

## Ex Post-Evaluation Brief

### LIBERIA: Reintegration and Reconstruction Programme I & II



<b>Sector</b>	1523000 Peace-building after conflict (VN)	
<b>Programme/Client</b>	Reintegration and Reconstruction Programme I & II BMZ No.: 2005 65 028*, BMZ No.: 2007 65 677	
<b>Programme executing agency</b>	Ministry of Planning and Economic Affairs (MoPEA), implemented by Deutsche Welthungerhilfe	
<b>Year of sample/ex post evaluation report: 2013/2013</b>		
	Appraisal (planned)	Ex post-evaluation (actual)
<b>Investment costs (total)</b>	EUR 10.75 million EUR 5.0 million	EUR 11.0 million EUR 5.1 million
<b>Counterpart contribution (company)</b>	EUR 0.0 million EUR 0.0 million	EUR 0.25 million EUR 0.10 million
<b>Funding, of which budget funds (BMZ)</b>	EUR 10.75 million EUR 10.75 million EUR 5.0 million EUR 5.0 million	EUR 11.00 million EUR 10.75 million EUR 5.0 million EUR 5.0 million

\* random sample 2013

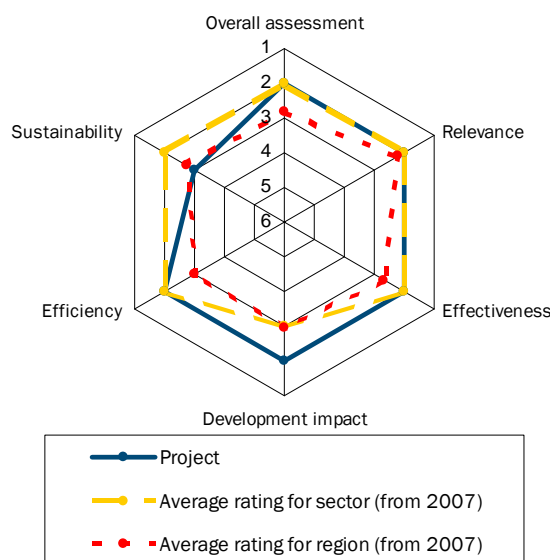
**Short description:** The aim of the project was to help restore peace in Liberia by improving living conditions in the traditionally neglected south-east region of the country, by providing opportunities for the reintegration of former combatants, and by resettling internally displaced people and refugees. Germany's Welthungerhilfe was responsible for project implementation, with the support of the two non-governmental organisations IBIS and Medica Mondiale. Rural development activities were designed to help the population in the provinces covered by the programme to re-establish their livelihood. Labour-intensive infrastructure activities, such as the rehabilitation of bridges and wells and the reconstruction and furnishing of schools, were intended to create income opportunities for returnees and form the basis for the resumption of civilian life. Under a Medica Mondiale initiative, women that had been raped received psychosocial and medical care.

**Objectives:** The project's developmental objective was to contribute to the peace process and reconstruction in Liberia. This was to be achieved by improving living conditions in the south-east of the country and supporting the reintegration of former combatants, refugees, internally displaced persons and traumatised women. **Target group:** Ex-combatants, internally displaced people, and refugees (particularly women), as well as the populations in the host regions, whose poor economic and social situation made it difficult for them to receive refugees.

#### Overall rating: 2 (Phases I and II)

It is not possible to give a separate rating for each phase, as the individual activities cannot be clearly attributed to them. The projects' objectives were achieved in all areas. The projects therefore met expectations. Certain weaknesses in the area of sustainability were anticipated in the programme proposal and are attributable to the nature of the programme as a peacekeeping measure with quickly visible results. In addition, the sustainability shortcomings are only partly attributable to the project and are not viewed as significant deficiencies. This was taken into account and factored into the design of the following and ongoing subsequent phases.

