CASE STUDY 4*:*   A REVIEW OF SMALL SCALE EDUCATIONAL INTERVENTIONS ON LITERACY AND CONFLICT RESOLUTION / PEACE-BUILDING IN GUINEA, SIERRA LEONE AND SOUTH SUDAN

This paper forms part of the 2004 DFID report on Service Delivery in Difficult Environments, undertaken by the Health Systems Resource Centre

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10   INTRODUCTION AND BACKGROUND

This review draws on a series of small scale, non-formal education interventions in Guinea, Sierra Leone and South Sudan from 1999-2004, in conflict and post-conflict contexts.

These interventions were undertaken by Education for Development in partnership with indigenous NGOs, with the intention of developing the sector capacity in adult literacy and conflict resolution/peacebuilding together with providing opportunities for vocational training.

Education for Development (EdDev) is a UK-based NGO which works in partnership with local NGOs on education & training projects on a wide range of learning programmes (literacy, women's programmes, capacity building, agricultural extension, health, conflict resolution), providing support through training of trainers, curriculum development, materials development, monitoring & evaluation activities, research and project design.

EdDev has worked recently on pro-poor projects in Guinea (literacy and conflict resolution), Sierra Leone (literacy, conflict resolution and vocational training), Southern Sudan (literacy and conflict resolution), Gambia (literacy and deaf signing), Kenya (organisational development & training of trainers), Nepal (community literacy), Pakistan (community literacy), Egypt (organisational development & training of trainers) and the UK (development education).

EdDev has a policy of working in partnership with local NGOs, strengthening their capacity both in terms of organisational development and project- specific knowledge, skills and attitudes to enable them to initiate, deliver and evaluate service delivery in their own context.

The projects discussed in this paper are small scale in nature, however, they represent a significant entry point to pro-poor service delivery in difficult environments and raise a range of issues which may be applicable in a wider context.

This review is structured as follows:

- Section 2 briefly explores the three contexts using, as a starting point the framework of will/no will and capacity/no capacity,
- Section 3 summarises the three projects,
- Section 4 explores recommendations drawn from the projects in the light of the presentation 'Pro poor service delivery in difficult environments: Contexts, entry points and approaches',
- Section 5 indicates the range of sources for the review.

Given time constraints, I have selected to focus more on exploring the issues than on presenting the interventions in detail.   I hope however, that the summaries provide sufficient information to ground the discussion.

Sources consulted include
- NGOs (indigenous and international) reports and experiences
  - Grey literature, including evaluation and assessment reports from the three projects (see references)
  - Semi-structured and informal interviews with representatives from INGOs operating in Sierra Leone and Sudan
  - Emerging education strategies for Sierra Leone and South Sudan
  - Consultation meetings with, and documentation from, The National Commission for Resettlement, Reconstruction and Rehabilitation in Sierra Leone, the Sudan People's Liberation Army (SPLA) and Sudan People's

Liberation Movement (SPLM), Sudan Relief and Rehabilitation Association (SRRA)
- Workshops at a community level in Sierra Leone and South Sudan.

11   CLARIFYING DIFFICULT ENVIRONMENTS AND ASSESSING THEIR IMPACT

Guinea 1999-2002
The conflict in Sierra Leone throughout the 1990s resulted in approximately two thirds of the population being displaced, creating the largest refugee population in Africa. As the fighting intensified internally displaced persons (IDPs) fled across the borders to neighbouring countries. Guinea hosted the largest population of as many as one million refugees at a time.

The first of the EdDev projects reviewed was working with Sierra Leonean refugees and the host communities in Guinea. At the outset of the project it was estimated that the Forecariah Prefecture, 50 km from the border with the Kambia District of Sierra Leone, contained as many as 60,000 refugees (UNHCR 1999). By 2001 only a few hundred Sierra Leonean refugees remained in the Forecariah area with the majority in the process of returning to their homelands. Many of those who had returned had integrated into the host community.

In the summary (section 3) I have considered 1999-2000 and post 2000 separately. Pre 2000 the focus was on providing adequate humanitarian aid, together with an element of development support to enable people to acquire skills of value on their return. However, from 2000 onwards the international focus was on actively encouraging repatriation and decreasing the support for Sierra Leonean refugees in Guinea.

