Authors

This report was written by Pierre Robert and national expert Andrew Lavali. Aurélie Ferreira coordinated the evaluation. Landis MacKellar and Aurélie Ferreira provided editorial and methodological advice and quality assurance. Eric Tourrès was Project Director at Transtec.

Map of Sierra Leone (©UN)

gender equality. There were no specific activities in the project design to encourage women to collaborate with each other to highlight gender-related concerns in dialogues with chiefs.

The project was generally **effective**, in the sense that both of its outcomes were achieved   at least to some degree   and that most planned activities were implemented, despite the severe social tensions, humanitarian concerns and logistical constraints caused by the Ebola outbreak. Nevertheless, not all the indicators of success set out in the project document were appropriate to assess effectiveness, partly because of the la
outcomes were largely achieved. The outcome on capacity building for chiefs, CSOs and communities on democratic principles was substantially achieved. The field visits and interviews showed that many chiefs, CSOs and communities improved their understanding of democratic principles.

The outcome on participation by local communities in governance was met too, albeit to a lesser extent than the previous one, partly due to the impact of the Ebola virus epidemic. Dialogue and accountability fora were established and used to debate issues of community concern. In the context of the Ebola crisis, many of these fora were used to share information about Ebola prevention, but also   according to participants

established across the project areas, and their establishment has since been recommended by the NCPC across the country. Similarly, the dialogue and accountability fora have been appreciated by participants, particularly in the context of the fight against Ebola. It is not clear yet whether the momentum achieved by the project will be sufficient to ensure that the fora are reproduced in future. The Position Paper recommending a constitutional framework for the regulation of chiefdoms is also likely to contribute to

transparency and accountability to communities on the part of chiefs, and were acting accordingly.

The project achieved a substantial level of sustainability by encouraging the establishment of new institutions and supporting increased self-regulation by chiefs. The dialogue channels established by the project (Chiefdom Peace Committees, dialogue and accountability fora) are likely to be maintained after the end of the project, thanks in part to support by the NCPC.

(iv) Recommendations

WANEP should continue supporting the Chiefdom Peace Committees and the dialogue and accountability fora established by the project, and encourage their dissemination to other districts.

WANEP should ensure that future project design more explicitly addresses need related to gender equality.

WANEP should continue working with NCPC, further addressing the need for the chieftaincy system to meet democratic accountability requirements.

II. INTRODUCTION AND DEVELOPMENT CONTEXT

(i) The project and evaluation objectives

This report is the evaluation of the project Enhancing grassroots democracy and responsive traditional leadership (chieftaincy) in Sierra Leone   implemented from

In addition, phone interviews were carried out with project stakeholders in locations that were not visited. A list of people interviewed is annexed to this report. Despite the time limitations, the evaluators were able to form a well-rounded view of the project.

Note on Ebola crisis: the first cases of Ebola virus disease were officially reported in Sierra Leone in May 2014, after appearing in Guinea (December 2013) and Liberia (March 2014). The country was officiablua5uanboan3545(o)1 ingong Ebol5(a)-122(v)11(i)5(r)-458 Tm5(er)94(i)5imr

Pujehun district, with 12 Mende chiefdoms in the far South towards the Liberia border; Kono, a diamond-rich district predominantly occupied by Konos, with 11 chiefdoms in the Eastern Region of Sierra Leone.

Chiefs draw their legitimacy from the support they get from the 16 ethnic groups in Sierra Leone. The two largest ethnic groups, the Temne in the North and Mende in the South and East, each constitute about 30% of the population. Chiefs are the frontline of the justice sector, receiving over 70% of cases at the community level. However, they carry out these functions without sufficient training and, sometimes, with limited authority. Similarly, there is no strong national chieftaincy secretariat to maintain a national register of the operations of chiefs.

