

# HARIAPAI

## Citizen Voice and Action in a Fragile Context

Experiences and Lessons from Tambura County, South Sudan

World Vision South Sudan





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HARIAPAI: Citizen Voice and Action in a Fragile Context—Experiences and Lessons from  
Tambura County, South Sudan

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*Hariapai is a word meaning change in Zande, a local language in Tambura County*

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## **Upward Bound**

May, 2016

# Affirmation

Except as acknowledged by the references in this document to other authors and publications, the evaluation described herein consists of our own work, undertaken to secure funding, implement the activities, describe and advance learning, as part of the requirements of World Vision's Design, Monitoring and Evaluation Learning System.

Primary quantitative and qualitative data collected throughout the evaluation process remain the property of the communities and families described in this document. Information and data must be used only with their consent.

## **Upward Bound**

May, 2016

# Abbreviations

AAA	Arkangelo Ali Association
ANIWASA	We are active – a local community based organization
ARP	Area Rehabilitation Program
ASSERT	Access to Strengthened Services for Early Recovery in Tambura
CBO	Community Based Organization
CED	County Education Department
CHD	County Health Department
CHP	Community Health Promoters
CVA	Citizen Voice and Action
DAPS	Development Assets Profile Survey
DfID	Department for International Development
ECS	Evangelical Church of Sudan
EFA	Education for All
FGD	Focus Group Discussion
FY	Financial Year
GESP	General Education Strategic Plan
GOSS	Government of South Sudan
HH	Household
HHP	Home Health Promoters
IDP	Internally Displaced Persons
INGO	International Non-Governmental Organization
IMC	International Medical Corps
IPM	Integrated Programming Model
JPF	Japan Platform
KAP	Knowledge, Attitudes and Practice
LEAP	Learning through Evaluation with Accountability and Planning
M & E	Monitoring and Evaluation
MCHIP	Mother and Child Health Integrated Project
MOH	Ministry of Health
MV	Most Vulnerable
NGO	Non-Governmental Organization
NO	National Office
PHCU	Primary Health Care Unit
PPA	Project Partnership Arrangement
PTA	Parents Teachers Association
TAWOG	Tambura Women Group
TB	Tuberculosis
TBA	Traditional Birth Attendant
TOR	Terms of Reference
YDA	Yubu Development Agency
UNICEF	United Nations International Children's Emergency Fund
VC	Vulnerable Children
WASH	Water, Sanitation and Hygiene
WES	Western Equatoria State
WV	World Vision
WVSS	World Vision South Sudan
WVUK	World Vision United Kingdom

# Introduction

WVSS engaged the services of Upward Bound Company Limited for evaluation of the project on citizen voice and action (CVA) project implemented in Tambura. The assignment begun 15<sup>th</sup> April 2016 and working on an agreed work-plan, amended for logistical challenges, the field work was completed on 27<sup>th</sup> April. After data analysis and report compilation, the draft report was presented on 11<sup>th</sup> May. Feedback from stakeholders was received by 13<sup>th</sup> May, feedback from WVSS on the draft report was received on 28<sup>th</sup> May and the final report prepared and submitted on 3<sup>rd</sup> June, 2016.

# Executive Summary

The project, implemented in Tambura County with Department for International Development (DFID) funding under Project Partnership Arrangement (PPA), employed the citizen voice and action (CVA) advocacy methodology by mobilizing and capacitating Tambura communities to hold the County and state government departments accountable for the status of health and education service delivery. Gender, peace building, protection and disability were integrated as cross-cutting issues. The second phase of the project from April 2014 to March 2015 and the extension phase, from October 2015 to March 2016, were the subject of this evaluation. The main objective of the evaluation was to determine the effectiveness, efficiency, relevance, sustainability, equity and value-for-money of the project, in order to identify key lessons for organisational learning and action. Although, sufficient time had not elapsed since the end of the project for respondents to gain clarity on impact, the evaluation sought to elicit their impressions and initial indications on the likely long-term changes and sustainability of results.

## Relevance

A process undertaken by the Area Rehabilitation Program (ARP) to identify community priority issues identified livelihoods, health, water, sanitation and hygiene (WASH) and education. The PPA project's focus on education and health was therefore relevant to the community in the area. Further, the project was aligned with the requirements of the Transitional Constitution of the Republic of South Sudan, 2011; legal provisions and policy documents.

## Community awareness and action

CVA committees were active in sharing expected standards of service delivery for schools and health units with community members, which raised community awareness. Consequently, stakeholder meetings were held. In such meetings in schools, there were undertakings by parents, teachers, pupils and local administrators regarding improving access to education. The commitments were documented in a service charter that was captured on notice boards and displayed in English and Zande, a common local language. The service charters were then used as a basis for monthly monitoring visits by the CVA Committee members. Reports on compliance were prepared and used in discussions with the school management committees (SMCs) and parents and teachers association (PTAs). Such reports were also shared with the County education department (CED) and with World Vision.