In both these periods (pre and post 2000) the context can be described as '**no will, no capacity**' in relation to undertaking pro-poor interventions involving the Sierra Leaneon refugees. The government of Guinea demonstrated no will to address the needs of the refugees. Access to even emergency health facilities was virtually impossible and the focus was on containment in preparation for repatriation. The escalation of violence by the host communities against the refugee population following an inflammatory statement about the refugees by the Prime Minister Conte in September 2000, encapsulated the attitude of the authorities to the refugee population.

The government of Sierra Leone at that time also demonstrated '**no will and no capacity**', with their focus being on regaining control of their terretory and subsequent service delivery in Sierra Leone.

Policy makers:	Weak policy making, state perceived as preoccupied, unresponsive or in the case of the Guinean government actively hostile.
	Policy making focused on acquiring additional resources from the international community, repatriation and limiting interactions between refugees and host communities.
Providers:	Few, if any state structures to deliver services. Those that did operate are not pro poor.
	Resources of Guinea stretched, unable to meet needs of existing population, unable/unwilling to extend to refugee populations.

Some schools and services were established in Conakry which catered for Sierra Leoneans, however, they tended to require significant contacts and recourses to access them, hence were not pro poor.

Citizens: Refugee population frequently experienced hostility from Guinean administration and services. Extensive examples in the literature and from interviews with refugees in the camps at the time, of intimidation, violence and rape from security forces, rogue combatants from all sides, and even from thoseinvoled in the provision of aid. Lack of access to health services. On-going cross-border incursions and counter attacks by Guinean forces with refugee population caught in the cross-fire both physically and politically.

Sierra Leone 1999 – 2004
The projects reviewed were in Bo, Freetown and Kambia with different contexts over the period. The period is sub-divided into 1999-2001 and 2002-2004.

During **1999-2001** the government of Sierra Leone was in the process of regaining control of the north and east of the country. Kambia, one of the project target areas was under RUC control initially. Repatriation began in earnest in the latter part of 2001.

In large parts of the country the context was **'no will, no capacity'** with the key focus being on re-gaining control of territory, disarmament and security. However, in Freetown the context could more accurately be described as '**will, limited capacity'.** The National Commission for Reconstruction, Resettlement and Rehabilitation (NCRRR) had been established in 1996 and was active at different levels in different parts of the country. In Freetown they played a strong role in determining strategy, selecting key providers and in monitoring implementation. Elsewhere their influence ranged from moderately influential to marginal.

Policy makers: Policy making focused on meeting the emergency needs of displaced persons and refugees. Outside Freetown the state was perceived as weak on policy and unresponsive. Within Freetown policy relating to peace and security was strong but humanitarian and development policy was weak.

International support was strengthening central government and state structures e.g. British Council support for the legal system etc.

Providers: Outside Freetown few or no state structures to deliver services. Heavy reliance on aid and development agencies for health, food security and education.

Within Freetown state health and education structures emerging. However, tending not to be pro poor provision.

Citizens: Outside Freetown no or low expectation. Focus on security, concerns about disarmament and an expectation that corruption will disrupt rebuilding of state services.   Community fractured from conflict, resentment about focus on rehabilitation of ex-combatants with limited resources available to support 'victims'.

During **2002–2004**

The situation in Sierra Leone changed dramatically from 2001.   At a national level, democratic elections took place in May 2002 amid enthusiasm for peace and reconciliation. They were largely peaceful and considered by international observers as fair and representative. The ruling party, the Sierra Leone People's Party (SLPP), gained a strong majority and the overall support of the public. The opposition parties are beginning to position themselves for the next election in 5 years. The Revolutionary United Front (RUF) had been transformed into a recognised political party, the RUFP, with its head office in Freetown and offices throughout the country. The general atmosphere within the country was of tentative optimism that the peace accord would hold. The Truth and Reconciliation Commission (TRC) and The Special Court both emerged at this time.

The context at this time could be described as having '**will but embryonic or fragile capacity',** hence many of the attributes described under 'will but no capacity' remain.

