SUMMARY
Fragile countries face deep institutional constraints that require attention to achieve better development outcomes for their citizens. Underlying issues such as fragmented development efforts across sectors, limited capacity to drive change and lack of multi-stakeholder ownership weaken the possibility for results. Without addressing these constraints progress can be slowed or blocked.

When WBI partnered with the Government of Liberia and World Bank regional team to support the country’s second Poverty Reduction Strategy (PRS), the objectives were to improve the capacity to formulate an effective, country-led and -owned PRS using practical, collaborative results tools; design the PRS to drive institutional change processes in the Liberia context; and integrate national planning, monitoring and budgetary processes around common development outcomes toward the country’s new vision. The second Liberia PRS, the Agenda for Transformation, takes first steps in these directions.

The government developed the PRS by engaging with a wide set of stakeholders and basing the strategy on achieving outcomes. The strategy is framed around addressing constraints to institutional change and integrates previously fragmented development efforts. Liberia’s experience creating its strategy offers lessons for Liberia, other countries, WBI and the World Bank around how to conduct effective strategic planning for results in a low capacity and fragile context.
Lessons from Liberia strategy planning

Address institutional constraints to strengthen results
• Identifying particular constraints provided for the planning of interventions to unblock them for accelerating reforms. Defining these constraints also helped to pinpoint the outcomes and indicators that could be used to measure institutional changes.

Create a multi-stakeholder, outcome-based results framework to integrate development efforts
• Using the results framework enabled multiple stakeholders with previously differing agendas to integrate them around an agreed set of national outcomes and align planning, monitoring and budgeting processes.

Facilitate adaptive learning in using results tools by country actors to develop capacity in local context
• The experiential “learning by doing” approach enabled the government to lead the design of the new strategy and gain the knowledge to adapt and implement planning and monitoring processes and results tools to fit Liberia’s context.

Reach consensus on outcomes to prioritize
• Stakeholders stepped back from a long list of interventions and rather analyzed the expected outcomes of the strategy in relation to goals and change management needs to support reforms. This open discussion enabled consensus on priorities and a realignment and optimization of interventions to meet results.

Frame multi-stakeholder efforts to strengthen results
• The strategy identified systemic constraints where effectiveness could be improved and change processes could be accelerated through stronger collaboration within government and with non-state actors.

Map institutional change processes collectively
• Stakeholders agreed on the sequence of changes behind each reform, including identifying the mix of local state and non-state actors and what new behavioral changes are required to advance what results. The sequencing helped bridge the difficulties of aligning short- and medium-term priorities.

Network leaders, champions and teams to provide an authorizing environment for results and the capacity to conduct planning
• Networked stakeholders included high-level leaders, ministerial champions, coach teams and multi-stakeholder working groups from sector and thematic areas. Leaders supported the mindset change required to re-orient PRS planning around results, and the teams/groups provided the analyses to formulate the results framework and thus the strategy. Engaging a network of actors at different levels helped to address the challenges of limited capacity to prepare a PRS and build country-owned and legitimate planning processes. Strong leadership support empowered the teams to make breakthrough improvements in PRS planning.

Implementation of the strategy has just begun, but the country-led and outcome-based Agenda for Transformation launches new possibilities in Liberia for stronger development results, open development processes and non-government monitoring during implementation. Already the shift to outcomes has allowed the country to integrate development planning, monitoring and budgetary efforts.

BACKGROUND: LIBERIA’S NEED FOR STRONGER RESULTS
Liberia has made progress in its recovery from years of violence and civil war. With the support of development partners, Liberia has maintained peace and security, improved governance, rebuilt some basic infrastructure and taken steps forward on key human development indicators.

However, the country remains fragile and faces deep constraints that could impede further progress toward goals for socio-economic and political transformation and development. Many of the factors that contributed to the civil war are still present, including economic exclusion, limited trust in the state, high youth unemployment and the persistence of a fragmented society. Going forward, development efforts will need to address pervasive organizational and human resource constraints; the weak legitimacy of social, policy and economic institutions; unclear stakeholders’ rights in areas such as natural resource management; weak collaboration among government and nongovernment entities; and the weak confidence and trust of citizens.

