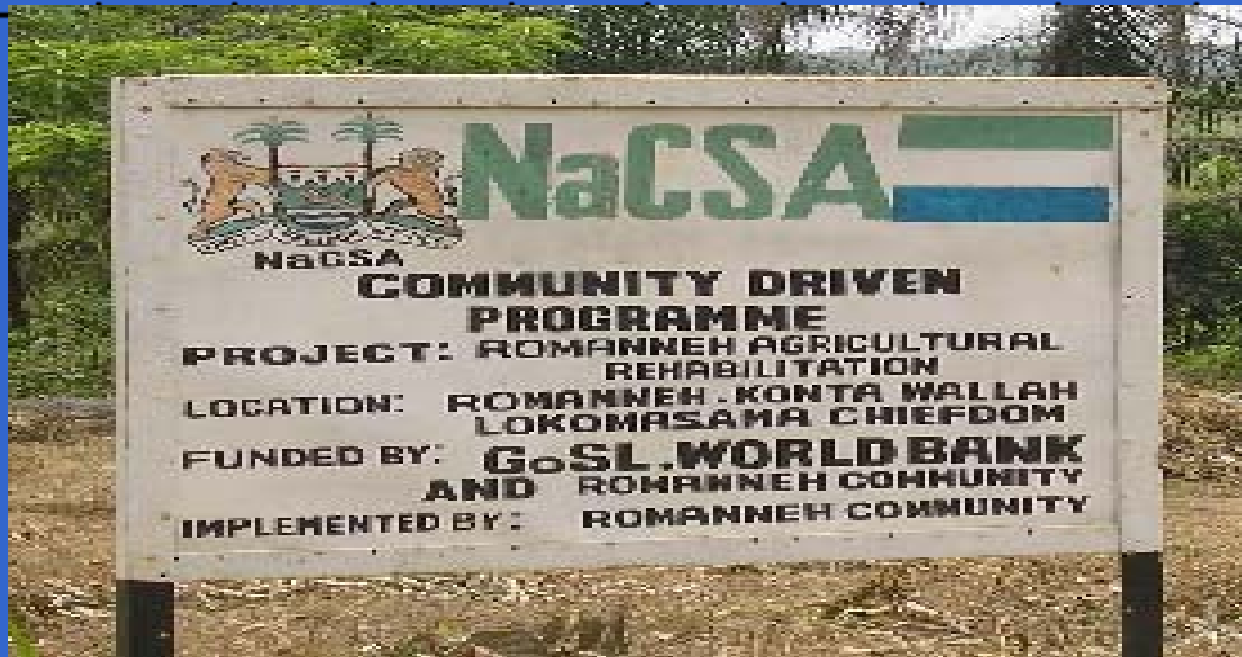


Beneficiary Assessment of NSAP, Sierra Leone



***Presentation to: Communities as Actors of
Change and Reconciliation in Post Conflict***

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World Bank, Washington, DC
8th November 2006***

Background – the brief

Beneficiary Impact Assessment and a Technical Audit of NaCSA's NSAP community driven program:

- To review the existing data and documents.
- To conduct interviews with:
 - NaCSA executives and staff,
 - Relevant representatives of line Ministries,
 - Relevant representatives of local government,
 - NGO's assisting communities,
 - Community users and beneficiaries – individuals and/or local associations.
- To evaluate performance and technical aspects taking into account, the specific sector and locational:
 - compare the project procedures, results and costs with those that are implemented
 - check the knowledge and the understanding of each concerned party, of the provisions of the manual that apply to its role or function or in specific activities to which it was participating; and
 - collect information and comments on the project procedures and achievements, from relevant external sources not participating in the project.

Background – the Sample

2,358 Interviews – BIA & TA

17 Sub-Projects in 9 areas chosen, including:

Education x 5, Health & Sanitation x 2, Infrastructure x 2, Governance x 3 and Agriculture x 13

Also, 3 non-BIA communities in 3 separate but similar to the project areas, were sampled

Men	Women	Youth	Key Informants			NGO	DC	FA'S	Focus Groups	
			Nurse	Teach	Police				PMC	Community
356	274	290	8	14	8	4	9	4	17	79

Chief and Elders	PMC Members	Aged & Physically challenged	Women	Youths	Specialists
127	87	153	189	77	29



Background – Some Socio-Economic and Demographic Facts

- 58% of households have between 2 and 4 children less than 18 years living with them
- 59% rate their living condition as the same as that of their neighbours but 58% are unhappy with their current housing situation.
- 66% read and write with difficulty or not at all + 68% of respondents have had no education.
- 70% of households have between one and four members employed full-time with **72% of all those in full-time employment are farmers**
- 56% over 25 are currently in a position to support their family financially, of these 48% regularly + 39% often.
- Often or sometimes families have to do without meat or milk - 54%, fruit and vegetables - 77%, grain - 57%.
- 81% of h/holds have a plot of land where they grow food + 79% of land is accessible for planting + harvesting.
- **41% feel their family's economic situation is better now than it was two years ago**, 30% the same
- **87% feel safe in area they live during the day + 67% at night.**

BIA Findings – Sensitisation

The NaCSA CDP programme be informed communities through the media and then with the help of facilitating agents undertook a poverty assessment scan and assisted communities to decide on a potential project from a pre-determined list of options.