Policy makers:	The National Commission for Reconstruction, Resettlement and Rehabilitation (NCRRR) was replaced by National Commission for Social Action (NaCSA) which highlighted the move from emergency policy making to longer term building of social capital.
	Situation remains that the perception of government policy is weak outside main cities.
	Impact of the UN TRC and Special Court has been to enhance confidence in on-going international support and movements towards democracy.
	Education policy emerging, peace-building and conflict resolution incorporated widely. Totally inadequate resources of training of teachers to deal with (a) the emerging demands of the role and (b) conflict in learning situations brought about by the reconciliation and rehabilitation process. Teaching perceived as a knowledge transfer and skills acquisition role with little regard for the emotional and attitudinal aspects.
Providers:	Significant expansion and strengthening of government departments with input from international community. Gender issues abound with respect to appointments, partly due to disparity in accessibility of education between genders during conflict.
Citizens:	Expectations of many sectors of civil society greatly enhanced. Likelihood of these being unrealistic.

South Sudan 1999 – 2004
The projects reviewed in South Sudan are in regions under control of the Sudan People's Liberation Army (SPLA).

The period is sub-divided into 1999-2003 and 2003-2004.

During **1999-2003** the Sudan People's Liberation Movement (SPLM) and the Sudan Relief and Rehabilitation Association (SRRA) developed their strategic approach to development through the Memorandum of Understanding with INGOs. The SRRA was pro-active in capacity building in both health and education in the local authorities and the indigenous NGO sector. At this stage I would describe the context as being **'will but no capacity'** as the regional administration had the will to develop pro-poor provision, although the Government of Sudan and to some extent the wider international community did not. Security, health and food security were the key priorities with education aspirational for the future.

Policy makers:	Emergence of policies. Strategic focus on separation of north and south Sudan. Stronger on health, food security etc than on education, although education was seen as a longer term goal with the opportunity for the curriculum to be used as a political tool for reconstruction.
	Memorandum of Understanding introduced by SPLM/SRRA with strong articles for all NGOs and external agencies to adhere to. These required accountability to local SRRA office, involvement of SRRA on steering committees, transparency of resources available for development etc.
	Frequent interruptions by increased conflict which set back the process and increased mistrust.
	Conflict over policies due to on-going conflict e.g. international support was available to improve the conditions of the road from northern Uganda. This was rejected as it would provide speedy access for government forces as well as humanitarian and development aid.
Providers:	Strong reliance on international humanitarian support. Attempts simply to monitor and be aware of the resources as opposed to taking strategic control.
	SRRA developing their role as organisational providers, but as yet fairly unformed.
Citizens:	Strong self-reliance, very low expectations. Lack of awareness of rights. Definitions of poor or disabled very local and not related to international definitions. (e.g. working with a group of widows it was suggested to them that they could apply for funding under the sub-heading of 'disabled' as many of their group had been injured by landmines and other aspects of the conflict, yet their reply was that they only had two 'disabled' members. These were people who had lost a leg. Others who had lost 'only' a hand or the sight in one eye were not included.)

From **2003** onwards, the prospect of peace increased and Sudan became the focus of more international interest. Towards the end of the period the international pressure and moves towards a peace agreement have resulted in an increased will towards pro-poor development in South Sudan, with the beginnings of an increase in international funding, however, this is only just beginning to be translated into increased capacity.   I would categorise this time as '**more focused will, limited capacity with the active intention of increasing it'.**

Policy makers: Strategic focus on peace talks and united Sudan, at least for 6 years. In the project locality, where the level of conflict has reduced; strengthening of administrative structures and a wider range of strategies health, food security, education at a range of levels.

Active strategy to seek education and training for SRRA/SPLM staff moving into local administrative posts.

Engaging in dialogue about national curricula for primary, secondary, adult education etc with peace-building incorporated. Emerging focus on training of teachers however, gender disparity in access apparent.

Providers: Continued heavy reliance on humanitarian aid and development.

Local administration beginning to develop as co-ordinators of provision and strategic planners at a local level.

Lack of personnel to take on emerging roles.   Gender bias in appointments due to recent access to education.

