



Ex-post evaluation 2010 – Brief Report

Cooperation Project: Reintegration of Ex-combatants in Sierra Leone

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This report was produced by independent external experts.
It reflects only their opinion and assessment.

Berlin/Bonn Mai 2011

Tabular overview

The evaluation mission

Evaluation period	April 2010 to Mai 2011
Evaluating consulting firm	AFC Consultants International GmbH / GOPA Consultants GmbH
Evaluation team	Dr. Claudia Trentmann (team leader) Mr. Edward Mando (national consultant) Ms. Sabine Dinges (junior expert, Evaluation Unit GTZ)

The development measure

Title according to the offer	Reintegration of Ex-Combatants in Sierra Leone (RECOM)
Number	1999.2189.1 (Technical Cooperation component)
Overall term broken down by phase	Cooperation Project of GTZ and KfW First phase: 01.12.2000 – 30.06.2003 Second phase: 01.07.2003 – 31.01.2005
Total costs	Technical Cooperation: 5.880.000 DM (= EUR 3.006.000); Financial Cooperation: 5.340.000 DM (= EUR 2.700.000) No financial partner contribution
Overall objective as per the offer (see also annex 3)	<u>Project objective:</u> “Ex-combatants find their way back into civilian life and live in peaceful co-existence with the population in the respective settlement areas” (according to the adjusted offer dated 31 March 2003)
Lead executing agencies	National Commission of Disarmament, Demobilisation and Reintegration (NCDDR); in coordination with Ministry of Development and Economic Planning (MODOP)
Implementing organisations (in the partner country)	National Commission of Disarmament, Demobilisation and Reintegration (NCDDR)
Other participating development organisations	Subcontracted implementing partners (Bo/Pujehun Development Associates: BPDA, Community Action for Rural Development: CARD, Christian Brothers, Movement for Assistance and Promotion of Rural Communities: MAPCO, Sierra Leone Opportunities Industrialization Centre: SLOIC, Counterparts for Rehabilitation and Reintegration: CORD-SL local NGOs)

Target groups as per the offer	Ex-combatants, returnees, ex-child soldiers, host communities affected by the war (men and women)
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The rating

Overall rating <i>On a scale of 1 (very good, significantly better than expected) to 6 (the project/program is useless, or the situation has deteriorated on balance)</i>	2
Individual rating	Relevance and appropriateness: 1; Effectiveness and coverage: 2; Impact: 2; Efficiency and coordination: 2; Sustainability: 2

The development intervention of the “Reintegration of ex-combatants (RECOM)” project in Sierra Leone (PN: 1999.2189.1) was to be investigated through an independent ex-post evaluation. This technical/financial co-operation project performed by Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) and Kreditanstalt für Wiederaufbau (KfW) in close coordination with the National Committee for Disarmament, Demobilisation and Reintegration (NCDDR) was designed to promote the peace process that had recently begun in Sierra Leone following civil war. According to the summative report, the overall project covered a total term of 4 years and 2 months (12/2000 – 01/2005). The total costs of the technical co-operation component totalled EUR 3.006 Mio. The financial co-operation share (KfW component) for financing the rehabilitation of rural infrastructures totalled EUR 2.734 Mio, however, this was not part of the analysis.

On behalf of AFC Consultants International / GOPA Consultants, the evaluation was carried out from 11 to 29 October 2010 by Dr Claudia Trentmann (international consultant), Mr Edward Mando (national consultant) and Ms Sabine Dinges (GTZ junior expert).

RECOM focused on the fact that combatants and the civilian population in Sierra Leone had been brutalised and/or traumatised by the civil war and deprived of their economic and social existence. Young people had no perspective for the future, economic cycles had collapsed, and the infrastructure was largely destroyed. The stabilisation of the peace process depended on successful social and economic reintegration of ex-combatants and especially of youths. The comprehensive project objective was: *“Ex-combatants find their way back into civilian life and live in peaceful co-existence with the population in the respective settlement areas”*. GTZ played a key role in enabling Government of Sierra Leone to contribute to the national *Disarmament, Demobilisation and Reintegration* (DDR) process.

