



UNITED NATIONS PEACEBUILDING FUND
ANNUAL PROJECT NARRATIVE PROGRESS REPORT
REPORTING PERIOD: 1 JANUARY – 31 DECEMBER 2009

Submitted by:

Tommaso de Cataldo, Chief of Mission,
International Organization for Migration

Contact information:

18/18A Signal Hill Road Freetown.

Email: tcataldo@iom.int

Country and Thematic Area

Sierra Leone - Democracy and Good Governance

Programme No: PBF/SLE/A-4

MDTF Office Atlas No:

Programme Title: Support to the
Implementation of the Reparations Programme
as part of the Recommendations of the Truth
and Reconciliation Commission (TRC)

Participating Organization(s):

International Organization for Migration

Implementing Partners:

- *National Commission for Social Action (NaCSA)*

Programme Budget (from the Fund):

For Joint Programme provide breakdown by UN Organization

UN Org A: \$ US 3,000,000

UN Org B:

Programme Duration (in months):

Start date: October 2008

End date: September 2009

- **Original end date:** September 2009

- **Revised end date:** December 2009:

Budget Revisions/Extensions:

Extension approved 28 October 2009 by
National Steering Committee.

I. Purpose

- **Brief Background of the project**

The signing of the Lomé Peace Agreement in 1999 in principle heralded the end of the 10 year conflict in Sierra Leone. In a bid to translate the Peace Agreement into law and make peace more permanent, the Sierra Leone Parliament in 1999 ratified the Peace Agreement (The Lomé Peace Agreement Act No, Act 3 1999). Amongst several provisions of the Peace Agreement, Article VI paragraph 2 (ix) provided for the establishment of the Truth and Reconciliation Commission (TRC). The TRC Act (Act No 4, 2000) passed by Parliament in 2000, expressly mandated the Commission to inter alia respond to the needs of the victims. Consequent upon this mandate, the TRC report recommended the establishment of a Reparations Program to be implemented by NaCSA.

In furtherance to this recommendation, the Government of Sierra Leone officially designated NaCSA as the Government's lead agency to implement the said program and approved of the setting up of a Reparation Taskforce comprising NaCSA (as Chair), UNIOSIL, Representatives from Civil Society, Victims, the TRC and the Office of the Vice President to advise on the establishment of a Special Fund for War Victims and the implementation of a Reparations Program in the country.

The war witnessed massive suffering and devastation on the lives of many. In the execution of its mandate, the TRC identified five categories of persons as victims of the conflict with respect to Reparations to wit; amputees, war wounded, war widows, victims of sexual abuse and children.

The Reparations Taskforce with technical assistance from consultants (REDRESS, a London based NGO with long experience in managing reparations and IOM from Geneva) has developed plans and strategies to implement the Reparations Program including the setting up of the Reparations Unit, establishing and operationalising of the Special Fund for War Victims, identifying and development of a database on beneficiaries and identifying the policy and legal framework required to enhance the effective implementation of the reparations for war victims. The final report prepared by the Task Force has been approved by Government and made public to major stakeholders. It is expected that this project will, to a very large extent, kick-start the process of addressing the needs of the victims irrespective of the type of harm they suffered and meet the obligations of the Government, as specified in the Lomé Peace Accord and recommended in TRC Report.

- **Main Objective**

Contributing to increased justice, security and Peace building.

- **Expected Outcomes**

1. Contribute to an improved capacity of the Reparations Directorate of National Commission for Social Action (NaCSA) for the implementation of the Reparations Program
2. Contribute to improved human dignity of the victims of the conflict through a reparations program

The project is part of the UN Peace Building framework for Sierra Leone. It's aimed at establishing a Reparations Unit within NaCSA (the agency recommended by the TRC to take the lead in implementing the reparations programme) that will operationalize the strategy and plans developed by the Reparations Task Force to identify war victims and provide the necessary support and/or social services to them. It is envisaged that the success of this programme will invaluablely enhance the peace consolidation process and contribute to national reconciliation by addressing the abuses suffered by victims of the war

II. Resources

To complement the \$ 3,000,000 provided by the United Nations Peace Building Fund, additional funding to the tune of \$ 260,000 was received from the Sierra Leone Government. Additionally, funds were allocated by the German government to the Reparations Unit of IOM in Geneva for the provision of technical assistance to the implementation of this project.