Citizens: Continued self-reliance but increased expectations of citizens. Community groups beginning to develop their voice to demand services e.g. health, peace building, improved roads and communications, schools etc.

12 DELIVERY OF PRO-POOR SERVICES IN DIFFICULT ENVIRONMENTS

Guinea – displaced persons from Sierra Leone (1999-2002)

Time	1999- 2000	2000 - 2002
Type of environment Government willingness Capacity to act	▪ No will ▪ No capacity ▪ On-going conflict and displacement	▪ No will ▪ No capacity Reduced conflict and return programme underway
International community willingness Direct / Indirect	International humanitarian aid, suspended at times of increased tension / conflict	International humanitarian aid, reduced international development support in Guinea but increased in SL
Aid channels available and entry points	Overall priority - strengthening humanitarian co-ordination Limited funding for development e.g. vocational training	Overall priority – reduction then ceased humanitarian aid to encourage return to SL Funding for development reduced
Funding source(s)	International community EdDev – Diana Memorial Fund (£180,000), Comic Relief (£60,000)	International funding - reducing, then ceased EdDev – Diana Memorial Fund (£180,000), Comic Relief (£45,000)
Implementation Agent	EdDev, local NGO, refugees	EdDev, local NGO, refugees
Sector – objective and approach	Education pro-poor Develop the capacity of local NGO to devise, co-ordinate and deliver a programme of literacy and conflict resolution. Implement a programme of literacy and conflict resolution programmes appropriate to the needs of refugees. Establish a Community Resource and Information Service capable of providing appropriate services to the refugees and the host community. Establish closer collaboration and more positive links between the refugees and the host community	Education – pro poor Develop the capacity of local NGO to devise, co-ordinate and deliver a programme of literacy and conflict resolution. Implement a programme of literacy and conflict resolution programmes appropriate to the needs of refugees. Establish a Community Resource and Information Service capable of providing appropriate services to the refugees and the host community. Establish closer collaboration and more positive links between the refugees and the host community
Target beneficiary group	Refuges and host community associated with specific refugees camps	Refuges and host community associated with specific refugees camps and in transit to Sierra Leone
Impact on beneficiaries?	Local NGO enhanced capacity in both literacy and conflict	Local NGO enhanced capacity in both literacy and conflict

	resolution/peacebuilding Individuals enhanced as trainers – but these tended not to be 'poor' or refugees Refugees developed *some* literacy skills and skills in dealing with their own trauma and conflict resolution Greater positive impact on men than women	resolution/peacebuilding Individuals enhanced as trainers - but these tended not to be 'poor' or refugees Refugees developed *some* literacy skills and skills in dealing with their own trauma and conflict resolution Greater positive impact on men than women; overall impact on some women negative
Consequences of aid Synthesis across sectors? Duplication Unexpected effects	Community mobilisation Some skills acquisition Development of participatory training / teaching skills Capacity building of NGO	Limited impact on literacy skills NGO able to support repatriation Conflict resolution embedded into ALL activities of partner NGO Gender abuse suspected Integrated curriculum
References	See reference list	See reference list

Sierra Leone 1999 – 2004

Time	1999-2001	2002-2004
Type of environment Government willingness Capacity to act	Environment varied most of country ▪ No will ▪ No capacity On-going conflict & displacement (Freetown will/embryonic capacity	▪ Will ▪ Embryonic and fragile capacity Emergence of strategies in food security, education and health
International community willingness Direct Indirect	International humanitarian aid where accessible. British Troops operating and training SL troops. Development support sporadic. International community unwilling to fund >2 years at once.	International humanitarian aid continuing. Support for development initiatives increasing.
Aid channels available and entry points	Overall priority – humanitarian Emerging NGOs with wide ranging remits	Humanitarian aid continuing Specialisation of NGOs emerging
Funding source(s)	EdDev – National Lottery – Community Fund (£230,000)	EdDev – National Lottery – Community Fund (£62,000)
Implementation Agent	EdDev, local NGOs in Kambia, Freetown and Bo, vocational trainers, community	EdDev, local NGOs in Kambia, Freetown and Bo, vocational trainers, community
Sector – objective and approach	Education To facilitate the re-building of the post-conflict communities through the establishment of community training centres providing a non-formal programme of literacy, conflict resolution and vocational training. To develop the capacity of embryonic NGOs to plan, implement and evaluate a community rebuilding programme. To establish an effective community training service providing an information service and a wide-ranging, structured, non-formal programme of training appropriate to the needs of the local post-conflict communities	Education To facilitate the re-building of the post-conflict communities through the establishment of community training centres providing a non-formal programme of literacy, conflict resolution and vocational training. To develop the capacity of embryonic NGOs to plan, implement and evaluate a community rebuilding programme. To establish an effective community training service providing an information service and a wide-ranging, structured, non-formal programme of training appropriate to the needs of the local post-conflict communities

