each quarter.

Evolution of PTT—Later developments

To date, the PTT has gained widespread prominence across the public sector. In addition to signing PMCs between the ministers, heads of agencies, and the president, the initiative has been cascaded down to signing such contracts between heads of directorates within government institutions and the Head of the Civil Service. Directors within MDAs now report progress on achievement of planned results for the fiscal year to that Head. In turn, directors sign PMCs with their subordinates within the directorates, and in the framework of the PTT the directors sign with the Head. This has been part of a broad appraisal system for rewards and promotions within the public service; it is an incentive system to induce public servants to work more. Further, the 19 local councils sign PMCs with the central government, and they report progress on their PTTs quarterly. New ancillary tools to the PTT have been introduced. These are the Managerial Indicator Matrix (MIM) and Project Tracker, which are currently reported at the level of the institutions (MDAs). The MIM is focused on enhancing overall system efficiency within public organizations in service delivery. The broad areas reported within the MIM and their sub-measures are in table 1.

The MIM provides for unit of measurement of indicators that produce aggregate performance status score on the relevant dimensions; the unit can be in the form of percentage; currency unit; qualitative statement; or absolute number. Different weights are assigned to the indicators in determining total scores, and summary current status will be stated against target for a given reporting year on the overall managerial efficiency in the delivery of services.

The Project Tracker (table 2) was also developed to provide periodic status on project implementation in the course of the year. This is reported along with the PTT and MIM to the Office of the President and Office of the Head of the Civil Service. The tracker provides lists of projects to be monitored and reported at any point in time, with each project aligned to the national development plan, which is currently the Agenda for Prosperity—the third generation PRSP.

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19 The following departments are currently the lead coordinators of RBM and PTT implementation in the public sector: the Cabinet Secretariat in the Office of the President, Freetown; the Directorate of Performance Management and Service Delivery under the Chief of Staff in the Office of the President, Freetown; and the Human Resource Management Office, Freetown. These offices operationally oversee the implementation of the PTT and RBM in general, from central to local government.

20 See Directorate of Performance Management and Service Delivery under the Chief of Staff in the Office of the President.
### Table 1: Example of the Managerial Indicator Matrix

<table>
<thead>
<tr>
<th>Performance criteria (dimensions and indicators)</th>
<th>Unit</th>
<th>Weight</th>
<th>Current status year 2015</th>
<th>Target 2016</th>
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<tbody>
<tr>
<td><strong>A FINANCE AND STEWARDSHIP</strong></td>
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<tr>
<td>1 Revenue generation</td>
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<td>2 Compliance with set budgetary level</td>
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<td>3 Cost reduction/savings</td>
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<td>4 Appropriation in aid</td>
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<td>5 Utilization of allocated funds</td>
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<td>6 Development Index (DExp/RE)</td>
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<td>7 Debt equity ratio</td>
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<td><strong>Weight subtotal</strong></td>
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<td><strong>B SERVICE DELIVERY</strong></td>
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<tr>
<td>1 Development and implementation of Service Delivery Charter</td>
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<td>2 Citizen/customer satisfaction</td>
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<td>3 Service delivery innovations</td>
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<td>4 Resolution of public complaints</td>
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<td><strong>C NON-FINANCIAL</strong></td>
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<td>1 Development and compliance with strategic plan</td>
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<td>2 Disposal of idle assets</td>
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<td>3 Statutory obligations</td>
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<td>4 Automation (ICT)</td>
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<td>5 Competency development</td>
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<td>1 Work environment</td>
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<td>2 Employee satisfaction</td>
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<td>4 Maintenance</td>
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<td>5 Safety measures</td>
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<td>6 Gender mainstreaming</td>
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<td>7 Sexual harassment</td>
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<td>8 Research and development</td>
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<td><strong>G CORRUPTION ERADICATION</strong></td>
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<td>1 Functional integrity committee activities</td>
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<td>2 Implementation of the SL.Anti-corruption strategy</td>
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<td>3 Extent of addressing corruption-related concerns.</td>
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Source: The Directorate of Performance Management and Service Delivery in the Office of the President, State House, Freetown
Table 2: Project Tracker

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Source: Management and Service Delivery in the Office of the President, State House, Freetown.

A summary of details of contractors to provide services or implement projects is provided, with a note on the amount of resources needed for the project works classified between those coming from the government and those from donor support. The status of disbursement or utilization of these funds is reported. Expected start and completion date of activities are required in the tracker, as well as monitoring and evaluation data as means of verifying status of project implementation. Summary project status is needed, to indicate whether the project is ongoing, stalled, or completed, showing numerical status of completion in percentage terms (rate of completion). Then an indication of actions and recommendations required to ensure successful implementation of projects is also included in the tracker.