With the available funding to NaCSA Reparations directorate, nine permanent staff were recruited for the reparations programme. These included a programme Director, Programme manager, outreach officer, M&E officer, Database Officer, Field supervisor, Office Assistant and two Drivers. Sixty three (63) temporal staffs were also recruited to assist in registration, validating and entering applications from war victims into a database.

III. Implementation and Monitoring Arrangements

The project was implemented by NaCSA that established the new Directorate for Reparations, responsible for the implementation of the Sierra Leone Reparation Program (SLRP).

A policy making body, National Steering Committee (NSC) made of 19 members drawn various stakeholders, was setup to provide policy guidance to the implementation of the reparations programme. The NSC was Co-chaired by the heads of IOM and NaCSA and its policy decisions are final.

A Special Trust Fund for War Victims managed by a Board of Trustees was established to oversee and approve funding requests forwarded to the Board of Trustees by the Directorate of Reparations. The Special Trust Fund for War Victims was established in December 2009 and therefore was not operational at the end of the project.

IOM delivered technical assistance to NaCSA as required to kick start the project. Technical assistance included the development of eligibility criteria, data base development, development of initial criteria for the delivery of cash benefits, and the technical documentation required.

Whilst capacitating the reparations directorate of NaCSA to implement and sustain a reparations program, the implementation mechanism also focused on the delivery of reparations to war victims. To achieve this, NaCSA initiated several awareness raising programs to inform the public about the reparations programme. This was followed by the collection of baseline data through the registration of five categories of war victims (amputees, victims of sexual violence, war widows, war wounded and child war victims). This data was analyzed and entered into a war victim's database. Based on available data and financial resources to the programme, benefit packages were identified for various categories of war victims. The delivery of such packages was then outsourced to several service providers.

Procurement of logistics was directly done by IOM with the participation of NaCSA. This was outsourced by national tender and the procedures were within IOM policies and procedures on procurement. The procurement of service providers for the delivery of benefits was done by NaCSA through a selective bidding process because of limited number of organizations that could provide the required services. IOM closely monitored the selection process to ensure that it is fair and transparent.

Monitoring was done at various levels and in various forms. Activity and process level monitoring on a daily basis the responsibility of NaCSA Reparations unit M&E unit and IOM. Ad-hoc field monitoring visits were undertaken by IOM to verify implementation of activities and outputs as well as to interview stakeholders about impact of the project activities. The project monitoring process allowed the collection of information for documentations lessons learned during the project implementation. These document

lessons will greatly inform the planning and implementation process for the second phase of the reparations programme in 2010/2011.

IV. Results

This project has two strategic outcomes:

- a) Contribute to an improved capacity of the Reparations Directorate of National Commission for Social Action (NaCSA) for the implementation of the Reparations Program
- b) Contribute to improved human dignity of the victims of the conflict through a reparations program

These outcomes were realized through specific project outputs shown in the table below. The table also established the linkage between the outputs, planned activities, achievements and % of achievement for each planned out.