Nevertheless, the government of Liberia has set an ambitious vision of achieving middle-income status by 2030. The scale of change to achieve this vision presented a daunting task for the formulation of Liberia’s Medium Term Growth and Development Strategy or second five-year Poverty Reduction Strategy (PRS), the Agenda for Transformation (2012–2017).
The first PRS, the Lift Liberia Agenda (2008–2011), while successful in advancing the country’s reconstruction, suffered from short-term planning of outputs stemming from the urgent need to implement support and the difficulty of long-term planning. Other shortcomings reflected the fragmented ownership of the development agenda given that the strategy was prepared largely by consultants. The focus on capacity development was mainly limited to skill building and organizational strengthening. In short, the strategy lacked strong and measurable medium-term outcomes and insufficiently addressed institutional constraints in the broader political economy.

Liberia’s top leaders from ministries and agencies recognized the country needed to develop a new, transformative strategy to advance results—a building block to address the country’s deep constraints and achieve outcomes toward the vision. From inception, the strategy design process needed to be responsive to diverse stakeholder perspectives and strengthen processes used in the first PRS. If the right questions were not asked to support the country’s transition to a broader development agenda—and adequately answered by the country’s diverse stakeholders—the vision for 2030 could be lost, and development efforts set off track.

**Liberia-WBI Action Learning Initiative**

At the request of the government WBI provided capacity development support to the Ministry of Planning and Economic Affairs to design the Agenda for Transformation. WBI partnered with the government over about 18 months—throughout the planning cycle for the strategy—with a break around the October 2011 election. The partnership involved action learning by the government to design the Agenda for Transformation through the experience of “learning by doing” (table 1).

**A Partnership to Break New Ground**

The partnership aimed to learn how to strategically plan for stronger results in the low capacity context, in order to drive broad, multi-actor institutional change processes that would further development outcomes toward Liberia’s new vision.

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**Table 1. Highlights of the Liberia-WBI Initiative**

<table>
<thead>
<tr>
<th>Year</th>
<th>Date</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>2011</td>
<td>January–April 2011</td>
<td>Request from the Minister of Planning in Liberia on how to design a strategy for results in a fragile context with limited capacity and severe institutional constraints. Partnership established to provide advisory support to the Ministry of Planning and Economic Affairs to form the Agenda for Transformation and learn through the experience of doing. Top leaders from government, non-government and donors committed to an open and innovative process of experimentation through high-level meetings.</td>
</tr>
<tr>
<td></td>
<td>May–June 2011</td>
<td>Orientation session held with stakeholders from all of the major sectors. A core government team formed to coordinate the outcome-based results framework for the PRS and adapted the planning process and tools to form the strategy. About 50 coaches (about two per government ministry or agency) were trained to facilitate inputs for the results framework from each sector or thematic area with advisory support from WBI. National sector working groups of stakeholders from government, civil society, private sector and donors reorganized from the first PRS to prepare the diagnostic and analytical inputs for the results framework with support from the coaches.</td>
</tr>
<tr>
<td></td>
<td>October–December 2011</td>
<td>Political and election changes.</td>
</tr>
<tr>
<td>2012</td>
<td>February–May 2012</td>
<td>Rapid work sessions used the outcomes in the results framework to guide the medium-term expenditure framework (MTEF), budget and national monitoring plans.</td>
</tr>
<tr>
<td>2013</td>
<td>Early 2013</td>
<td>New strategy launched. Core government team and coaches transferred into new Liberia Development Alliance to coordinate and monitor implementation, with inclusion of civil society in structure.</td>
</tr>
</tbody>
</table>
Liberia’s government
The government wanted to strengthen the planning team coordinating the strategy to have the ability to formulate the PRS around outcomes. They also wanted to strengthen the expected results from the strategy by addressing severe institutional constraints facing Liberia’s fragile context and strengthen multi-stakeholder capacity development activities to find effective local solutions to problems.