In schools with pronounced challenges, particularly those under trees, ANIWASA, a community based organization (CBO), mobilized community members to build *tukuls*. In schools with severe shortage of teachers, ANIWASA mobilized parents to contribute monies through the SMCs for the hiring and payment of support teachers. Although typically untrained, such teachers provided much needed tuition to classes that would otherwise have had no teaching.

Besides education, ANIWASA through its constituent CVA committees, was active in sharing health information with community members in conjunction with Arkangelo Ali Association (AAA), a non-governmental organization (NGO) addressing tuberculosis (TB) in the area. Further, the CVA Committee members visited the health facilities in the area for weekly compound cleaning. The committees also arranged for monitoring meetings with the officers in charge of the facilities. The committee members were routinely asked to visit the health facilities when drugs and supplies are delivered, for stock verification.

## **Institutional and systems strengthening**

The project, contributed to institutional and systems strengthening in order to improve access to health and education services for the community in Tambura. This took the form of training head teachers, SMCs and PTAs on standards of the delivery of education services. ANIWASA also mobilized community-led building of basic structures in health facilities and in schools. There was the establishment of Quarterly County Development Committee Forum; the strengthening of CED and County health department (CHD) sectoral monthly stakeholder meetings; and the training, simplification and dissemination of relevant policy frameworks to sectoral stakeholders.

## **ANIWASA**

ANIWASA carried out a campaign in March 2016 to secure increased enrolment in schools. The campaign involved education department, the Paramount chief and the Payam chief as part of the community-led effort. As a result, in Renzi primary for example, P1 and P2 classes had two streams each with over 85 pupils, many of them IDPs. Children from poor homes, without school uniforms also enrolled in school. The results obtained by ANIWASA demonstrate that the CVA interventions have been successfully taken over and are owned by the community through their own CBO.

## **Accountability movement and fragile environments**

Community members exhibited a sense of empowerment based on the results they achieved with CVA, which proved adept at curbing misuse of resources; strengthening a sense of accountability among public servants and other citizens; building a sense of responsibility among citizens; sparking a willingness on the part of community members to volunteer and contribute to creating a change for the better; and influencing allocation of public resources. The effects of the CVA project and the results it achieved, especially by holding stakeholders accountable, begun to affect perceptions about good governance and how public leadership should be conducted.

## **Cross-cutting issues**

WV ensured that child protection and participation were integrated in the project design. A notable achievement was the increased knowledge of child protection issues among school head teachers, PTA, SMS, local administrators and the County government officers. Under PPA II vulnerable children constituted orphans, children with disability, displaced children and returnees, and girls mainly from large families who are often not considered for education. Project activities included advocacy for fees exemption to raise enrollment of vulnerable children in school.

The project implemented affirmative action to promote minimum 30% women representation on all CVA activities so as to enhance women participation in decision making. Through ANIWASA women participation in CVA activities was increased. Further, in ANIWASA 40% of the membership is made up of women.

## **Efficiency**

Research on the accountability movement, though planned for, could not be implemented due to security challenges which shortened the extension phase of the project, to only three months. Overall, however, the project inputs were consistently converted into expected outputs. Indeed, the results achieved in access to health and education services by the community, compared to the resources invested, indicate a notably high yield or return on investment; and outstanding value-for-money.

The CVA project complemented the other interventions by World Vision. Further, it enabled better utilization of the infrastructure and staff in health and education institutions in the area. As the government is by far the largest actor in the area, and the largest employer of health staff and teachers, the CVA project led to improved return-on-investment for the community, the government and other actors in the education and health sectors.

### **Monitoring, evaluation and learning**

The project used regular reporting including monthly, quarterly, semi-annual and annual reports to monitor, analyze and report on financial and programme activities during the period under review. Learning forums were held which facilitated reflection and documentation of progress by use of case studies and success stories.

### **Partnerships**

For implementation of the project, strategic partnerships were formed with various agencies and community groups at different hierarchal levels with complementing roles and responsibilities to enhance social accountability. Partnership was enhanced with Girls' Education South Sudan (GESS), and WV entered into a formal, sub-granting partnership ANIWASA.

### **Sustainability**

In linking the community initiatives under CVA with government officials and departments, the project enhanced the sustainability of its interventions. The support extended by WV to the CVA committees to form ANIWASA CBO, significantly enhanced the sustainability of CVA by enhancing local ownership while creating a vehicle for sustainable fundraising for CVA activities. However, the CBO is still young and therefore remains significantly vulnerable over the next three or so years.

### **Conclusions and recommendations**

- 1. The objective of the project, to improve access to health and education services in the area was achieved.** It is recommended that the World Vision should seek for funding for the next phase of the project which should be extended to cover the entire County. It is also recommended that the CVA approach should be integrated in other initiatives and replicated in other parts of Greater Equatoria region by WV.
- 2. The indicators used to monitor the project were not constructed to adequately capture change of the nature contemplated by the project.** It is therefore recommended that for CVA, World Vision should include indicators that capture changes in knowledge, attitudes and practice (KAP) relating to the interventions undertaken.
- 3. The activities to secure sustainability of CVA by establishing a CBO were successful and the activities handled by ANIWASA were effectively executed.** It is therefore recommended that future implementation of CVA should consider working with CBOs.
- 4. The long-term sustainability of ANIWASA has not yet been secured since it is still a young CBO.** It is recommended that ANIWASA should be supported by WV, in the form of active involvement in the implementation of current and future projects in the next three or so years as it develops its capacity and secures funding from sources other than WV. For ANIWASA, it is recommended that it maintains its CVA niche, even when working on issues other than education and health, and positions itself to work with other actors in Tambura County.