Project Outputs	Planned Activities	Achievements	%
<p>1.1.1 A Special Unit for Reparations is established, office spaces acquired and furnished.</p>	<ul style="list-style-type: none"> • Revision of the NaCSA Act to incorporate the Reparations mandate. Expand the Board and extend NaCSA’s mandate beyond 2008. • Establish a Reparations Directorate within NaCSA provide office spaces, procure office furniture and equipments. • Establish a policy making body to provide relevant guidance to the management of the reparations programme. 	<ul style="list-style-type: none"> • The NaCSA Act revised to incorporate the Reparations mandate. The NaCSA mandate was expanded till 2018. • A Reparations Directorate was established within NaCSA. Office equipment was procured and the office space was furnished. • A National Steering Committee composed of members from government, civil society, victims groups, religious bodies and UN agencies was established. This committee serves as the policy making and guidance body to oversee implementation of the project. 	<p>100%</p>
<p>1.1.2 Technical consultants recruited.</p>	<p>Recruitment of two international technical consultants.</p>	<ul style="list-style-type: none"> • One (local) technical consultant was hired by NaCSA to design a war victim’s database. The consultant made the initial assessment regarding the IT requirements related to the reparation database that was later developed by IOM international staff in Geneva and 	<p>100%</p>

<p>1.1.3 National Staff recruited.</p>	<ul style="list-style-type: none"> Recruit 11 national staff for the reparations directorate for 6-12 months as appropriate. 	<p>Georgia. The national consultant did not have sufficient technical capacity to perform the task.</p> <ul style="list-style-type: none"> Nine permanent staff were recruited for the reparations programme. These included a programme Director, Programme manager, outreach officer, M&E officer, database Officer, Field supervisor, office assistant and two drivers. Approx. 63 temporary staffs were also recruited to assist in registration, validating, entering applications from war victims into the database, and supervising payments. 	<p>100%</p>
<p>1.1.4 NaCSA Management Unit provided with logistic capacity.</p>	<ul style="list-style-type: none"> Provide reparations directorate with logistics capacity (two 4x4 vehicles and 1 motor bike). 	<ul style="list-style-type: none"> Two 4x4 vehicles and one motor bike were procured to enhance the logistic capacity of the reparation programme Directorate. 	<p>100%</p>
<p>1.1.5 Capacity of Relevant Staff Built in managing reparations.</p>	<ul style="list-style-type: none"> Organize for and outsource capacity building trainings for project staff and other relevant partners on implementing successful and sustainable reparations programmes. 	<ul style="list-style-type: none"> The Director of the Reparations unit attended a one-week symposium on reparations in Morocco. Trainings were organized for (registration/ validation/ payment) project staff at the NaCSA headquarters and in all regions.¹ 	<p>100%</p>
<p>1.1.6 A five year strategic plan for continued support for reparations developed and operationalised.</p>	<ul style="list-style-type: none"> Plan for and develop a five year strategic plan for the sustainability of the Reparations programme beyond the current project funding. 	<ul style="list-style-type: none"> A five year strategic plan on sustaining the reparations programme was developed and is been put to operation. 	<p>100%</p>

¹ In addition, staff of the unit and a member from the steering committee participated in two workshops organised by IOM in Geneva on managing reparations programmes, as well as in other trainings organised in Freetown on the same theme. However, these activities were not funded with PBF funding. The German government paid for the Geneva workshops as well as the trainings in Freetown in order to support the PBF funded programme

		were made of approx. Le 200 million.	
1.2.4 Reparations sub-projects for War Victims implemented.	<p>Identify partners, projects and provide inputs for the delivery of multi-sectoral social services for victims:</p> <ul style="list-style-type: none"> • Outsource the organization of community symbolic reparations activities in 40 communities. • Facilitate screening and provide medical support including fistula surgery to 200 Victims of sexual violence. • Provide free medical support to severely war wounded victims. • Outsource the provision of psychosocial support to war victims in 4 communities. 	<ul style="list-style-type: none"> • Community symbolic reparations activities designed to promote communal healing and reconciliation were held in 40 chiefdoms. Five NGOs specialized in undertaking the community based activities were recruited to implement the symbolic reparations. • 235 victims of sexual violence were screened and provided with financial assistance to treat various types of sexually transmitted infections. Five received fistula surgeries undertaken by the medical charity Mercy Ships at the Aberdeen West Africa Fistula Center. Others were treated at Marie Stopes clinics. • 49 War victims received support for emergency surgery for injuries and other life threatening conditions sustained during the war (e.g. surgery to remove bullets). • Community psychosocial support activities were completed in four communities in the country (north, south, east and west). Four NGOs with extensive experience in community work, trauma healing and counseling were recruited to implement the psychosocial support activities. 	100 %