#### Rating by DAC criteria



## **EVALUATION SUMMARY**

### Overall rating

The project concept was appropriate for the problem. The project objectives were largely achieved and the projects have contributed to improving the living conditions of the population in the provinces covered by the programme, as well as to foster the peace building process. Weaknesses, e.g. in the area of sustainability, have been mitigated with design adjustments in subsequent phases. External conditions and events outside the scope of the projects' influence hampered implementation. For example, a new wave of refugees from the neighbouring country and the shortcomings of the responsible national ministries, particularly with respect to funding, negatively impacted the achievement of the sustainability targets. In addition, donor harmonisation was difficult, many new donors and NGOs often failing to support the population's self-help and own initiatives through their approaches. All of these external factors limited project sustainability.

### **Rating: 2 (for phases I and II)**

### Relevance

The projects are consistent with the national demobilisation and reintegration programme (DDRR). Through the Reintegration and Reconstruction Programme I and II, Germany contributed to this programme and to peacekeeping in the three peripheral – and therefore previously neglected – south-eastern counties Grand Gedeh, River Gee and Sinoe. The DDRR Trust Fund, to which other international donors have contributed, focused more on the northern counties.

During the implementation period, RRP I was the only major donor programme in the south-east region providing support to the region's poor rural population. The poor population's already difficult situation was further exacerbated by around 6,600 ex-combatants seeking an opportunity to start a civilian life and around 32,000 returnees, who needed to rebuild their livelihoods.

Beginning in 2006, the focus shifted more towards supporting the poverty reduction strategy previously established by the government (initially the "Interim Poverty Reduction Strategy – IPRS" and from 2008 the "*Poverty Reduction Strategy Program - PRSP*"). The four pillars of this poverty reduction strategy were: (i) improving national security, (ii) reviving the local economy, (iii) strengthening governance and the rule of law and (iv) rehabilitating infrastructure and the availability of basic social services for the population. The programme made a targeted contribution to revitalising the economy, developing infrastructure and restoring basic social services.

The activities within the different components were implemented through participatory approaches. Implementation was not confined to the narrower target group, namely ex-combatants and internally displaced people, but covered all inhabitants of the selected vil-

lages in the programme counties. This corresponds to the state of the art for conflict-sensitive planning. The results framework, with the aim of contributing to reducing conflict potential and to peaceful coexistence through the overall improvement of living conditions for all population groups, is viable and consistent with the BMZ's strategy for peacekeeping measures.

The projects are relevant today in light of the medium-term growth and development strategy presented in 2012, "Agenda for Transformation – Steps Toward Liberia Rising 2030". The primary aim of the strategy is to strengthen the economy and integrate previously marginalised segments of the population. The intention is for Liberia to be transformed into a middle-income country by 2030.

The relevance of the project is therefore rated as high.

### **Sub-Rating: 2 (for phases I and II)**

#### Effectiveness:

The programme objective was to improve living conditions in the south-east of the country and support the reintegration of ex-combatants, refugees, internally displaced people and traumatised women into civilian life. The direct effects (outcome) were defined by seven indicators. In the original programme proposal, five qualitative indicators were initially defined, each of which covered one of the five programme components. The indicators were later differentiated in greater detail and were mostly quantified. A comprehensive effectiveness survey was carried out following conclusion of the programme. This showed that almost all project objectives had been achieved and, in some cases, even significantly exceeded.

The measures reached a total of 238 villages. The agricultural component reached around 16,000 people. The sanitation component, together with the latrines and wells provided, reached between 70,000 and 90,000 residents. The sexual and gender-based violence (SGBV) component provided support to more than 1,000 women in urgent need and reached more than 26,000 residents through training and workshops.