- 66% of women and 78% of men responded that sensitisation through a community meeting was good.
- 30% of women felt that in order to improve the project process, sensitisation should have included additional outreach in the community at the beginning of the project.
- 90% of women and 95% of men found the consultation process useful but there are still significant gaps in understanding of the process implementation and monitoring
- 65% of women said sensitisation and consultative process prior to the implementation brought the knowledge of the community to a high level.
- 62% of women and 68% of men stated that if they would prefer to have a longer, more in-depth sensitisation and consultative process at the start of the project.
- **NINE-TENTHS OF MEN UNDERSTOOD THE PROJECT TO AN EXTENT THAT ALLOWED THEM TO PARTICIPATE**
- **TWO-THIRDS OF WOMEN UNDERSTOOD THE PROJECT TO AN EXTENT THAT ALLOWED THEM TO PARTICIPATE. ONE-THIRD DID NOT.**



BIA Findings – Sensitisation (cont.)

- From the BIA it was evident that information and education to the community should be increased and during sensitization a particular emphasis should be placed on delivering information and education to women.
- There may be a role for the NaCSA field representatives in facilitating information flow at key junctures in the project process either through outreach in the communities or by supporting the PMC to report back to the community in a clearer, more transparent and more accountable manner.
- The program needs revisit its resource allocation for sensitisation with a particular emphasis on educating recipient communities about project processes.
- The program should also revisit how communities are kept informed about project processes during the completion of a project and consider ways to intervene in communities where information flow from the PMC to the communities is not



BIA Findings – Appropriateness of Project

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- 80% of women and 84% of men believed the entire process led to the correct type of project being chosen for the community.
 - NaCSA should ensure the influence of communal authorities on the project selection is carefully monitored and does not unduly impinge on the participation of the community in the selection of the project type.
 - The program should revisit its resource allocation for information provision around democratic processes and the election of the PMC with a view to increasing understanding in the community around the election processes and the functioning of the PMC
 - Facilitating Agents whose role it was to assist communities with issues related to program application, project choice and how a governance process works, were never properly utilised, mainly because of a limited role and fiscal restrictions.



BIA Findings – Project Management Committees


PMC and relevant sub-committees were selected through a process that excluded any current leadership and based on democratic voting principles. The work of PMC's was to be transparent through regular meetings where all community members were invited to attend and participate therein.

- 76% of women and 92% of men felt most people in the community understood PMC election process.
- 47% of women + 33% of the men did not vote for the selected PMC candidates.
- 85% of women + 91% of the men felt the election process was democratic and 92% of both necessary.
- 90% of women + 92% of men felt that spending time on democratic processes was essential and needed to be a component of the project process.
- 31% of women + 24% of men stated a loss of confidence in PMC at some stage in the project process – over delays, appointment of contractors + monetary decisions, particularly payment for work done.

COMMUNITY MEMBERS ACCEPTED THE CONCEPT OF GOVERNANCE, BUT A SIGNIFICANT NUMBER DID NOT UNDERSTAND THE CONCEPT OF ACTIVE PARTICIPATION AS BEING ESSENTIAL IN DEMOCRATIC PROCESSES



BIA Findings – Project Management Committees

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- Many aspects of the PMC's work were done in isolation to the community, sometimes warranted so as to ensure work completed on time, other times just out of expediency and not accounting for transparency.
 - Slow payments from NaCSA, who in turn complained about the slowness of payment from the Bank, caused the most problems to the PMC and reflected badly within the communities.
 - Payment tranches should be made available to the PMC in a timely and appropriate manner so as to avoid contractors leaving jobs undone. NaCSA should liaise with the World Bank to identify why tranches are delayed and should work to resolve impediments to the flow of funding.
 - The project should re-look at how payment tranches are made available to be timely and appropriate so as to avoid unnecessary conflict between the community + PMCs, contractors + PMC, PMC + NaCSA, NaCSA + World Bak over the available flow of funds to complete project activities.

BIA Findings – Community Contributions

Two key areas community ownership and participation of project construction were community contributions (min of 10% of value of project) and complementary works.

- 88% of women + 96% of men stated their families had given community contributions.
- 71% of women + 68% of men in the community identified in-kind labour as the most common form of contribution.
- 69% of both asserted that the particular form of community contribution was decided upon by the community at a community meeting.
- When asked if in their opinion, the community believes the GoSL (via NaCSA or in some other form) ought to have given 100% to the project rather than 90%:
 - 70% of women respondents replied yes.
 - 64% of men respondents replied yes.