Technical implementation in the field of reintegration was designed and applied as a multi-sectoral programme approach in which different funds were managed in order to overcome the different needs at community level after the war. Vocational training and common reconstruction with community support were the main foci of the RECOM activities, and were integrated into the broader management and coordinated approach of ReAct (Rehabilitation, Reconciliation and Reintegration). This latter programme approach was specifically developed by GTZ International Services (GTZ’s business area) in post-war contexts and was based on good practice experience in former West African reintegration programmes. Following implementation of the RECOM project, 2354 persons had been trained [1258 non-combatants (521 women); 874 ex-combatants (99 women) and 222 ex-child soldiers]. At the same time, the specific crisis-sensitive approach targeted these different social groups, focused on local capacities and community orientation, mainstreamed reconciliation and

peace building activities in skills training and involved different stakeholders at both local and national level. This approach met with widespread acceptance and was appreciated both by people working in national government and by local authorities.

With a view to the capacity development approach, strengthening capacities at local level (Community Development Committees), district level (NCDDR offices, regional Non-Governmental Organisations: NGO) and national level (multi-stakeholder coordination) was taken into consideration and integrated on the job. Trainers for vocational training were difficult to find and had to be qualified before training. Recruitment of personnel was challenging due to the multiple funding agencies and multi-sectoral approach of the development measure. The long-term capacity building strategy was geared towards integrating a weaker NGO into the process in order to build up capacities for further reintegration programmes. This approach made it possible to establish organizational capacities and gain experience in reintegration.

In the field, the ex-post evaluation team adapted a methodological framework of the specific “ex-post conditions” because the institution (NCDDR) in charge no longer existed at the time of evaluation. It proved to be very difficult to find people to interview from that body or to gain access to monitoring data. The best option for the team was hence to employ a vivid empirical approach at community level in order to up-scale information from the basis. More than 250 people were interviewed in key informant or focus group discussions, and visits were made to all regions where former skills training took place.

Specific evaluation criteria from the Development Assistance Committee (DAC) of the Organisation of Economic Co-operation and Development (OECD) steered the evaluation and formed the basis for judgement.

Relevance and appropriateness: From the rural population’s perspective, the RECOM activities were considered to have been highly relevant, especially since GTZ adopted a community-based approach and carried out concrete activities after the war. General community needs and preferences were taken into account, and local infrastructure, which had been destroyed by the war, was appropriately identified for reconstruction. The project was found to be appropriately designed and implemented at local level because it took different social groups (ex-combatants, war-affected people, child soldiers and women) into account as integral members of a rural economy and viewed reintegration as a multi-disciplinary process. The project’s objectives were in line with national policy approaches and achieved in close cooperation with the national DDR structures. The criterion **relevance** and **appropriateness** is therefore rated **very good (level 1)**.

Effectiveness and coverage: According to the overall effectiveness of the development measure, the objectives of the project were generally achieved as shown in the project's planning matrix (see formulated indicators assessed after the intervention ended). The intended recipients reportedly made use of GTZ's services. RECOM helped to improve the security situation at community level and the reintegration of different social groups in order to help establish peace. On the downside, the project failed to document a systematic monitoring process including, for example, an assessment of gender-specific issues or market demand at community level and the up-scaling process to national level. In other words, a quantitative assessment of the project is very restricted. However, the rating for the effectiveness of the intervention is classified good (level 2). Regarding the assessment of the project's coverage, the RECOM activities focused on regions with the highest need to reintegrate ex-combatants, i.e. districts like Kailahun, Port Loko and Pujehun which had a high concentration of demobilized fighters. In geographical terms, the project covered many districts, but no more than 13 communities in total. Although the number of demobilised persons located in the project areas is not known, so that it is not possible to obtain a coverage ratio specifically for the target region, it can be assumed that the most affected regions and different social groups were targeted by the project, putting the focus on social inclusion and visibility at community level. In this sense, the coverage quality is rated good (level 2). The overall rating of **effectiveness and coverage** is hence **good (level 2)**.