At the time of the ex-post evaluation, the picture of the five programme components was as follows:

- 1 Infrastructure component: **Of the eight road corridors** visited, **seven** were **still readily passable**, at least in dry weather, around four years after the end of the project. Just one axis was more eroded, but was still passable by motorcycle. Concrete structures, such as **passages and bridges, are functional and in good condition**. These structures therefore continue to offer the population in the catchment area better access to local markets, schools and healthcare facilities. This improvement in their living conditions is still appreciated by the population.
- 2 Agricultural component: At the 24 locations visited, around **80 % of the fields cultivated as part of RRP I are still being cultivated**. The fishing ponds are also still in use. Only

a few cacao plantations have been abandoned, as it was difficult to sell the crops. The farmers confirmed that the cultivation methods learnt have helped them to increase their income. However, it is apparent that income is in continuous decline due to degradation. **Nevertheless, 20 % of farmers report further income rises.** This was primarily attributable to the consistent application of the methods learnt. In many cases, the original group approach to field cultivation was abandoned in favour of individual cultivation. Overall, the food supply has been improved and increased beyond own consumption. **Additional income is generated through the sale of surpluses at local markets.**

- 3 Water and sanitation (WATSAN) component: Only around **35 % of the latrines were still functional.** The others were no longer in use, as after three to four years the wooden sections of the walls had been attacked by termites or the cesspit was full. The original method for dealing with such situations, namely digging a new pit, simply moving the concrete section of the latrine to the new location and building a new wooden structure around it, was only applied in a few cases. **70 % of the wells and pumps were still functional.** However, this relatively high percentage should be viewed in perspective, as pumps were rehabilitated by other donors in the intervening period. The **cash box systems** introduced and the replacement of parts by trained village members was only continued **in around 30 % of cases.** However, the advantages of the latrines and wells, as well as the sanitation measures, are still recognised and their positive impact on the village residents' health appreciated.
- 4 Education component: Of the 34 newly constructed and four rehabilitated schools, 13 were attended. These are still **in good structural condition.** At eight of the 13 schools, teachers were trained in accelerated learning programme (ALP) techniques by the Danish NGO IBIS (Global Hand). Of the 179 teachers trained, 18 were still able to be met. According to the information available, the others had been relocated to schools in other areas of the country. The teachers still remember the methods they learnt and confirmed the resulting improvement in learning outcomes and interaction with students. Many of the ALP students subsequently continued their training. There are still parent teacher associations (PTAs) or school management committees (SMCs) at five schools. Smaller maintenance jobs at the schools, such as slight damage to roofs, school furniture and latrines, are funded by the PTAs/SMCs themselves. Parents are unable to finance more significant work. However, it is almost impossible to receive state support due to inadequacies on this side.
- 5 SGBV component: The women's groups set up by Medica Mondiale still existed **in all eight of the locations visited.** The idea of implementing women's rights has even spread to neighbouring villages where RRP I was not implemented. In general, the women interviewed confirmed that their situation had improved and that in the past few years since implementation there had been fewer cases of domestic violence and sexual harassment<sup>1</sup>. Among other things, they reported a **fairer division of labour (62%),**

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<sup>1</sup> Due to the institutional shortcomings of the police and justice system, reliable statistics are not available.

**greater participation of women in decision making (62%) and improved communication between husbands and wives (40%).**

In general, the interviewed population confirmed that their living and income situation had improved in recent years. Former combatants and returnees have become fully integrated, i.e. most of them have married in the respective villages and earn a living through agriculture. Many of the village residents found it difficult to remember who was a former combatant or returnee, indicating that the projects also contributed to the objective of peaceful coexistence.

Even though only some of the project measures were visited as part of the ex-post evaluation and a few of the components exhibited deficiencies, the level of target achievement, and thus effectiveness, is still rated as high.

**Sub-Rating: 2 (for phases I and II)**

### Efficiency

Due to the very remote and inaccessible location of the programme counties in Liberia, as well as many of the individual villages where the measures were implemented, the implementation costs incurred were higher than average. These costs related to the logistics for transporting construction materials to the programme villages, as well as relatively high ongoing operating costs for programme implementation, for example deployment of personnel. Cost-saving measures included the use of locally available construction materials (e.g. bamboo) and the use of local labour. The road building costs (including bridges and passages) ranged from USD 1,400/km to as much as USD 46,000/km. Given the relatively low volume of traffic and the simplified (labour-intensive) construction method, this seems appropriate<sup>2</sup>. The cost of the latrines (USD 170/unit), wells (USD 2,500/unit) and the developed fields (approx. USD 1,900/ha) seem appropriate.