Other country stakeholders
Non-government leaders and development partners engaged in discussions about the new strategy from the start. They broadly agreed that a national strategy focused on outcomes could help to improve the alignment, prioritization, coordination, planning and monitoring of development efforts. They also saw the possibility to address institutional constraints that impeded results related to accountability, transparency and leadership commitment, for example, and to improve collaboration with government for more effective development processes with a results focus.

WBI, the World Bank and other partners
WBI and the Bank saw that the experience could produce new lessons on how to strengthen results. Lessons could also be learned around how institutional constraints and particularly constraints are diagnosed, framed and monitored to support stronger development outcomes and improved effectiveness within the fragile context. Lessons could emerge around how to effectively integrate new types of multi-stakeholder capacity development approaches in planning.

INNOVATIONS TO STRENGTHEN PLANNED RESULTS
The new strategy needed to help Liberia transition to outcome-based development, strengthen results through the address of institutional constraints, emphasize the empowerment of local actors and integrate fragmented efforts nationally. The Agenda for Transformation is designed to help Liberia to move in these directions, by using several innovations outlined below:

Sequenced strategy information around a results chain
The government used a consistent results logic and chain to gather, analyze and organize all information for the strategy from the start of the PRS cycle (figure 1). This reflected a departure from the focus on outputs in the first PRS and aligned all planning around common national outcomes and goals toward the new vision. This also sequenced the planning process to start with outcomes, rather than interventions or technical activities. Only when the outcomes were agreed on with stakeholders were the associated reform processes and interventions planned. A national multi-stakeholder outcome-based results framework became the planning tool for stakeholders to collect and filter their prioritized information on each component of the logic.

Planned reforms to address constraints to goals
The entire strategy is framed around addressing particular constraints that hinder Liberia’s goals—the constraints frame the strategy’s objectives, outcomes, reform processes and supporting prioritized interventions. Examples of particular constraints include corruption, conflicting mandates, mistrust, transparency and accountability.

Framed multi-stakeholder capacity development
The strategy identifies the common institutional constraints and behavioral changes necessary for results across government sectors and nongovernment. This framed entry points to strengthen capacity development results by moving beyond traditional training and technical assistance activities that occur in sectors to foster new, catalytic and multi-stakeholder support for learning, innovation and collaborative action to address difficult constraints. For example, such support could foster collaborative responses by traditional leaders, local government and community groups to improve constraints around citizen participation in decentralized service outcomes, address slow changes in societal norms around conflict and improve transparency of information, among other changes.

Identified local actors to drive planned results
Liberia’s strategy identifies local change agents—leaders, groups, citizens, organizations, among others—to help lead reform processes and advance outcomes over the coming five years. Agents included public agencies (ex. ministries of justice or defense), legislature, civil society groups and community leaders (ex. student groups, training institutes) and private sector (ex. business associations and leaders). The intention
is to support the capacity development of these actors through implementation of the strategy to become the doers of changes, moving away from a reliance on external consultants. Over time, a broader mix of local actors could be identified and empowered.

**Integrated PRS planning processes to vision**
The government integrated previously fragmented processes to design the strategy, bringing coherence to planning activities for the vision, sectors, monitoring, budget and donor support. This started a process to commit all national budget to the results defined in the strategy and its outcome-based results framework. The results framework became the foundation for integrating an outcome-based process connected to the vision and all PRS planning activities to M&E planning, the National Capacity Development Strategy, MTEF and budget and sector plans. (figure 2).