	<ul style="list-style-type: none"> • Deliver first installment of micro grant and educational support to 16,000 victims. 	<ul style="list-style-type: none"> • 13,123 and 6,984 Victims received the first installments of micro grants and educational support respectively. The Sierra Leone Commercial Bank was contracted to perform the payment of the grants to beneficiaries. 	
--	-----------------------------------------------------------------------------------------------------------------------------------------	---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	--

- The project objective of contributing to increased justice, security and peace building and all project outcomes and outputs were all fully achieved during implementation of the project. In 2009, through this project, the Reparations Programme was successfully kick-started. A reparations unit was set up in NaCSA and its capacity in implementing; coordinating and mobilizing support for the programme was built through training and experience. NaCSA was capacitated with skills, logistics, structures, policies and a framework that enabled it to provide social services to the five categories of victims. Thousands of victims received initial installment of micro-grants, education support, medical examination and treatment and psycho-social support in an effort to respond to their needs, to restore their dignity and to create relief.
- The successful completion of this project, especially with the delivery of initial concrete benefits to war victims as a way of acknowledging abuse suffered during the war, has started to cement the peace process that was started after the end of the decade long conflict in Sierra Leone. The reparations activities such as symbolic reparations and psychosocial counseling sessions gave people the opportunity to express their feelings concerning the loss of loved ones and helped restore dignity. The activities, which were well attended, promoted tolerance for victims and their families, helped communities find common ground, created social cohesion and thus paved the way for peaceful coexistence. Other forms of reparations like micro-grants, education support and medical assistance helped in concretely acknowledging and addressing human right abuses suffered by victims during the war.
- All the project outputs were fully achieved. The number of war victims was higher than the estimated caseload of 16,000 as anticipated by the project proposal.
- The intensive and successful outreach that was organised by the reparations programme ensured that more victims, especially those who suffered sexual violence, came out to register than expected. There are some more war victims that remained unregistered, and NaCSA is reviewing the cases on an individual basis when they come for registration.
- Gains made as a result of the fall in the value of the Leone against the dollar allowed the reparation programme to pay the first installment of micro grant and educational support as well as the delivery of other forms of assistance to more victims than originally planned for this project.
- Payments were outsourced and conducted by the Sierra Leone Commercial Bank for security and credibility reasons.
- Instead of recruiting two international technical consultants, one national technical consultant

was hired to design the war victims' database. This was due to financial reasons, and the availability of such a consultant in the country. However the consultant did not have the technical capacity required to develop a national data base. The database was finally developed and made operational with the expertise rendered by the IOM's Technical Assistance Project funded by the German Government.

- According to the project document 11 staff would be recruited for the reparations for 6-12 months as appropriate. Nine local staff (including two drivers) were hired plus approx. 63 staff in the field who were given short contracts ranging from 3 to 6 months to register, validate, and enter war victims applications into the data base and to supervise payments.

This project was implemented by NaCSA, which was able to achieve the desired results by establishing successful partnership with key organizations. The table below shows they list of key partners and how they impacted the results.