Allocation efficiency was ensured by applying a participatory approach and selecting the locations for implementation of the activities according to criteria such as poverty, target group relevance and engagement of those concerned. Consequently, there does not appear to be a better alternative approach with a comparable effect on the target group's living conditions and the objective of reducing conflict and promoting peace.

The project duration was extended from 18 to 54 months. This was due among other things to the commitment to implement an additional phase II in the amount of EUR 5 million, as well as the already mentioned logistical problems, including impassable roads during the rainy season and the need to deliver cement from Monrovia, which is a day's journey away. Based on the information available, the efficiency is rated as good.

**Sub-Rating: 2 (for phases I and II)**

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<sup>2</sup> By way of comparison, the cost of rehabilitating rural roads in Cambodia with a relatively large number of bridges and passages using machine-based construction methods amounted to approx. USD 70,000/km.

## Impact

The development objective of the projects was to contribute to the peace process and reconstruction in Liberia.

The indirect effects were defined using four indicators and the direct effects using seven. The surveys conducted at the time of the final inspection showed that all indicators had been met or exceeded. It was not possible to establish a full picture of all measures in all locations during this ex-post evaluation. With the help of an external short-term expert, around 30 of the roughly 150 villages in two of the three programme counties (Grand Gedeh and River Gee) were visited and information was gathered on the effects of the RRP I & II activities.

The programme proposal and final inspection defined the following indicators for achievement of the overall objective:

Indicator	Status of ex-post evaluation
Peaceful reintegration of civil and military returnees	Achieved. In 28 villages it was confirmed that former combatants in the Liberian conflict had established their permanent home there. In 22 villages, reports were gathered on internally displaced people and returnees. The integration of returnees in village communities was confirmed in the interviews (by 75 %). Most are no longer considered as ex-combatants or returnees at all.
Improved standard of living among the rural population in the south-east	Achieved. Most of the village residents interviewed (92 %) confirmed that their living conditions had improved and income had increased. Visible signs of this in the villages visited included the above-average number of shops, animals, new houses, corrugated metal roofs and generators. There are no income figures. 80 % of the fields and fishing ponds cultivated in the project are still in use and surpluses are able to be sold at the markets.
Increased SGBV awareness, reduced incidence of such crimes and increased gender equality*	Achieved. Women's groups still exist in all of the villages visited and women enjoy a stronger position, with more input in decision-making, for example. There are penalty mechanisms in place for cases of domestic violence against women. It was confirmed many times that criminal acts involving SGBV had declined. Cases of sexual violence against women are dealt with by Medica Mondiale and reported.
Recognition of ALP experience and best practices in the national education sector	Achieved. The techniques learnt were still in use at all visited schools where ALP measures had been implemented. Around 50 % of the ALP participants have continued their training. The government recognises the benefits of ALP. Teacher training has improved the quality of education.

\* the original wording of this indicator was changed in the ex-post evaluation, as the previous wording seemed to be too general and had little relevance for the programme regions.

Both the women's groups and the self-help groups set up to repair wells or schools represent sustainable structures resulting from the activities. In addition, the capacities of the local government representatives were strengthened during implementation, both through the necessary office and logistics facilities and, more importantly, through the close working relationships formed, including joint monitoring and participation in training.

The development effect is rated as high.

**Sub-Rating: 2 (for phases I and II)**

Sustainability

The risks to sustainability were already identified in the programme proposal. This is attributable to the fact that the programme represents emergency aid (post-conflict environment). An additional problem for sustainability is the poor coordination between the various donors and NGOs that are now active in the programme region. This has been the case since the arrival of a large number of refugees in the region from the Ivory Coast starting in 2010, in particular. The new donor programmes often fail to take into account the users' self-help initiatives. Existing self-operated systems, such as those introduced through the cash box systems for financing pump maintenance under RRP I & II, have been ignored by some of the new donors. Ultimately this leads to even modest self-help activities being abandoned and is a barrier to the development of a sustainable maintenance structure.

