

Summary of the evaluation-report

”KV – Reconstruction of Rural Infrastructure”

on behalf of
German Ministry for Economic Cooperation and Development
- Evaluationdivision -

This report entirely reflects the observations of the consultants and does not commit any of the institutions involved in the cooperation partnership.

German Development Cooperation with Sierra Leone

Summary of the Evaluation Report

”KV – Reconstruction of Rural Infrastructure”

Summary

A BMZ¹ consultant mission visited Sierra Leone from August 31st to September 13th in order to conduct an evaluation of the Sierra Leone-German programmes named “Re-integration of Ex-Combatants” and “Reconstruction of Rural Infrastructure” to analyse the appropriateness of the projects regarding their concepts and objectives. Against this background, experiences had to be evaluated to outline the further orientation of appropriate measures in this area.

The assistance in the post-war situation was defined as a priority area of German bilateral co-operation and both projects were implemented by KfW² (responsible for Financial Cooperation) and GTZ³ (responsible for Technical Cooperation) in a joint programme (KV⁴) which included, among other

- reintegration measures in favour of young ex-combatants and internally displaced persons,
- construction and provision of equipment of training centres,
- training of ex-combatants and civilians of the hosting communities, combined with detraumatization and psycho-social care,
- reconstruction, rehabilitation of basic rural infrastructure, rehabilitation of wells, and
- implementation services of GTZ-IS⁵.

Findings

After almost six years the DDR⁶ programme of the the government of Sierra Leone ended in March 2004. Investments were made in disarmament, demobilisation and reintegration of ex-combatants. The disarmament process brought to a symbolic close a time wrought with severe economic decline, extreme suffering of people, massive traumatization as well as extensive damage to physical and social infrastructure.

The German programme assisted in the DDR programme by offering training measures to mixed groups of civilians and ex-combatants in a framework which follows a multi-dimensional approach by addressing the psycho-social, economic and political needs of the target groups at the same time. The approach, centred on training of the target groups, provided ex-combatants and community members with technical skills, while at the same time contributed to the reintegration of ex-fighters into their communities, as they participate in rehabilitation and reconstruction projects alongside community workers.

Altogether 2,354 persons

- 775 male and 99 female ex-combatants,
- 737 male and 521 female villagers, and
- 222 youth

¹ Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung.

² Kreditanstalt für Wiederaufbau.

³ Deutsche Gesellschaft für technische Zusammenarbeit.

⁴ Kooperationsvorhaben.

⁵ Deutsche Gesellschaft für technische Zusammenarbeit – International Service.

⁶ Disarmament, Demobilisation and Reintegration.

received a nine months training programme in 11 skill areas such as agriculture, bakery, carpentry, (Gara) tie-dyeing, hair-dressing, masonry, metal works, soap-production, tailoring, weaving and road construction/ maintenance. About one third of the trainees were women.

The training courses focused on crafts training in construction to permit the rehabilitation of village infrastructure and road rehabilitation. As integral part of the training, 2 new schools were constructed and 21 buildings rehabilitated (1 town hall, 2 community centres, 1 community store, 1 secondary school and 16 primary schools). Altogether, the programme provided a school infrastructure of 82 classrooms, which permitted the enrolment of about 3,300 pupils on a basis of 40 pupils per classroom.

In order to attain improved access from neighbouring villages to the training centres, thereby supporting rural economic development, 156 km of roads received a spot repair, construction of culverts, grading of road surfaces, repair of the cable ferry crossing the Moa River etc. Unfortunately, road rehabilitation and maintenance training was not offered since an official certificate is required for road works.

As part of the agricultural training component about 50 ha of mangrove and inland valley swamps were cultivated by groups of agric trainees and their families, vegetable gardening and production of root crops introduced in most of the places. The land for cultivation was provided by the communities. Moreover, micro credits were given to biological and foster parents. In addition, 487 wells/hand pumps were rehabilitated and chlorinated, water quality was tested and Long Term Maintenance Training for pump attendants and female care takers implemented.

In order to implement the above-mentioned measures, the German programme and its implementing GTZ-IS had to set up one central, one regional and three field offices, employ national experts and NGOs and ensure appropriate logistics and provide transport, communication and technical equipment etc.

Recommendations

In similar programmes it is recommended to select the training areas mainly according to local labour markets and employment opportunities. The economic development is comparatively slow in rural areas and local markets cannot employ easily a large number of craft persons. Training in agriculture is analysed by almost all persons and communities met as the most suitable employment area. Even graduated craft persons had to combine their work with agricultural activities to make a living. Future programmes should recognize this factor more carefully, since donor-financed construction activities are not lasting for ever. If required one could combine crafts and agricultural training in the curricula to widen employment and achieve sustainable self reliance of target groups.