	in/around Bo & for IDPs and returnees of the Kambia district.	in/around Bo & for IDPs and returnees of the Kambia district.
Target beneficiary group	Internally displaced persons, returnees and existing communities, pro poor	Internally displaced persons, returnees and existing communities, pro poor
Impact on beneficiaries?	Community development Establishment of resource centres Access to vocational skills pro poor but expensive Individuals developing skills Opportunities for literacy skills use limited especially through progression in education or employment	Establishment of resource centres Access to vocational skills pro poor but expensive Community development Individuals developing skills Opportunities for literacy skills use limited especially through progression in education or employment
Consequences of aid Synthesis across sectors? Duplication Unexpected effects	NGO capacity enhanced Impact across health & education through methodology Programme could potentially be replicated	NGOs poised with enhanced capacity in literacy & CR Peace-building / conflict resolution approaches embedded in all programmes and transferable
References	See reference list	See reference list

South Sudan 1999 – 2004

Time	1999	2003 to date
Type of environment Government willingness Capacity to act	▪ Will of South Sudanese SPLM but not of Government of Sudan and low priority internationally ▪ No capacity On-going conflict and displacement	▪ Will ▪ No capacity Prospect of peace, wider international interest, but also on-going conflict and displacement
International community willingness Direct Indirect	Low priority internationally - some INGO support but frequently reduced / withdrawn at short notice Some support of local NGOs – sporadic and transient	Higher priority internationally Some INGOs looking to pass over projects to local NGOS, further funding pending peace agreement Much funding 'on hold' currently
Aid channels available and entry points	Overall priority - strengthening humanitarian co-ordination EdDev project – capacity building local NGO, community development	Overall priority – strengthening both humanitarian and development EdDev project – capacity building local NGO, community development
Funding source(s)	(EdDev) UK Lottery – community fund (£180,000)	(EdDev) UK Lottery – community fund (£78,000) Care International via USAID ($187,000)
Implementation Agent	EdDev, local NGO with strong strategic direction but no previous international funding, civil society	EdDev, local NGOs, civil society
Sector – objective and approach	Education Develop the capacity of local NGO to devise, co-ordinate and deliver a programme of literacy and conflict resolution, appropriate to the needs of people Southern Sudan	Education Develop the capacity of local NGO to devise, co-ordinate and deliver a programme of literacy and conflict resolution, appropriate to the needs of people Southern Sudan Capacity build at a national level re adult education
Target beneficiary group	Individuals & community groups, particularly women and disabled	Individuals & community groups, particularly women and disabled
Impact on beneficiaries?	Community development Establishment of resource centres Individuals developing skills Opportunities for literacy skills use limited especially through	Community development Establishment of resource centres Individuals developing skills Opportunities for literacy skills use limited especially through

	progression in education or employment	progression in education or employment
Consequences of aid Synthesis across sectors? Duplication Unexpected effects	NGO capacity enhanced Impact across health & education through methodology Enhanced literacy curriculum Programme could potentially be replicated	NGO is in place to take advantage of the expected increase in available resources when the peace agreement is signed, poised to make a significant impact Methodology and project management approaches transferable across sectors into health through HIV/AIDS project etc. Replication through Care Int./USAid to other areas in S. Sudan
References	See reference list	See reference list

13   KEY ISSUES FOR APPROACHES IN DIFFICULT ENVIRONMENTS

Supporting the role of local NGOs as community stabilizers, focal points of networks and threads of continuity

In conflict and post conflict contexts the inputs and interventions from government and INGOs are often transitory in nature or interrupted abruptly. Indigenous NGOs have essential roles in service delivery, which are widely recognised. However, the role of local NGOs as community stabilizers, focal points of networks and threads of continuity is less widely documented.