The sustainability of the various programme components is as follows:

- 1 Infrastructure component: Seven of the eight visited road axes were still in an acceptable condition, i.e. the roads were at least readily passable by motorcycle in dry weather. 80 % of the residents confirm that it is easier for them to reach local markets. However, just 30 % reported lower transport costs. This can be viewed as an indication that the road condition has already deteriorated. In the case of rural roads that relatively clearly make one specific village accessible, basic maintenance had been organised by the residents themselves, including cutting back bushes, removing larger obstructions and filling in potholes. This applies to 50 % of the villages visited. However, if the road was also used by several other villages, this sense of responsibility was not felt and no maintenance was carried out.
- 2 Agricultural component: 24 locations where agricultural measures had been implemented were visited. 83 % of the developed fields were still farmed. Only labour-intensive methods, such as rice growing in marshlands, had frequently been discontinued. Many farmers reported a decline in income from crops due to the deterioration of soil fertility. However, 20 % of farmers had actually managed to further increase their income. The declining income seems to be related to less diligent cultivation. The successful farmers had expanded their original farms and consistently applied the farm management skills they had learnt.

- 3 Water and sanitation (WATSAN) component: Around 35 % of the latrines were still functional in the 17 villages visited. The latrines still in use were clean and maintenance measures were in place. 71 % of the wells and pumps were still functional. Around 30 % of the cash box and other systems requiring user involvement, which were introduced during implementation, had been continued. In some cases the systems had been abandoned due to free restoration by other donors and NGOs. The successful cases were mostly found in fairly remote villages, in which social control still appears to be intact.
- 4 Education component: ALP training had been carried out at eight of the 13 visited schools that had been built or rehabilitated by the project. 18 teachers who had participated in this training were still working at these eight schools (at least one at each school). It is not possible to check what happened to other participants, as teachers are transferred to different parts of the country after a few years. All of the teachers could remember the content of the training and reported that they use it in their teaching. The training's success was confirmed by the students interviewed. Both teachers and students confirmed a significant improvement in teaching, which had also improved students' motivation. The teachers reported that they are trying to pass on the ALP knowledge they acquired to other teachers. According to the teachers, this training had considerably increased their professional skills and improved their job opportunities in other parts of the country. Although the new and renovated school buildings attracted both teachers and students, a trend of students, particularly in the higher classes, moving to schools in larger cities was observed. Young people expect to receive better education there, as well as better opportunities for continued education. Over the long term, maintenance of school buildings is a problem, since higher costs for more extensive repairs cannot be supported by the students' parents and the state does not currently have the capabilities to fund or perform them.
- 5 SGBV component: In all eight of the locations visited, in which Medica Mondiale supported women's groups, the groups still existed and were very successful. Women were able to bring about impressive changes in their village environment, such as fairer division of labour, participation of women in decision making, etc. The women's groups interviewed reported that all cases of sexual violence they were aware of had been reported to the police and pursued with the help of Medica Mondiale. According to the information provided, this has significantly reduced crimes of this nature. However, the police and judicial authorities' ineffectiveness is still a problem. There is also the question of what the situation will look like following the discontinuation of the care system established by Medica Mondiale for serious violence and rape, once this NGO has left the country.

The progress described has made a significant contribution to the local peace process. In this context, therefore, sustainability is rated as satisfactory.

**Sub-Rating: 3 (for phases I and II)**



## Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being relevance, effectiveness, efficiency and overarching developmental impact. The ratings are also used to arrive at a final assessment of a project's overall developmental efficacy. The scale is as follows:

1	Very good result that clearly exceeds expectations
2	Good result, fully in line with expectations and without any significant shortcomings
3	Satisfactory result – project falls short of expectations but the positive results dominate
4	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
5	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
6	The project has no impact or the situation has actually deteriorated

Ratings 1-3 denote a positive or successful assessment while ratings 4-6 denote a not positive or unsuccessful assessment

### **Sustainability is evaluated according to the following four-point scale:**

Sustainability level 1 (very good sustainability): The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The overall rating on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Ratings 1-3 of the overall rating denote a "successful" project while ratings 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (rating 3).