**EMPOWERING THE GOVERNMENT TO PREPARE A COHESIVE STRATEGY**
A core team in the Ministry of Planning and Economic Affairs responsible for national coordination of the strategy design served as the main counterpart of WBI’s support. The team needed to collaboratively lead national planning for results, with legitimate processes and analytical tools. WBI’s support strengthened the team to coordinate multi-stakeholder strategic planning processes and integrate them to monitoring and budgetary processes. Table 2 summarizes the key activities, tools and processes coordinated by the core team with WBI support to conduct the second
PRS planning, integrate activities and align them to the vision. Innovations to achieving this empowerment included:

**Built experience to adapt planning processes**

The experience of coordinating the strategy built know-how among the core team to implement and customize planning tools and processes for the Liberia context, so the strategy could be improved upon as new lessons and/or needs formed. The following methods proved important to adapt the tools to support a country-led process:

- Designing the tools for use by stakeholders themselves, rather than by experts allowed for maximum local innovation in how to best shape the tools and facilitated quick uptake and institutionalization.
- Designing consistent tools for use across sectors or themes helped to facilitate the analysis of planning information from different stakeholders so it could be consolidated nationally.

**Collaboratively used tools for planning**

The government was open to a participatory and interactive process to prepare a strategy that represented major stakeholder priorities, despite their fragmentation and diverse interests. Using planning and diagnostic tools in a collaborative spirit, particularly the results framework, incorporated the input of stakeholders from the major sectors and facilitated this process. The process included support for stakeholders to learn how to use the tools to provide constructive input for consensus on what to address in the strategy, by whom, how and when. In turn, stakeholders collaboratively decided on the outcomes and reform processes for the strategy.

**Table 2. Broad process steps used to design the strategy and integrate planning, monitoring and budgetary processes**

<table>
<thead>
<tr>
<th>Planning activities coordinated by core team for Liberia PRS planning</th>
<th>Tools and processes supported by WBI and the World Bank</th>
</tr>
</thead>
<tbody>
<tr>
<td>Translation of the vision into development goals to pursue over the next five years</td>
<td>Visioning tool to decide on goals</td>
</tr>
<tr>
<td>Institutional diagnosis of constraints or opportunities to achieving the development goals</td>
<td>Multi-stakeholder diagnostic tool to analyze institutional constraints of government and non-government and use the findings to set measurable objectives</td>
</tr>
<tr>
<td>Preparation of the outcome-based results framework to form the strategy</td>
<td>Results framework template that aggregates stakeholders’ analytical inputs and consensus on goals, constraints, objectives, outcomes, local actors and change management needs and supporting prioritized interventions</td>
</tr>
<tr>
<td>Preparation of the strategy document</td>
<td>Information was taken from the results framework to write the strategy</td>
</tr>
<tr>
<td>Monitoring plan and budget framework</td>
<td>Template to prepare monitoring plan and budgetary framework MTEF derived from the outcome-based results framework</td>
</tr>
<tr>
<td>Scorecard to rank results alignment of long lists of interventions</td>
<td></td>
</tr>
</tbody>
</table>

**Figure 2. Results framework to integrate strategy planning around outcomes**

![Figure 2. Results framework to integrate strategy planning around outcomes](image)
Cascaded a network of stakeholders at different levels to support change and use collective capacity

A key challenge was how to involve all of the stakeholders preparing the strategy given their lack of expertise, the change of mindset required to refocus planning on results and the scale of implementation needed to reach all sectors. To address this, the ministry organized a cascade of change agents at different levels to help design the strategy, strengthening implementation arrangements from the first PRS (figure 3). The cascade built broad ownership of the planning process and tools, and provided for capacity to develop the strategy locally, when it was thought not feasible.