Historical background: chiefdom justice procedure
The three interior provinces of Sierra Leone were administered from 1896 until 1951 as a meaning that the colonial government exercised power through chiefs were legally recognized throughout this period.[2] Chiefs had jurisdiction to hear and determine:

Civil cas (except for cases involving questions of title to land between two or more paramount chiefs or of a debt claimed by the holder of a store license); and

Criminal cas cases of murder, culpable homicide, rape, pretended witchcraft, slave raiding, dealing in slaves,

pleads not guilty, a kind of betting transaction takes place, and is settled before the case proceeds. In this betting transaction, the complainant makes a statement to the effect that, if he is wrong, he will forfeit the whole of the money or goods he is about to place in the Court. He then stakes by deposits, which, if they are in kind, as a rule consist of native made cloths. The defendant has to deposit an equal amount, and, at the termination of the case, the winner receives the whole of these fees, and not the Court. The defendant has also to pay Court fees to the Chief of value equivalent to those paid by the complainant.[4]

According to Braithwaite-Wallis, the punishments handed down by these courts could be draconian. Conviction for murder, for example, could result execution, enslavement, or a fine practi   Rape carried similar penalties. Braithwaite-Wallis goes on to note that while chiefs of all ranks tended to preside over courts, sub-   to them by the paramount chief.

Chiefdom justice today

For a number of authors, including Paul Richards[5], excesses and abuses in the chieftaincy system were among key reasons for the outbreak of civil war. Consequently, justice and security reforms,   -conflict reconstruction process. In the post-conflict era, a Local Court Act of 2011 has brought the chiefs court under the supervision of the judiciary; District Officers have been re-established to coordinate and supervise   activities and the National Council of Paramount Chiefs is now functional and has developed a code of ethics and service standards for chiefs. The Ministry of

III. PROJECT STRATEGY

i. Project strategy and approach

Strategy

The project had a two-part implementation strategy, described in the project document, to achieve its objective of increasing capacity and awareness of citizens to participate in governance and to create democratic space to hold traditional leaders accountable and

The first part focused on capacity building for project implementers, chiefs, CSOs and community participants. This involved awareness-raising on the legal framework of

The project explicitly built on previous activities by WANEP and its partners. Community peace monitors, trained by WANEP, are active in districts including the four targeted by this project, to identify and report on conflict risk factors. The National Peace and Development Forum, also initiated by WANEP, was a precursor to the district-level Dialogue and Accountability For a planned within this project. The project document identified two outcomes, ten outputs and eight key indicators that were to be used to assess the achievement of the outputs. These will be reviewed in the next chapter.

The

ii.   Logical framework

The framework below aims to capture the project logic. In view of the focus placed by the project document on outcomes and indicators, these are set out in separate columns. There were different formulations of the long-term development objective in the pr
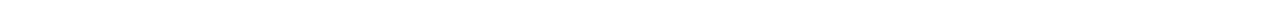
IV. EVALUATION FINDINGS

This evaluation is based on questions formulated to meet the criteria of the Development Assistance Committee of the Organization for Economic Cooperation and Development. The questions and sub-questions are found in Annex 1 of this document.

(i) Relevance

The project was very relevant: it was based on a sound understanding of the challenges posed by traditional leadership processes running in parallel with state administration, and of the capacity building needs of local and paramount chiefs, and those of citizens and CSOs. The project was also relevant in that it built on earlier work by WANEP and others to improve the accountability of the chieftaincy system and to further integrated democratic governance hanced by its focus on capacity building for local communities, including marginalized groups   particularly women.

or lack of it
administrative machinery.

Project design
In essence, the project was designed with a two-pronged approach: capacity building and advocacy/debate. The ten different activities summarized in the table in chapter III helped fulfill one of these two elements. One of the most relevant activities was the support given to the NCPC, both in terms of institutional capacity building and through the development of a strategic plan for the organization. By helping the development of a five-year strategic plan   which followed earlier support whereby WANEP helped disseminate a Code of Ethics   WANEP
Placed the NCPC in the public eye and ensured that Paramount Chiefs made formal, public commitments, to which they could be held accountable.