The Strategy and Policy Unit in the Office of the President, under the supervision of the Office of Chief of Staff there, was the leading technical arm of State House established to guide and coordinate the implementation of the PTTs, now with the MIMs and Project Trackers for a comprehensive stock taking of progress in service delivery on a quarterly basis and/or as deemed necessary. Over time, a new outfit was established within the Office of the President to exclusively focus on the coordination of PMCs at the level of the presidency—the Directorate of Performance Management and Service Delivery.

Key successes and challenges in the PTT and tools

To determine the key successes and challenges the author interviewed key public sector personnel and civil society officials.

**Measures of successes**

The PMCs and PTT have instilled huge awareness about the need for enforcing accountability in the public service to produce needed results for the public, especially the poor. The print media were particularly instrumental in popularizing the concept and outcomes:

Newspapers have been publishing final performance results we obtain from periodic data collected on status of project implementation and underlying management approaches applied in the process, with the help of the PTT, the Management Indicator Matrix and Project Tracker. We publicly disclose ratings of government institutions, and this has enable the public to assess, themselves,
public sector performers and non-performers in service delivery. It was said by other officials that this might have influenced some of the changes in the ministerial cabinet positions made in government. The media participation involved a kind of naming and shaming of government institutions over PTT performance assessment and accompanying tools.

Interviewees noted that the tool tremendously improved planning and results programming among MDAs. This builds on a significantly positive perception documented in Bangura (2010: 37) on the value added of the PTT expressed by an official in the Ministry of Social Welfare, Gender and Children’s Affairs:

... that the PTT had great potential to promote “institutional accountability in executing planned program at all levels, enhances management supervision and control over planned policies and programs, enhances identification of specific problems hindering program implementation, ensures regular reporting on progress in carrying out programs, and provides the opportunity for timely responses to overcome obstacles to implementation.”

Respondents further advanced that the PTT and associated tools have increased national development planning coherence and coordination; that now, sectoral and local council programs were better linked to national plans, such as the Agenda for Prosperity or the third generation PRSP. That is, it has enhanced vertical and horizontal development coordination, and has improved the relationship between central MDAs and local councils, and between local councils and sectoral departments at the district level through coordinated results programs.

Interviewees felt that the culture of results and results reporting was relatively advanced in the public service. “Performance reporting still remains a new concept in the country and slowly permeating the system but we will get there with the growing awareness,” one of the respondents from the Human Resource Management Office said.

It was also felt that the PTT has aided monitoring undertaken by civil society organizations; and that data published publicly had informed civil society’s choice of interventions in carrying out citizens’ monitoring of service delivery.

**Challenges**

A chief challenge that came out strongly from all interviewees was the argument that conditions of service for the mainstream civil service personnel have remained very poor, especially financial remuneration, and that a number of civil servants continue to earn less than US$200 a month. “This is appalling, having many children to feed, educate, clothe, house, and many more, while extended family relations are there,” noted one of the respondents.

These concerns have remained over the years and it is worth reiterating the worries expressed by a public service reform expert in 2009 along these lines, who noted that securing the right incentives for civil servants was critical to the success of the civil service reform programs the government was trying to implement: “…it is risky, for instance, paying a university graduate only Le 300,000 (about US$100) a month with so much expectation from his or her parents and relatives while s/he is handling procurement of goods and services running into millions or billions of Leones.”

Another challenge was the fact that technical capacity constraints have persisted with the application of the tools under review in the MDAs, and that continuous training was required to increase the appreciation of the tools and application.

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21 This testimony came from a senior official in the Directorate of Performance Management and Service Delivery in the Office of the President.

22 This testimony came from an official in the Ministry of Social Welfare, Gender and Children’s Affairs in Sierra Leone.

Local council officials interviewed have particularly noted that the PTT has lost its momentum due to weak follow-ups observed in recent years. This could be the case, as follow-ups on implementation of national programs would generally require huge technical and financial resources in the hands of oversight authorities established to coordinate these at central and district levels.

It was moreover noted that reporting tools were becoming too many in the country and complicated, “too boring,” noted one respondent.

Finally, oversight departments and authorities to follow up on the implementation of the tools were reportedly increasing, which posed coordination problems. Increased demand for information and reporting on the same issue from different coordinators was reported to be posing serious strains on already limited capacity among MDAs, besides the confusion it created.