Impact: With a view to the intentional and unintentional impacts of the project, the most positive results can be seen in the target groups in the form of improved social reintegration and peace stabilisation at community level. The highly evidence-based data came from the target group itself since there was general agreement regarding the peace-building effect of integrated skills training programmes which involved all groups of the community in an effort to re-establish ties and build up trust. Many of the people interviewed indicated it would not have been possible to rehabilitate and resettle the communities without the contribution by the RECOM project. The overall rating for **impact** is therefore **good (level 2)**.

Efficiency and coordination: In terms of efficiency, resources were efficiently managed in the project and synergies were generated by engaging implementing partners, applying lessons learned in former post-crisis programmes in the region and thanks to the specific multi-stakeholder approach at community level. The high investment in personnel, training and technical staff was necessary and can be justified in a complex post-war situation. Reconciliation and reintegration were crucial and had to be mainstreamed through specific expertise and capacity-building issues. It was possible to share experience, technical staff and logistics at community level through the multi-funding approach under the general

management of the GTZ-International Services ReAct programme. Close coordination at national and local level and the decentralised structure of implementation led to good interrelationships with partner institutions and target groups. **Efficiency and coordination** are rated as **good (level 2)**.

Sustainability: Although very few former trainees were able to put their marketable skills to sustained economic use, the long-term security and peace-building aspects of the RECOM project emerged clearly from the perspective of the communities. It was impressive to be clearly told by former graduates that the concrete post-war activities, which aimed to combine economic and social aspects at local level, had contributed to long-term peace effects and enhanced local co-existence. It has to be noted that sustainable economic solutions cannot be provided by a single short-term project. In the eastern province, the GTZ's follow-up programmes ("Food security and reconciliation" (2004-2008) and the on-going "Employment Promotion Programme") made use of these skilled persons in the community and continued to successfully employ youths in agricultural and non-agricultural activities. The rating for **sustainability** is **good (level 2)**.

The overall rating for the entire RECOM project is **good (level 2)**.

The recommendations are directed mainly to GTZ and the Federal Ministry for Economic Cooperation and Development (BMZ) for institutional learning and knowledge management.

Managing post-conflict programmes is very challenging. It is recommended that the **specific expectations and potentials of all social groups** (implementing agencies, local authorities and ex-combatants, women and other war-affected persons) **be assessed and understood** in order to conceptualise and monitor appropriate reintegration issues in post-war-contexts.

The application of more **specific assessment procedures** will lead to the development of **more demand-driven skills training**. We suggest that skills training be based on the needs, preferences and capabilities of the people to be trained on the one hand, and that the participatory community needs and market absorption of the skilled persons be assessed on the other hand. We also recommend **promoting follow-up activities** in the form of on-the-job training or job placements which are based on mid-term reviews after the training cycle in order to identify the graduate's potentials and gaps. It should also be ensured that the duration of training programmes be determined on a case-by-case basis in the future.

Gender-specific analysis should be part of the initial assessments in reintegration programmes. It is crucial to understand the role that women played during the war and the community's concerns for better integrating and empowering women in local society.

Since returnees build up long-term agricultural production assets with the distributed tool kits, **more emphasis should be placed on agricultural development for generating sustainable income and livelihood security** from the very beginning. Ways to facilitate access to land will probably require the involvement in public institutions in order to influence the government to reform the land tenure system.

Local **reconciliation and conflict management** techniques such as ‘cleansing rituals for healing and forgiving’ are based on capabilities and mechanisms of the community. They are crucial within the social reintegration process and **must be maintained and strengthened**.

GTZ’s holistic reintegration approach, i.e. addressing different economic, social and psychological **aspects of reintegration**, must be upheld as a model. Nonetheless, there should not be an excessive focus on security/social reintegration issues to the detriment of real economic development as evidenced by the mission.