Although the project design appropriately encompassed the identified needs and were

> On-going research. Much of the project analysis was based on the knowledge accumulated by WANEP and its partners through years of

Partnerships

The project was implemented by WANEP in cooperation with WIPNET, a network of women involved in peace building, and by FSC, an NGO with a background of work on governance at local level. The project, however, was largely carried by WANEP, the largest of the three organizations. WANEP members were present in every project district, implementing conflict monitoring activities; these pre-existing WANEP members constituted the

NET, helped ensure a degree of participation in the project by women, but did not have a significant role in the design and management of the project. As WIPNET was originally a project launched by WANEP, there was a clear relationship of subordination between WIPNET and WANEP and consisted mainly in contributions to training activities.

Ebola

The project was already designed and well underway when the Ebola virus disease first struck Sierra Leone. Nevertheless, the Ebola crisis had an impact on the relevance of the project, in the sense that it highlighted the crucial role that chiefdoms play in conveying information to citizens. As is recounted below, Dialogue and Accountability Fora in the target districts provided an appropriate setting to discuss Ebola prevention measures, access to healthcare, etc.

NCPC -

The NCPC Strategic Plan, supported by WANEP

The crisis had one specific impact on project design. A week-long training session in Ghana on dialogue and mediation was cancelled because of travel restrictions, and was replaced by a training session of the same length in Sierra Leone, attended by 15 paramount chiefs (including three women). As the training took place within Sierra Leone, more chiefs could attend it than would have been able to travel to Ghana   this was an unexpected benefit, which partly counter-balanced the concern expressed above with regard to project design, that, too few activities were directed at chiefs alone.

(ii) Effectiveness

The project was generally effective, in the sense that both of its outcomes were achieved   at least to some degree   and that most planned activities were implemented, despite the severe social tensions, humanitarian concerns and logistical constraints caused by the Ebola outbreak. Nevertheless, not all the indicators of success set out in the project document were appropriate to assess effectiveness, partly because of the lack of a reliable baseline. At activity level, planned project activities were mostly implemented, albeit in many cases with some delays. Interviews conducted with beneficiaries during field visits indicated that training had been of a good standard and that follow-up of many activities by WANEP and its partner NGOs had generally been adequate.

Against this generally positive background, there were the following concerns relating to effectiveness:

The key concern was about gender equality. The project document made two specific commitments in this regard:
- o
- o

participation in training sessions, there was insufficient focus on issues of specific concern to women in terms of local governance (see below).

Some of the indicators related much more to activities than to outcomes, and were therefore inadequate for the purpose of assessing the achievement of outcomes. This included the indicators on the number of peace committees established and functional and the number of dialogue and accountability fora.

Paramount Chief Serry Foray Gondoh speaking at Capacity Building Training session, Freetown, December 2013. ©WANEP

conference was held to launch the strategic plan, which was endorsed by the relevant government ministry.

Study visit to Ghana. This was mainly focused on learning about local governance and conflict prevention mechanisms

training course on this topic was moved from Ghana to Sierra Leone due to Ebola   with the benefit that more paramount chiefs could attend.

Dialogue and accountability fora/community radio broadcasts. These meetings were held on a six-monthly basis at district level, with the participation of community representatives nominated by their respective Chiefdom Peace Committee. The fora were a mixture of presentations by chiefs at various levels, and debates with participants. Not all chiefs

                                                                            ised by

citizens were addressed, and reflected in community radio broadcasts.

Reports on traditional governance and social accountability. These two reports were produced with support from social science consultants. The first report was originally supposed, according to the project document, to trace changes in chiefdom governance and to identify the impact of accountability processes. In practice, however, WANEP used the research conducted by its consultants to work with NCPC towards the development of

                                                                the revision of the Constitution of Sierra

Leone. The Position Paper recommends changes to the Constitution, on issues ranging from the judicial role of chiefs to the modalities of land allocation (see box on this page). The second report looked specifically at the impact of the Ebola crisis on governance and at the post-Ebola recovery agenda. While the second report was in line with the project proposal, in the sense that it built on the experience acquired by WANEP in the context of the project, the Position Paper was in a different situation. It was presented as authored by NCPC, not by WANEP, and made no mention of the project. However, the paper was relevant to the policy dialogue in Sierra Leone.