From the deliberations in this section, it emerges generally that the level of consciousness for results has increased. However, that the country later came to be embroiled in yet another protracted crisis—the Ebola virus disease that killed thousands of people, whose socioeconomic effects were exacerbated by a coincidental crash in the country’s leading export commodity (iron ore)—suggests that there was need to address the challenges encountered in the implementation of public sector management reforms such as the PMCs/PTT. It will be difficult to induce effective accountability for public results in the absence of minimum incentives and work environment for public servants. However, the gradual appreciation of these efforts in the public service represents a great opportunity for accelerated results, especially if the government goes back to the drawing board and makes efforts to address these challenges.

Potential for replicating the PTT in other African countries

There is a lot to learn from the application of PMCs and the PTT in Sierra Leone:

a) Chances for maximizing development results are higher if results are championed by individuals close to or at the center of power, such as the president, vice president, and prime minister.

b) Results do not induce themselves. They are presupposed by an adequate system and machinery of well-incentivized personnel to invest all their motivation and energy in delivering public goods and services.

c) Simple and straightforward tools for producing results are the best size. They require a clear and simple institutional framework to coordinate implementation, as complex arrangements undermine results.

d) Gradual, not big-bang, therapy is better for results, especially those whose development process is starting from a very low threshold. That is, sustained learning of the process is critical to sustainability.

e) Sustained commitment in pursuing development policies is critical to preventing effects of time inconsistency, especially on the introduction of new development initiatives in the future.

What implications do the lessons have for the promotion of MfDR in Africa? Over the last decade, AfCoP has been pursuing the following pillars of MfDR in Africa: Leadership; Monitoring and Evaluation; Accountability and Partnerships; Planning and Budgeting; and Statistical Capacity. MfDR may be defined as “the pursuit of a set of interrelated approaches and principles aimed at maximizing development outcomes (results, such as poverty reduction) from scarce public resources.”

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Readers are referred to that paper for details on the conceptual background to MfDR (Bangura 2015).

The need for critical champions for results and successful application of result tools such as the PTT and PMC in Sierra Leone justifies efforts to promote advocacy for Leadership by AfCoP, ACBF, and partners in Africa; leadership as the first pillar of MfDR. And the PTT is a planning and budgeting and monitoring and evaluation tool for results, which also justifies the cause of these institutions in promoting advocacy for capacity building in these two MfDR areas.

Further, accountability and partnerships as another pillar of MfDR make the PTT constitutive and instrumental—accountability in terms of demonstration of practical and tangible results for the people is an ultimate end of the PTT for which partnerships among actors are fundamental.

Finally, all these processes that relate to the PTT and accompanying tools require sound statistical systems, which are among the key pillars of MfDR in ensuring that data and reporting arrangements of institutions are solid.

**Conclusion and recommendations**

Advocacy for results needs to be stepped up in Africa, calling for strengthening of existing policies and initiatives. Many accountability tools for public service delivery exist. These tools are critical to reflect on to see those that could have continued potential and relevance in Africa’s transformation drive.

Sierra Leone is strongly domesticating these regional and global agendas that require a rethink of strategies to enforce development results in the public sector. Since the PTT has been a crucial accountability tool spearheaded by the Office of the President and has proved successful to an extent in inducing results, it is paramount that this office rekindle its efforts in providing overall oversight in the implementation of the PTT. It requires the continued participation of offices such as the Human Resource Management Office and Office of the Head of the Civil Service in the coordination process. Critical lessons have been learned for Sierra Leone and the rest of Africa as highlighted above, which leads us to the following recommendations:

- **a)** Increase advocacy for African leadership to take the lead in championing direct enforcement of development results. The continent is still at a stage of deep-seated structural rigidities with weak mind-sets, requiring direct involvement of the highest leadership in monitoring and evaluation of results.

- **b)** Ensure sustained capacity development on the continent, giving high priority to development systems and to monitoring and evaluation systems. Public sector personnel should be trained continuously on application of monitoring and evaluation tools, such as the PTT.

- **c)** Ensure that there is provision of minimum incentives for all public service personnel servicing as an engine for production of public goods and services. This should embody the need for introduction of simple and straightforward development tools that are continuously adapted through learning.

- **d)** Put in place a simplified and results-oriented institutional framework for coordinating results activities.

- **e)** Commission comprehensive impact studies of results-monitoring tools on national development outcomes in Africa for effective learning, feeding into regional and national planning and informing advocacy and capacity interventions of such results outfits as AfCoP, ACBF, and partners.

- **f)** Encourage continued sharing of experiences among African countries on implementation of development tools, bringing out what works and what does not work.
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This knowledge series intends to summarize good practices and key policy findings on managing for development results (MfDR). African Community of Practice (AfCoP) knowledge products are widely disseminated and are available on the website of the Africa for Results initiative, at: http://afrik4r.org/en/ressources/.

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