It should be recognised that the PMC and the community contributed over the required 10% of project costs. The evaluation team encountered the opinion in some NaCSA field offices that communities simply could + did not contribute over 10%. Empirical evidence suggested that in some cases communities did contribute well over 10% of project costs.



BIA Findings - Monitoring (Transparency)

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- Project implementation meetings were not utilised to their full capacity + failed to reach a wide sample of the community.
 - Either pragmatism, re: deadlines and complications or simply an inability to comprehend transparent democracy meant that the development of democratic skills and a more effective dissemination of information in recipient communities did not occur.
 - **The project should revisit how NaCSA and the Facilitating Agents (under-utilised) skill the PMC and the community to run and participate in project implementation meetings.**
 - While the PMC and its sub-committees followed correct procedure in procurement and financial management there was a breakdown in process transparency in these two areas.
 - The project should have placed greater emphasis on ensuring there is absolute transparency *in the community* around procurement and financial management.
 - This could have involved developing the role of the NaCSA field officers to facilitate the dissemination of information around procurement and financial management from the PMC and its sub-committees to the community in a way which takes into consideration low literacy in the community.
 - **Also due to low literacy rates project documentation needs to be simplified.**



BIA Findings – Maintenance + Sustainability

- Post hand-over, projects need to be maintained by the communities. Although the concept was discussed at length, most community members did not understand what this meant although they were willing to contribute towards the maintenance of the project.
- 45% of female + 51% of male respondents are not aware that they are expected to contribute towards the maintenance of the project.
- However, the majority 87% of female + 84% of male respondents are willing to do so.
- District Councils were meant also to 'take over' projects with and on behalf of communities, but with no fiscal base allocated to their maintenance the DCs are powerless.
- There is also maintenance feasibility plan drawn up and available in order to contextualise what this means in terms of community and DC contributions.
- Also no empirical evidence as to what the communities can afford to contribute in terms of maintenance.
- **Future projects must have hard fiscal data, inform + sensitize around issues relating to community contributions towards maintenance + the formation + skilling of maintenance committees in the community is prioritised during community sensitisation + education.**



BIA Findings - Effects of the Project

When reviewing the project respondents were asked to rate the effects of the project in so far as the project met the identified needs of the community or in so far as the project had regressive effects on the community.

- The majority of women stated that the project met the identifying need (the need which was identified and prioritised in the PSP and addressed by the project) to either a great extent (45%) or a very great extent (29%).
- Women were four times as likely as male respondents to identify negative or regressive effects on the community (17%).
- The majority of men stated that the project met the identifying need (the need which was identified and prioritised in the PSP and addressed by the project) to either a great extent (42%) or a very great extent (41%).
- Most men and women did not consider an agricultural project as being most important at the outset, but later have come to realise that such might have been more appropriate, for the state should be delivering what they chose and was never going to deliver an agricultural project.

INFORMAL DISCUSSIONS SUGGESTED THAT PERHAPS MORE AGRICULTURAL PROJECTS COULD HAVE BEEN IMPLEMENTED, BUT WERE NOT BECAUSE OF A LACK OF UNDERSTANDING AND TRUST.

Key Informants Feelings on NaCSA

- **District council personnel, health professionals, teachers, police and NGO's generally felt that:**
 - there was a genuine outreach and a resultant capacity building of community structures,
 - from inception NaCSA treated the communities as equal participants in the process having throughout the project lifespan the ultimate decision making,
 - community mobilisation, facilitation and involvement in the projects was inclusive,
 - in terms of operationalisation NaCSA worked 'hand in hand' with communities to guide or lead them through those aspects of the project that they found difficult to deal with,
 - there was also mentorship strengthening communities allowing them to understand governance issues, organise a leadership component and assisted with supervision thus giving confidence in taking independent decisions.
 - in addition, at no stage did NaCSA undermined their jurisdiction and always worked to keep them both involved and informed of what was happening.

- **Negative effects recorded:**
 - some disputes over releasing of monies, particularly disbursements,
 - line ministries were not always supportive of the initiatives, particularly with the health sector, with some of the projects still awaiting equipment and supplies.

All overwhelmingly felt that the communities have come to own this project. As an implementing agency NaCSA scored highly and were credited with operating by the book and showing no clientelism. Relationships between DC's and NaCSA were not always, perfect, but this was due to a political process beyond the scope of the project.