All three projects experienced periods when the INGOs or UNHCR withdrew or the focus of government and INGO attention moved on to other areas. In each of these instances the strength of local NGOs were a major factors in the sustainability of initiatives (see appendix A for examples).

Clearly, local NGOs need to be embedded into the systems and structures which emerge, contributing to the development of policy and actively involved in its delivery. The key point here is that they are crucial entry points and require investment during times when their primary role may be simply to maintain community networks and to remain able to mobilise communities when stability returns.

The need for pro poor, pro women strategies for recruitment of staff

There is a natural tension between recruiting the 'most able' staff for development projects and ensuring representation from marginalized groups and poorer members of communities. In conflict and post conflict areas the difference in access to education and training between men and women is exaggerated. Amongst the programmes reviewed, where employment strategies have specifically been pro poor and have not relied purely on educational qualifications but have taken into account such factors as ability to relate to the target groups etc, the proportion of women recruited has been higher as has the subsequent retention rate. Collaborative working between genders and between staff from different backgrounds has also been more in evidence.   Initial measurable outcomes from less well educated staff teams may be limited but longer term sustainability might be greatly enhanced by embedded links within communities.

The value of modelling community re-building at the institutional or NGO level should not be underestimated.

Development of education and training curricula

The development of education and training curricula (in the broadest sense of the word) is an essential aspect of re-building communities. Participatory curriculum development can support communities in recognising shared aims and values, with curricula emerging as reflections of emerging value bases. Education and training can be beneficial even in distraught and disrupted communities where the progress made in terms of the acquisition of literacy skills might be very limited but the impact of increased self-confidence, self-esteem, self-respect and oracy skills can play a major role in community mobilisation.

Issues with regard to curriculum develop include

- The tension between the attraction of developing set curricula for dissemination and wide coverage. Against this should be set the value of a curriculum continuing to

evolve in an emerging regime. For example the excellent literacy and conflict resolution materials developed by EdDev in collaboration with the West African Network for Peacebuilding (WANEP) were highly appropriate when developed in 2000-2002, however these will need to evolve into literacy and civil governance as peace develops.

▪ Skills in curriculum development – i.e. taking an existing curriculum and revising it in the light of feedback at a local, regional and national level need further development.

▪ Education and training curricula are not value free but are 'political' tools. An exploration of the value base and the implicit messages can lead to a coherence of curriculum.

▪ Further focus is required across the fields of learning, education and training on developing sustainable practices, i.e. practices which the participants will take away and develop and maintain in their own setting and transfer to new settings. For example one of the NGOs in Sierra Leone has taken the conflict resolution aspect of the partnership programme and embedded that into all future proposals.

Focusing on methodologies as well as curriculum and materials development

From the experiences of the projects under review, these communities had highly traditional views of teaching and training methodologies. The proportion of community members who have experienced participatory methodologies is very small. The concept of PRA or of a negotiated curriculum is not only different from the educational experiences of most of those who have accessed education, but it runs counter to any military or security force training individuals might have experienced.

It seems likely therefore, that communities who have experienced the terrors of conflict first hand are likely to need a greater degree of support in adopting participatory methodologies and therefore the training programmes need to be adapted if participatory approaches are to be sustainable.

The methodology has been vital in achieving an impact. There is evidence that the increased community involvement due to encountering participatory approaches and being empowered to see oneself as having the ability and right to participate in community decision-making has had a greater impact on lives and livelihoods than the relatively modest increases in literacy skills per se.