A **short-term and long-term perspective of reintegration** must be seen from the very outset: community reintegration takes place in phases and needs simultaneous interventions (training, agriculture, shelter, social and health services, infrastructure and reconciliation).

Although services and materials were handed over to local development committees after training, it was obvious that no large-scale community or economic development programme or partner made systematic use of these potentials. The **question of connectedness** is still open and requires an in-depth discussion at institutional level.

Knowledge management should be strengthened for systematic learning within GTZ and BMZ. Specific experiences should be published on a well-documented information platform.

With a view to the **macro-political level**, more emphasis should be placed on seeking **solutions in structural politics** (good governance, economic development, peace building and security policy) in concert with all national and international partners. Sierra Leone needs to be better integrated into West Africa in the areas of economics and security in order to achieve sustainable peace in the region.

Comparison of target and performed situation with respect to achievement of the objective (based on the results chain)

<p>Development objective (impact): Contributions to secure the internal peace process, to reconciliation among the various social groups and to reconstruction in the most affected war areas have been assured. The self-help potential within the communities has been strengthened and approaches for immediate poverty reduction (SHP) are available.</p>			
<p>Formulated indicators are not available at impact level; but markers for cross-sectional subjects exist</p>			
(Self-help oriented) poverty reduction (SHP)	Gender equality (G-2)	Crisis prevention (no marker)	Environmental results ER-0
<p><u>Status:</u> Trained persons benefit economically from the craft training up to now; self-help was strengthened at community level; all social groups (men, women, ex-combatants, returnees) were included in community life.</p>	<p><u>Status:</u> Women and men had access to training opportunities (approx. 30% of women participated); caring centers for the children of the single mothers improved women's access; but generally, trainings were little focused on the roles that women had during the civil war and their subsequent consequences.</p>	<p><u>Status:</u> (Post-conflict context): Civil and human rights were part of the vocational training; crisis prevention and conflict management at local level were integrated subjects of the training course.</p>	<p><u>Status:</u> Agricultural training took into account ecological issues, but no specific measures were taken to protect the environment.</p>
<p>⇒ <i>Attribution gap</i></p>			
<p>Project objective of RECOM: Ex-combatants find their way back into civilian life and live in peaceful coexistence with the population in the respective settlement areas.</p>			
<p>Outcome: The probable or realized short and medium term results based on the use of project outputs.</p>	<p>Indicator 1:</p> <ul style="list-style-type: none"> ▪ 75% of the ex-combatants remain in the resettled villages or can be identified through public agencies. 	<p>Indicator 2:</p> <ul style="list-style-type: none"> ▪ From 2/2004 onward, 50% of the persons who were trained in income generation activities are engaged due to their acquired skills. 	<p>Indicator 3:</p> <ul style="list-style-type: none"> ▪ From 2/2004 onward, the population in the targeted communities qualifies the social relationships at community level as mainly non-violent (self-assessment).
	<p>Status: 80-88% of the trained ex-combatants and civilians stayed after the training in the resettles areas and are socially and economically integrated (Source: 2003 sample study to assess the current stay of the graduates). But the movements of graduates after the training were not monitored by public agencies. Interviewed persons reported that many graduates had to find employment in other areas and moved towards economic centers or small towns (Ex-post-evaluation 2010).</p>	<p>Status: On average, 60% of the graduates reported to be employed or to get income through self-organized business activities. (Source 2003: project internal sample to assess the current situation of graduates, final report GTZ, 2004). Another study (2004) pointed out that 44% of the ex-trainees can live from the new employment, 39% can generate additional income.</p>	<p>Status: No quantitative assessment was available to prove this indicator through facts and figures; target groups outlined that social conflict and frictions between ex-combatants and civilians were reduced due to the crafts training. 62% of the interviewed ex-trainees reported in the studies (GTZ, 2003) that they felt accepted by the community. The evaluation team in 2010 confirmed that from the community's point of view, the relations between ex-combatants and civilians are currently very good.</p>

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