- Top leaders from the Cabinet and a Ministerial Committee raised the urgency of the strategy design and provided the authorizing environment for the processes in their sectors.
- Ministerial champions across government selected the coaches from senior-level technical staff to facilitate the results framework creation, ensured the core team had the mandate and guidance to innovate and provided quick approval of any new processes.
- Team leaders from the Ministry of Planning and Economic Affairs formed a core team to coordinate the strategy design.
- Coaches were grouped in teams to facilitate sector/thematic working groups to create the outcome-based results framework. The team structure provided for the cross-fertilization of ideas, technical capacity and motivation required to facilitate others to analyze and agree on inputs for the results framework. It helped the core team to quickly involve new persons when there was turnover.
- Sector working groups of government, civil society, private sector and donors created the results framework for each sector or thematic area.
- Donors and other country partners supported different parts of the cascade. For example, UNICEF supported the water sanitation working group, and the Africa Governance Initiative and Harvard supported the governance working groups. UNDP supported the core team in the Ministry of Planning and Economic Affairs. Partners, such as the World Bank, United Nations, Overseas Development Institute and Swedish International Development Cooperation Agency supported the MTEF and monitoring plan, and World Bank-United Nations support will continue for M&E capacity building during implementation.

**Figure 3. Cascade of change agents provided the collective capacity to prepare the strategy locally**

**PRACTICAL RESULTS TOOLS USED**

**Multi-stakeholder diagnostic**—provided a tool to review local knowledge and accountably target institutional constraints of fragility in country reform processes. In Liberia, the diagnostic provided a way to collect stakeholder perspectives on the breadth of institutional constraints blocking the advancement of each new goal. For many stakeholders it was the first time they reflected on non-government constraints and thought through precise constraints on the supply and demand side. The priorities stakeholders set using the diagnostic were more accountable because the reform objectives related to the constraints agreed upon by multiple stakeholders, and had associated outcomes and indicators to measure related institutional changes.

**Multi-stakeholder, outcome-based results framework**—provided a tool for constructive planning around results with dispersed stakeholders and to ensure observable contributions and ownership from each (for an example of a results framework refer to the annex). In Liberia, the results framework was a practical solution to make planning country-led, since it allowed stakeholders to openly set planning priorities for the strategy from their different perspectives. It provided a collaborative platform to collect,
analyze and integrate all planning priorities nationally to formulate a strategy with broad stakeholder support. It also provided for the adaptive management of the strategy to include new feedback throughout the planning cycle as contributed by new groups of stakeholders. This adaptability was an advantage during implementation to modify the strategy to changes in the country situation and include priorities of non-government more broadly.

**Institutional change process mapping**—provided a tool for stakeholders to agree on local change management needs for each reform. In Liberia, the change process was mapped within the results framework. Each working group prioritized the sequence of changes for each reform process: what institutional reforms could take place over the next five years, who would contribute to the reforms from local actors, what new behaviors were required to advance results and how and when interventions would support outcomes. This sequencing provided a way to bridge practical difficulties of planning development across an extended timeline and to filter the planning of results for each reform. It also provided a tool to identify specific areas for capacity development to build awareness, increase knowledge and skills, improve collaboration (such as networks and coalitions) and improve implementation know-how or experience to address constraints.

**ACHIEVEMENTS FOR LIBERIA**

The WBI initiative enabled the Government of Liberia to take greater ownership of national development processes toward the new vision. Benchmarks of this achievement include:

**New strategy with stronger expected results, tied to vision and integrated with budgetary process**

The new strategy, the *Agenda for Transformation*, is focused on results and integrates all national development efforts, M&E, and budgetary aspects to outcomes. It is based on country knowledge amassed, analyzed and agreed upon by stakeholders from all sectors nationally, making it a strongly locally owned and best fit step in Liberia’s current transition. The strategy takes steps to help Liberia overcome major constraints: reversing a focus on outputs and deliverables, aligning fragmented development efforts, addressing severe institutional constraints, prioritizing development activities and addressing lacking capacity among local actors, among others.

**Legitimate processes and empowered team to manage planning nationally**

The initiative carved out a national planning process, with support from the cabinet and stakeholders from all major sectors. The government now has knowledge and a capability to manage planning collaboratively with stakeholders and responsively adapt inputs based on feedback. The government also has new results tools that are built into their planning structures. These tools have the confidence of stakeholders from all sectors nationally, since they shaped their design.