Item	Partners	Impact on Results
1	IOM	Provided technical support to planning and implementation of the project as well as ensuring proper monitoring and fiduciary management.
2	West Africa Network for Peace Building (WANEP-SL)	Conducted symbolic reparations in six chiefdoms in Moyamba and Kono Districts as well group psychosocial activities in the Southern province.
3	Child Fund Sierra Leone	Conducted symbolic reparations in four chiefdoms in Kenema District as well group psychosocial activities Kambia District in the Northern province.
4	Graceland Counseling Services	Conducted group psychosocial activities for war victims in the Western Urban and Rural Districts.
5	P.R.O.T.E.C.T. Sierra Leone	Conducted symbolic reparations in seven chiefdoms in the Bombali and Koinadugu Districts.
6	Work By Faith Development	Conducted symbolic reparations in seven chiefdoms

	Association (WoFDA)	in the Port Loko and Kambia Districts.
7	Kailahun District Development Association (KADDF)	Conducted group psychosocial activities for war victims in the Kailahun, Kenema and Kono Districts in the Eastern province.
8	Hope Sierra Leone	Conducted symbolic reparations in seventeen chiefdoms across the country.
9	Sierra Leone Commercial Bank (SLCB)	Paid micro-grants and educational support to 20,107 beneficiaries across the country.
10	Mercy Ships	Conducted medical screenings and performed fistula surgeries to victims of sexual violence.
11	Connaught Hospital	Performed surgeries to 49 war victims to remove bullets and cure other war related infections.

V. Future Work Plan

The successful completions of the Reparations project in 2009, has created hope and expectation among thousand of war victims who are eager to receive fully reparations as recommended by the TRC. However experience and lessons learned during the implementation of the project suggest that the reparations programme requires long term commitment and more funding. The government at the present circumstance cannot provide the financial commitment needed to sustain this important process that has began to fulfill the recommendations of the Sierra Leone Truth and Reconciliation Commission to address the abuses faced by war victims. It is therefore imperative that donors should continue to provide funding for the reparations programme so that the capacity that has been developed by the project in 2009 would not be lost.

The Sierra Leone Reparation program 2010 needs a projected budget of \$ US 8,000,000 to start sustaining the achievements of 2009, streamline benefits into existing government programs (i.e. health care, education), develop a benefit delivery policy and exit strategy and continue the implementation of reparations sub-projects reaching out affected communities and war victims. In 2010 the project will support the delivery of five key outputs:

1. NaCSA Reparation Directorate supported for continued delivery of reparation services.

2. Registered caseload is reviewed and analyzed to develop: A) a clear policy for the delivery of benefits; B) a clear phasing out strategy on benefit delivery for different victims category.
3. Benefits are delivered to war victims in line with benefit policy, the phasing out strategy, and the available resources to the second phase of the program.
4. Reparations Directorate advocated to sensitize the Government of Sierra Leone on matters related to the sustainability of the reparation programme.
5. IOM's Sierra Leone establishes a Program Monitoring and Technical Assistance Unit to deliver technical assistance and monitoring services.

The outputs will be achieved through the following activities: Consolidation of the national war victims data base and development of benefit delivery policy and exit strategy; capacity building of NaCSA, of the War Victims Trust Fund, and the National Steering Committee; implementation of sub-reparation programs, monitoring and evaluation. Funding for reparation sub-projects will be channeled through the war victim's trust fund. The IOM Chief of Mission is the Technical Advisor to the Board of Trustees of the Trust Fund by mandate of the President. The German Government already expressed interest to provide technical assistance through IOM. The National Steering Committee will continue its mandate and its participation will be extended to include the University of Sierra Leone, Department of Peace and Conflict resolution Studies, and the Chairman of the Board of Trustees. IOM Sierra Leone will increase its support to the SLRP.

The exact number of war victims that will receive the various benefits will be defined by budget and exchange rate fluctuations. Sub-projects will tentatively deliver direct benefits to war victims and affected communities as follows: 1) Approximately 12,000 war victims receive the first installment of micro grant or educational support; 2) Approximately 9,200 child war victims receive educational support for the current school year; 3) Approximately 3,500 war victims from all eligible categories receive skill training and the second and final installment of micro-grant; 4) Minimum 30 war victims of sexual violence have access to fistula surgery. Emergency medical assistance delivered on a need basis; 5) Forty Chiefdoms receive symbolic reparations.

VI. Performance Indicators (optional)