The concept to train the target groups in so-called Production Centres (training cum production), which was implemented only at the end of the programme, leads to better training results and should be adopted where ever possible. The advantage of the approach are better training results caused by the participation of local craft persons, better integration into local markets, income opportunities of trainees, avoidance of unaccustomed long-term training.

Especially in an insecure planning situation with the dire need of quick response it seems important to introduce an appropriate time frame for follow up measures after programme implementation. Accordingly, additional advice, care-taking of target groups, assistance by organisation and implementation of income generation measures of the programme coordinating GTZ-IS and their implementing NGOs is required to achieve long-lasting results and better impacts.

The DDR concept to target ex-combatants exclusively created some resentment among the civilian population. As a result, the process of reintegration and reconciliation in the communities and at national level was put at risk although the threat of immediate renewal of fighting was low. The GTZ-IS approach to bridge the gap between ex-combatants and civilians (especially civilian youth) leads in a direction to be recommended.

The representation of women (and girls) in training programmes was below their respective shares in the group of ex-combatants and communities. Many female fighters were not granted official ex-combatant status since they left the military sector in order to return to civilian life without official registration. Although the programme reached a larger share of female combatants than DDR average, it is recommended that in similar cases of cooperation programmes the gender issue needs to be taken more seriously. Accordingly, specific activities for the target group of female ex-combatants have to be planned and implemented. Moreover, the criteria of DDR programmes should be reviewed and eventually modified in order to become more appropriate to the needs of female combatants.

An issue which has not been taken care of so far are the so-called women associated with fighting forces (and their children). For this special target group no reliable information and data are available so far. Therefore, it is recommended to identify the needs of this group by an in-depth study.

Given the post-war situation and the low standard of overall development of Sierra Leone, state structures and institutional capacities were still too weak to provide a framework that could be sufficient for programme implementation. Therefore, capacity building remains a major issue for both the Sierra Leonean authorities and the donor community. The process of decentralisation which got a legal structure by the Local Government Act in 2004, can be instrumental to reinforce state structures and institutional capacities. In order to be successful, decentralisation needs continued support by both the Sierra Leonean authorities and the donor community. In the process of transferring budget and decision-making autonomy to the local councils (especially district councils) the criteria of good governance and accountability need to be carefully observed.

The fragile international environment in West Africa, especially ongoing conflicts and slow demobilisation processes in Liberia and Côte d'Ivoire, may have negative repercussions on the peace process and socio-economic development in post-war Sierra Leone, given the fact that Sierra Leonean combatants/fighters were militarily active and are still present in both countries. As conflicts in Sierra Leone, Liberia and Côte d'Ivoire were linked to each other, another spill-over of war-like developments from Liberia to Sierra Leone cannot be ruled out if peace processes in Liberia and Côte d'Ivoire go slow or even fail. Since Sierra Leone will not be able to provide for a stable and secure environment on its territory by its own capacities in the foreseeable future, a major contribution by the international community (including Germany) to the stabilisation of the sub-region by development aid and peace-keeping remains essential for years to come.

General conclusions

The overall aim of the German-Sierra Leonean programme, to contribute to the peace process in Sierra Leone and to the economic recovery in rural areas, was largely achieved. The programme contributed to the social integration of ex-combatants in the civil society and to the reconciliation process within the receiving communities. At the same time, the programme helped to improve the social and economic infrastructure of the Communities.

However, the overall situation in Sierra Leone remains still fragile since major causes of the devastating war so far have not been resolved. As a result of internal discussion, the mission tended to term the situation in Sierra Leone "post-war" rather than "post-conflict" given the fact that the latter would imply a degree of conflict resolution which is still to be desired. Two interrelated major issues which include a high potential of conflict are the empowerment of the youth and the distribution of land among agrarian groups (especially with regard to the younger generation). It is highly recommended that Sierra Leone and its international partners discuss ways and means to tackle these and other issues that bear the risk of future eruptions of violence.

It is necessary to connect envisaged cooperation activities with the above mentioned programme measures wherever possible. In addition, a number of supplementary

projects/programmes are required to assist the government of Sierra Leone in their development concept outlined in the Poverty Reduction Strategy Programme.

Basic data

Time frame of project: 6/2001- 2/2004
Amount allocated: €6.245mio
Executing Agencies: GTZ, GTZ-IS, KfW
Period of Evaluation: 31.08. – 13.09.2004 (Sierra Leone)

Experts

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