**Country-led, outcome-based results framework to guide country and partners and achieve a Busan indicator of effective development**

The results framework is a step to advance a post-Busan indicator of effective development on the “use of a country-led results framework as a common tool to direct development co-operation and resource flows nationally.”

**OPPORTUNITIES AND NEEDS GOING FORWARD**

The strategy and the increased knowledge and ownership of the government built through the strategy design process suggest some imperatives for continued support to strengthen results and capacity development going forward.

- Expand the involvement of non-government stakeholders in oversight roles and include them in collaborative open knowledge and budgeting around development. The strategy design process placed new emphasis on the non-government contribution to planning by emphasizing the demand side, and the processes used to design the strategy encouraged collaborative and open inputs among stakeholder to decide on reforms. This was a starting point for increasing non-government engagement in the development process, building a readiness to involve civil society in the management of results, planning, monitoring and implementation of reforms.
- Identify new partners to support multi-stakeholder capacity development interventions that more effectively tackle common constraints and behavioral change requirements necessary for results across sectors. These are prioritized areas
for Liberia to plan new types of multi-stakeholder support. For example, strengthened coalitions to better monitor security agencies and justice activities and enhance their consensus; and support to community based networks to promote enhanced and more accountable public services.

- Integrate the National Capacity Development Strategy (NCDS) into the new strategy. The national results framework for the strategy identifies institutional capacity changes and short term intermediate capacity outcomes, which provide a new opportunity for the NCDS to integrate these priorities and develop a monitoring plan for capacity development results.

- Align donor strategies for country assistance. This involves translating the country’s own vision, goals and objectives into areas for cooperation around development outcomes and associated reform processes. The World Bank Country Partnership Strategy (fiscal year 2013–2017) aligns to the results focus of Liberia’s Agenda for Transformation.

- Continue to enhance government capacity in results-based budgeting and M&E, building on the achievements to date.

- Capacity development to strengthen results of Liberia’s sub-national planning process.

**CONCLUSION**

The success of the *Agenda for Transformation* will require continual participation and accountability oversight from non-government actors and ongoing capacity development support in areas such as M&E and donor coordination. If implemented efficiently and effectively, the strategy will help to drive Liberia toward the attainment of middle-income status by 2030.

The experience of Liberia’s strategy formulation provides tested examples of operational products and processes to tackle constraints faced in the fragile context:

- How to target institutional constraints to country stability and future growth
- How to improve prioritization of national development efforts around achieving outcomes
- How to support de-fragmentation and coordination improvements in multi-stakeholder planning
- How to integrate capacity development with development
- How to plan empowerment opportunities to strengthen the roles of local actors and activate and accelerate institutional-level changes
- How to “open the gates” for open knowledge and budgeting around development by providing a space for stakeholder dialogue

The learning that developed will only grow and become more concrete through implementation and ongoing capacity development support. The experience can inform other post-conflict countries to build on Liberia’s lead, while customizing the concepts and tools to their specific conditions. In particular, the outcome based results framework used in Liberia provides manageable tools to support multi-stakeholder planning. It provides a practical approach to bring together diverse stakeholders to engage in dialogue and agree on common results and priorities.

These processes and tools can be used in multi-stakeholder contexts to support improvements in development effectiveness, develop the capacity of those involved in planning processes, and improve accountability of country strategies to advance institutional changes, with government and non-government stakeholders.

Liberia’s new strategy is a best fit for the country’s need to improve results. It is legitimate, with stakeholders recognizing it as a product of national consensus; it is responsive, by incorporating stakeholder perspectives and building on existing experiences; and it is cohesive, by aligning all development efforts nationally and across all sectors for the first time to a common results logic, including M&E and budgetary processes. The strategy sets new ground for Liberia to clarify stakeholder roles for national coordination and strategically grow and enable locally led development. It also launches a national commitment to manage and learn from development results achieved and use the learning to strengthen development efforts nationally.