Impact on community development of developing knowledge and skills in participatory rural appraisal PRA

Skills and understanding in PRA can be a valuable investment as these skills   are transferable and applicable in a whole host of development contexts.   'Skilling up' in these areas can support communities in taking control of their   own   development   needs   and projects as well an increasing the sustainability   of larger scale incoming projects.   A particular example of this has been the   interest expressed by government departments and INGOs in working with   both the Sierra Leonean and Sudanese NGOs following training and use of   PRA in the small scale literacy and conflict resolution projects in partnership with EdDev.

Building capacity of trainers/teachers and facilitators of learning

In each of the projects a number of local people have been trained and developed skills over a significant period of time in participatory methodologies, materials development and curriculum design. Again these skills are transferable with the Sierra Leonean facilitators

were on the whole successful in gaining employment rapidly as trainers/teachers when they returned home.

Providing salaries for facilitators, trainers or teachers has been a sensitive issue. In Guinea, Sierra Leone and South Sudan teaching roles were usually taken on in a voluntary capacity with local communities making a small contribution, often in kind. The introduction of a 'salary' had complex positive and negative impacts, both during the project and in terms of longer term sustainability.

In the rural setting of South Sudan, where paid employment opportunities were rare, the salary enabled a number of women from poor backgrounds to take on roles which they would not have been able to do had they been expected to be volunteers. These women frequently then paid other family members to take on some of the domestic or agricultural chores, freeing them to become teachers/facilitators. These women reported that being involved in the projects enhanced the lives and livelihoods of their extended families. However, this was the situation where the recruitment process was both pro women AND pro poor.

In Sierra Leone, the recruitment process was certainly pro-women but not specifically pro poor. The overall retention rate was much with people moving on to posts with INGOs. So small scale projects were to some extent serving as a selection, recruitment and training process for those with a good educational background. Where internal promotion favoured men they tended to remain in post while the women moved on. Thus the male workforce appeared to be more stable, achieving 'expertise' which was rewarded by promotion.

Gender balance and abuse

The nature of conflict in many of the poorest parts of the world has a special impact on women. Unfortunately, the abuse of women is evident in NGO practices, even when the nature of the work being undertaken by the NGO is focused on empowering women. Greater awareness of oppressive and sometimes abusive employment practices against women is required.

Scaling up from pilot projects

The literacy and conflict resolution / peacebuilding projects have attracted a great deal of interest from other local NGOs, INGOs and the SRRA sector with responsibility for developing the adult education provision for South Sudan. The programme is transferable to a range of settings but needs to be adopted within a participatory methodological approach to learning.   Unfortunately there is a tendency to want 'off the shelf' educational programmes, without full recognition of the need for staff development programmes.

Lack on connectivity to policy development in the wider sphere

There was a lack of active involvement in policy development in the wider context which probably had a two-way impact.   Policy development did not take into account the experiences from these (and other) projects and the projects were sometimes slow to react to inevitable change. For example, closer liaison in relation to Guinea/Sierra Leone might have enabled resources to be allocated more effectively when the repatriation programme began in earnest.   Attempts are being made to develop closer networks in the context of Sudan and this appears to be resulting in the expertise developed on a minor scale at a very local level being utilised in the wider sphere.

14   CONCLUSIONS

The small scale education interventions undertaken by EdDev have had a significant impact in difficult environments in conflict / post-conflict environments at a local level largely because of their flexible nature, the commitment and community-based nature of the implementing local NGOs and the integration of two complementary sets of skills i.e. literacy and conflict resolution /peacebuilding. This requires the dual purposes of projects (a) NGO capacity building and (b) outcomes in terms of the 'subject' e.g. literacy, HIV/Aids awareness etc.

Working in partnership with local NGOs and developing their capacity in curriculum design, participatory approaches as well as project design, budget management, implementation and evaluation, has enabled the partner NGOs to play stronger roles in community development. Selection of appropriate partners is crucial, where the interventions of Eddev have been most successful have been when the local NGO has a strong to commitment to shared values with EdDev combined with a clear strategic direction and purpose.

At the individual level of implementation the impact was high and included skills acquisition and probably more importantly increases in self-confidence and ability to play a role in community decision-making.   However, the most significant impact has been in capacity building of local NGOs in transferable skills which have provided a strong foundation on which to ground larger scale interventions when the context turns more favourable. However, in order to be effective there needs to be coherence and effective two-way communication between these small scale initiatives and the larger, longer term interventions, supported by a recognition of the value of the enhancement of capacity in transferable skills for development as a significant outcome.