This overview shows that the activities were largely implemented as planned   a significant feat in view of the Ebola crisis context. The crisis itself had a clear impact on the contents of activities   including the second research report, which sought to draw lessons from the crisis on local governance   but the implementers were able to organize the great majority of the planned activities.

Overview of outcome indicators

The project document provided eight outcome indicators, complemented with baseline indications and quantitative targets. This was generally helpful in terms of project monitoring, and in assessing the effectiveness of the project. Although some indicators focused on activities more than outcomes, the balance between quantitative and qualitative criteria was appropriate. Here is a review of the eight indicators:

Number of community members, CSO representatives and chiefs who have integrated skills acquired in training (target: 660). This indicator focused on the training activities, but WANEP was able to demonstrate that skills acquired during training were subsequently used.

Number of Chiefdom Peace Committees established and functioning (target: 44). In the project districts, interviewees indicated that these committees have been meeting regularly

reports is actually kept to. In some areas, the meetings were happening on a weekly basis during the Ebola crisis.

Item	Amount (US$)*	% of budget**	Remarks
Professional and administrative staff costs	19,000	10.5	Low amount but payments to consultants, trainers, coordinators, is included in training/workshop budget
Local travel and related costs	10,000	5.5	As above, transport costs to activities included in training/workshop budget
Allocation to implementing partners	2,000	1.1	Minimal allocation covering meeting costs for research
Meetings, conferences, workshops, training	93,000	51.6	Amount covers logistics as well as payments to consultants, etc.
Research, radio broadcasts	13,000	7.2	Includes

for their activities. This is particularly important in view of the hybrid status of chiefs, partly bound by tradition and partly committed to implementing democratic principles enshrined in the Constitution.

and accountable is an important aim in the Sierra Leone context, and the project has played a significant role towards encouraging chiefs to adopt new attitudes. Example of impact directly connected to the project include dispute resolution between two paramount chiefs, as well the willingness of the NCPC to espouse, to some extent, democratic accountability principles in its constitutional reform position paper.

evaluators that the project contributed to enhancing their willingness to interact and debate with the local communities. Communities and chiefs have also praised the institution of the Chiefdom Peace Committees, which provided a communication channel that proved particularly useful during the Ebola crisis. These statements to the evaluators are illustrative of changing attitudes among both chiefs and communities, but they cannot be attributed solely to the 8(comm)5st5(un)13(t)-4( )-8TJ

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initial districts. These districts should be encouraged to maintain the newly established mechanisms without external support other than that which may come from the NCPC and the Ministry of Local Government.

(vii) The project achieved a substantial level of sustainability by

VI.   RECOMME

ANNEX 3: LIST OF PEOPLE INTERVIEWED

*: denotes telephone interview

14 December 2015	
Freetown	
Edward Jombla	National Network Coordinator, WANEP-SL
Yeama Caulker	Coordinator, WIPNET
Duramany S. Bockarie	Programs Manager, FCS
15 December 2015	
Freetown	
PC Sondufu Sovula	Public Relations Officer, NCPC
Komba Momoh*	Peace Committee, Kono District
Gibril M. Bassie*	Executive Director, CAPE Sierra Leone
Abdulai Kissimi Kallon*	WANEP Focal Points, Pujehun district

ANNEX 4: LIST OF ACRONYMS

CSO	Civil society organization
FCS-SL	Foundation for Civil Society-Sierra Leone
NCPC	National Council of Paramount Chiefs
NGO	Non-government organization
PEA	Political Economy Analysis
WANEP-SL	West African Network for Peacebuilding-Sierra Leone
WIPNET	Women in Peacebuilding Network-Sierra Leone