BIA Social Capital Findings – Networks + Sociability

- Respondents tended to have:
 - a small number of close friends but lots of acquaintances.
 - a diverse group of friends in terms of their ages, gender, education and religion.
 - one-third had friends who are ex-combatants.
 - at least 2 networks within which to socialise – often of immediate houses and generally from within the community.
 - few had many friends outside the community.
- Over half would turn to a family member if they have an economic problem.
- A weekly average of 2.4% outings were undertaken by all respondents with the intention of socialising i.e. eat and drink in a public place.
- Over one-third would turn to a friend/s if they have an economic problem.

MOST ADULTS HAVE A HEALTHY NUMBER OF FRIENDS AND SOCIAL NETWORKS WITHIN THEIR COMMUNITIES.

SOCIALISATION DESTROYED DURING THE WAR IS PICKING UP AND HAS ALMOST REACHED PRE-WAR LEVELS.



BIA Social Capital Findings - Trust and Solidarity

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- 70% feel that people in the community can be trusted.
 - 77% feel people in their village generally trust each other.
 - 73% if they disagreed with everybody else they would feel free to speak out.
 - **Ranked - trusted were:**
 - teachers (88%),
 - nurses and doctors (84%),
 - NaCSA staff (79%),
 - PMC members (73%),
 - local chiefs (71%),
 - local counsellors (65%),
 - NGOs (61%),
 - shopkeepers (55%),
 - government officials (54%),
 - the police (52%).
 - 70% felt that levels of trust had improved over the past two years.

LEVELS OF TRUST ARE HIGH AND STILL IMPROVING



BIA Social Capital Findings – Collective Action and Co-operation

- In the past 12 months 72% of respondents have worked with others in their neighbourhood, village or camp to do something for the benefit of the community.
- 57% worked on the NaCSA project
- 75% help out with other local groups as a volunteer and the majority (83.7%) said that by helping others you help yourself in the long run.
- 78% said it is likely that people who do not participate in community activities would be penalised.

IN TERMS OF COLLECTIVE ACTION, PARTICIPATION IS HIGH, BUT THIS WAS DIRECTLY LINKED TO CDD AND THERE IS NO INDICATION IT WILL LAST.



BIA Social Capital Findings – Social Cohesion and Inclusion

- 53% of respondents felt that the differences between people living in the same neighbourhood do not characterise the neighbourhood to any great extent.
- 64% felt that when they do exist they cause problems.
- Problems rarely arise in relation to the NaCSA project according to 65% of respondents.
- When problems arise, they rarely lead to violence according to 62%.
- 86% of respondents said they feel close to others in the neighbourhood.

SOCIAL COHESION IS STRONG AND SHOULD BE RETAINED



BIA Social Capital Findings - Empowerment

- 72% feel happy and the majority of people feel they have control over decision making in their lives.
- 79% feel they have the power to make important decisions that can change the course of their lives.
- 85% of respondents said they very much feel valued by their immediate society.

- 72% of respondents felt their concerns were taken into concern a lot by decision makers
- 68% of respondents felt the NaCSA process had a lot of influence over local government and leaders in taking community concerns into account

- 78% of respondents felt that NaCSA are honest
- 71% of respondents feel PMC members are honest.
- 69% of respondents felt that local government officials are honest.
- 66% of respondents feel local chiefs are trust worthy.
- 61% of respondents felt that local counsellors / village elders are trust worthy
- 59% felt staff of NGOs are honest.

A SIGNIFICANT NUMBER, THREE-QUARTERS, FEEL EMPOWERED WITH LIFE AND THAT DECISION MAKERS LISTEN TO THEM.

HONESTY LEVELS OF DECISION MAKERS ARE NOT YET AT A LEVEL THAT MEANS ONGOING TRUST, AND THAT MORE WORK IS NEEDED.



BIA Social Capital Findings - Social Change

- 90% of respondents felt half way to full well-being.
- 51% felt they were either the same as last year or had made an improvement.
- 50% said that if they died tomorrow they would not be satisfied and 50% would be satisfied with what their life had meant.

COMMUNITIES ARE NOTICING AN IMPROVEMENT IN THEIR WELL-BEING, BUT THAT THERE WAS A LONG WAY TO GO.

Conclusion – Social Capital + Empowerment

- *Social cohesion has occurred and may be attributed to CDD projects, but might have happened spontaneously -*
 - Based on the notion of increased levels of trust, ability to speak out freely, working on community projects, feeling included within the neighborhood, having a number of complimentary networks and solid friend base.
- *Empowerment has occurred and can be directly linked to the CDD project –*
 - This lies at the core of the CDP, majority of people were satisfied and felt that they had control over decision-making in their lives and that the NaCSA process had significantly influenced local government and leaders to take community concerns into account. Issues of democratically elected committees whose members are drawn outside the contemporary elites and a transparent (notwithstanding some flaws) process was instrumental to this.
- *“Most respondents felt that they could + would be willing to become involved in other projects if they are introduced, implemented and handed-over in the same manner.”*

The CDD legacy is likely to be the process more so than the product.