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APPENDIX A: THE ROLE OF LOCAL NGOS AS COMMUNITY STABILIZERS, FOCAL POINTS OF NETWORKS AND THREADS OF CONTINUITY

> *In Forecariah, Guinea there was a major cross border incursion of RUF forces on September 6th 2000. This was followed by aggressive counter action by the Guinean forces which drove the rebel forces out of the camps. The Guinean forces continued across the border into Kambia, where there was continued widespread destruction. The situation within Kaliah camp was extremely tense. Refugees felt insecure. There were outbreaks of violence within the camp and an influx of refugees from nearby camps that had been destroyed just inside the Guinea border. Refugees were confined to the camp and relationships with the host community deteriorated significantly following an unfortunately worded speech by President Conte, which was later withdrawn. NGO offices and personnel were threatened and alll INGO staff withdrew from the Forecariah area. Refugees employed by INGOs found their contracts terminated without notice. UNHCR withdrew and there were no food distributions for 6 weeks. ABC maintained a presence in Forecariah throughout the crisis and was one of the few NGOs operating in the Forecariah area in the period September 2000 – February 2001.*
> *(Newell-Jones, Dec 2001, Licrep Evaluation report)*

The return of UNHCR and INGO act+ivity took between 6 weeks and 6 months, meanwhile a limited number of NGOs continued to support the communities, act as focal points for information and communication with the outside world and raised resources for small scale food distribution. When the international agencies and NGOs returned they looked to those who had remained to re-establish their contacts and networks.

In Kambia, in Sierra Leone, ABC Development, one of the partner NGOs to Eddev, was among the very first handful of NGOs to become established in Kambia following re-establishment of government control of the district. They were able to establish basic networks and draw together community groups to repair wells and build community trust. The measurable outcomes may not have been particularly high, however, their role in forming networks and acting as a focal point of community development was invaluable.

In 2002 Bo, Sierra Leone, the situation was very different as Bo had remained under government control throughout the conflict. As such it acted as a magnet for INGOs many of whom established significant offices in Bo. However, in 2002, when the north of the country finally opened up, many of the INGOs reduced their input in Bo and focused their work in the east and north. The services and facilities within Bo have improved considerably (see timeline appendix C), although there remains a significant discrepancy between the services available in Freetown and those offered in Bo, Sierra Leone's second largest town.

In South Sudan in 2004 the international community is poised to increase the aid significantly once the peace agreement is finally ratified. Once funding becomes available many INGOs will be looking towards indigenous NGOs for service delivery, community mobilisation, networking and entry points into communities. The following reflects the situation in Mundri County, South Sudan December 2003

> *Although local business has expanded and appears relatively healthy, the situation with NGOs appears less so at present. SEM has expanded its programme and strengthened its capacity (see section 3). However, other indigenous NGOs are struggling. For example, Mundri Relief and Development Association (MRDA) have had difficulties in securing funding and have laid off some staff recently and South Sudan Community Association (SSCA) have withdrawn from the area and passed the*

primary school they were in the process of building over the to local ownership. SSCA had funding from a single donor, the Diana Memorial Fund, which has had to withdraw funding and SSCA have been unsuccessful in diversifying their funding base. This situation is mirrored to some extent with the INGOs, where Oxfam are handing over their health programme to local NGOs, although education and peace transformation programmes are continuing to be offered currently. There are a number of newly formed indigenous NGOs, some of which have been sponsored by Oxfam, for example African Women in Action (AWA), however, overall NGOs appear to be 'on hold' waiting for the signing of the peace agreement and hoping that this will be a turning point in their financial fortunes. Various donors, including USAID and the EU have been awaiting the outcome of the peace talks before releasing funding for south Sudan.   This makes sense from their perspective but meanwhile some indigenous NGOs are having to reduce their existing programmes. Hopefully when the funding stream to Sudan increases these local NGOs can respond rapidly.
Newell-Jones (2003)