Further, the coming together of stakeholders in the design of the strategy, backed by the results framework, helped to ease the burden and scale of coordinating planning nationally. It built leadership, skills, knowledge and innovative planning processes for ongoing strengthening and continued use in the management of national development and planning in the years ahead, both nationally and in sectors.

For more information, email the WBI Capacity Development and Results team at capacity4change@worldbank.org

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Thanks to Liberia’s Ministry of Planning and Economic Affairs and the results coaches from all of the sectors who worked together toward the Agenda for Transformation.
ANNEX

Abridged Results Framework Example 1: Nation-Building and Decentralization Sector

**Sector goal:** Strengthen transparent and inclusive democratic institutions and improve political governance at national and local levels.

<table>
<thead>
<tr>
<th>Institutional capability constraints</th>
<th>Strategic objectives and outcomes</th>
<th>Change agents</th>
<th>Description of change process</th>
<th>Milestone intermediate outcomes</th>
<th>Priority interventions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stakeholder participation - Centralized government and legal framework limits participation of citizens in development processes and responsiveness to citizens.</td>
<td>Improve citizen participation in social and economic development and the responsiveness of local government. <strong>Main Outcomes:</strong> Enhanced fair and transparent elections for elective public offices  • Increased rates of voting and employment (social and economic participation)  • Increased input of citizens into local development planning</td>
<td>Central government units, Legislature</td>
<td>Collaboration between regional and local government and citizens to facilitate and legitimize participation in public policy and budgeting.</td>
<td>Processes established to involve citizens in budget reporting and key public policy issues</td>
<td>• Identify amendments to constitution to support citizen participation.</td>
</tr>
<tr>
<td>Transparency of information - Limited information to local communities on public policy and its benefits.</td>
<td>Increase transparency of information to citizens on public policy. <strong>Main Outcomes:</strong>  • More citizens have information about decentralization  • More citizens and CSOs participate in the review and amendment of the constitution</td>
<td>County administration, Civil society and community groups, Cabinet, Women and youth groups</td>
<td>Process will be established with civil society and community groups to improve information on public policy and decentralization in counties.</td>
<td>Network of non-government groups involved in decentralization of information</td>
<td>• Communication strategy and plan for decentralization in counties.</td>
</tr>
<tr>
<td>Operational efficiency - Weak infrastructure and skill base hamper decentralization of services.</td>
<td>Strengthen capacity to implement deconcentration and eventual decentralization at the local and administrative level. <strong>Main Outcomes:</strong>  • Functioning government units at the district and local levels, with adequate staffing and systems</td>
<td></td>
<td>Training and infrastructure investments to develop county level government.</td>
<td></td>
<td>• Course programs for local governance skills  • New housing in counties</td>
</tr>
<tr>
<td>Demand for accountability - Fragmented boundaries and weak citizen involvement limit accountability for decentralized services.</td>
<td>Strengthen local demand for viable decentralized social and economic development. <strong>Main Outcomes:</strong>  • Increased local oversight over implementation of decentralization roadmap  • Design and implementation of local development plans</td>
<td></td>
<td>Agreement of county government and community groups on needs and processes to improve service delivery, harmonize boundaries and monitor progress.</td>
<td>Endorsed decentralization roadmap in each county</td>
<td>• Consultations and planning on redefinition and harmonization of boundaries.</td>
</tr>
<tr>
<td>Compatibility of social norms and values - Diverse identities led to community divides and conflicts.</td>
<td>Enhance notion of shared nationhood and national identity among Liberians. <strong>Main Outcomes:</strong>  • Increased sense of shared nationhood and national identity</td>
<td></td>
<td>Improve community understanding, knowledge and dialogue on issues of unity.</td>
<td>Citizen awareness on issues of unity</td>
<td>• Studies on national unity issues and review curriculum in schools.</td>
</tr>
</tbody>
</table>
## Sector goal: Ensure long-term peace and stability, reduce and manage tensions in society, increase social cohesion and uphold human rights.

<table>
<thead>
<tr>
<th>Institutional capacity constraints</th>
<th>Strategic objectives and outcomes</th>
<th>Change agents</th>
<th>Description of change process</th>
<th>Milestone intermediate outcomes</th>
<th>Priority interventions</th>
</tr>
</thead>
</table>
| **Stakeholder participation** – Limited opportunities to participate in peace-building, reconciliation and political processes for marginalised groups and lack of consensus on mandate and approach to peace and reconciliation. | Expand participation of marginalized groups in peace-building and reconciliation processes. **Main Outcomes:**  
- More women, disabled, and youth in leadership roles  
- Peace and reconciliation decision-making reflect input from marginalized groups |  
- Traditional leaders  
- Political and religious groups  
- Civil society groups  
- Media establishments  
- Youth groups  
- Women’s groups | Ministry of Internal Affairs will collaborate with Governance Commission in engaging stakeholders to define and implement framework for civic engagement. This will include new processes for public hearings and participation. | Civil society groups have new skills to engage meaningfully in key processes | Lead national dialogue to ask Liberians what they need for reconciliation. |
| **Commitment of political and social leaders** – Political polarization and lack of demonstrated will limits advancement of dialogue and joint actions for reconciliation and peace-building. | Strengthen coordination, roles and effectiveness of government and CSO-based institutions for conflict prevention and resolution. **Main Outcomes:**  
- Increased incidents of governments and CSOs working together to remove barriers to reconciliation  
- Fewer incidents of conflicts within communities escalating to violence |  
- National Human Rights Commissioner will establish a forum for interactive dialogue between relevant political actors and social groups. |  
| **Compatibility of social norms and values** – Divisive historical identities underpin ongoing social cleavages that undermine national unity. | Enhance national identity to foster increased social, political and economic engagement. **Main Outcomes:**  
- More Liberians understand their commonality  
- Increased participation by Liberians in political processes (such as voting, running for office, etc.) |  
- Ministries, agencies and commissions (responsible for youth, land, human rights) | Understanding around issues of unity will be developed through studies and reviews Liberia to provide new know-how to formulate and implement a national policy. | Joint commitment established to focus on similarities rather than differences | Undertake public awareness raising on issues relevant to the teaching of citizenship duties and responsibilities. |
| **Incentives for compliance** – Reconciliation is hindered by low accountability for human rights violations. | Increase accountability of those in authority for reconciliation process. **Main Outcomes:**  
- Key recommendations in the Truth and Reconciliation Commission implemented  
- Reduced human rights violations |  
| National Human Rights Commissioner will work with the political leadership to agree on support for robust and sensitive plans. |  
| Broad-based commitment to progress recommendations established | Review Truth and Reconciliation Commission recommendations and prioritize cases. |
## ANNEX

### Abridged Results Framework Example 3: Transport Sector

<table>
<thead>
<tr>
<th>Sector goal: Ensure Liberians nationwide have increased access to safe, reliable, affordable and efficient transport services.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Institutional capacity constraints</strong></td>
</tr>
<tr>
<td><strong>Clarity of roles and responsibilities – No common framework to guide stakeholders’ implementation of the National Transport Policy and Strategy.</strong></td>
</tr>
<tr>
<td><strong>Commitment of political leaders – No demonstrated commitment to develop rail, water and air transport to complement road transport.</strong></td>
</tr>
<tr>
<td><strong>Operational efficiency – Lack of skilled staff and decentralized services across Liberia limit transport activities/programs.</strong></td>
</tr>
<tr>
<td><strong>Transparency of information – Fragmented and non-standard meteorological and hydrological activities in Liberia limit information on hazards such as droughts, floods, storms, and excessive temperatures.</strong></td>
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<td></td>
</tr>
</tbody>
</table>