## Lessons

The project generated a number of lessons, namely that (i) collaboration is more effective than confrontation in working with duty bearers (ii) community members can be empowered even in fragile environments (iii) service charters, backed with monitoring by CVA committees, are an effective accountability tool (iv) CVA bridges the gap between duty bearers and the community (v) where CVA is successful, the structures offer an alternative community-owned space that is useful to other actors in mobilizing communities and holding duty bearers accountable (vi) CVA can enhance the protection of civilians (vii) CVA reduces community dependency and enhances ownership (viii) CVA initiatives trigger mobilization of public resources (ix) CVA achieves results far greater than the resources invested and offers outstanding value-for-money (x) supporting a local CBO strengthens CVA sustainability and (xi) sub-granting is an effective option in working with a CBO on CVA.

# 1.0 Introduction

## 1.1 BACKGROUND

World Vision South Sudan (WVSS) runs relief, recovery and development programmes that benefit more than 1.5 million people directly and indirectly. WVSS works in Tambura County under an Area Rehabilitation Programme (ARP). The County is one of 10 counties located in the former Western Equatoria State (WES)<sup>1</sup>. Tambura town, the center of the County, is located 154 miles from Yambio, the capital of Gbudue State.

WVSS implemented Project Partnership Agreement (PPA) II project in Tambura ARP in which the UK Department for International Development (DFID) and World Vision United Kingdom (WVUK) were the major partners. The project employed the citizen voice and action (CVA) advocacy methodology to mobilize Tambura communities to hold the County and State government departments accountable for the status of health and education service delivery. The project's target population was 18,077. The number of direct beneficiaries was estimated to be 7,815. Indirect beneficiaries are other community members in Tambura County were estimated at 10,262.

The project was done in three phases with Phase I running between April 2014 to March 2015, Phase II between October 2015 to March 2016 and an the extension phase from October 2015 to March 2016. The goal of the project was to contribute to increased access to quality health and education services through civic engagement of communities, including women and children in Tambura County by 2015. During the extension phase the goal of the project was narrowed down to improved access to quality education services for children especially the most vulnerable in Tambura County.

## 1.2 THE EVALUATION

The main objective of the evaluation, targeting the second and extension phases of the project, was to determine the effectiveness, efficiency, relevance, sustainability, equity and value for money of the project, in order to identify key lessons for organisation learning and action. The evaluation was undertaken in line with World Vision's Learning through Evaluation with Accountability and Planning (LEAP) framework, Integrated Programming Model (IPM) and considered cross-cutting issues as appropriate.

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<sup>1</sup> The Western Equatoria State was succeeded in 2015 by three newly created states of Amadi, Gbudue and Maridi

# 2.0 Methodology

## 2.1 APPROACH

The techniques applied for this evaluation were largely qualitative given the delivery approach of the project, which targeted community groups and institutions and not individuals and households. Consequently, the methodology adopted for this evaluation included:

(a) Primary data collection

This included 18 key informant interviews (KIs); the administration of the development assets tool (DAP) to 35 children; 7 focus group discussions (FGDs); case studies and 3 child participation sessions and seven FGDs. An FGD typically comprised between 6-10 participants and was organised to elicit comprehensive views.

(b) Secondary data collection

A review of internal and external reports and documents related to the project was done. The documents included the programme design document and progress reports.

A total of nine tools were used in the evaluation. They were reviewed and tested before use. Further, a validation meeting was held in Yambio with World Vision on 27<sup>th</sup> April to validate initial findings and the feedback incorporated in the final report.

## 2.2 SAMPLING

Key informants and participants of FGDs and the child participation sessions were purposively sampled. The DAPS tool was administered to children of 11 to 18 years age. It was anticipated that the tool would be administered to 20 pupils in Tambura primary school and 20 in Renzi primary school. However, the tool was administered to 35 children, an 87.5% response rate.

## 2.3 SELECTION AND TRAINING OF FIELD ASSISTANTS

The field assistants were identified and selected based on academic qualifications, relevant past experience, knowledge of English and the local language. The field assistants were then trained and supervised by the consultants. A total of 10 field assistants were involved. The training of the field assistants was held in Tambura on 22<sup>nd</sup> April, 2016.

## 2.4 DATA HANDLING, MANAGEMENT AND ANALYSIS

FGDs involved a minimum of 2 enumerators working as (i) facilitator; (ii) note-taker cum recorder-observer. All qualitative data was subjected to content analysis and collated. Data was also verified in order for inferences, judgments and conclusions made to be as accurate as possible. The key informant interviews were accompanied by recordings which were used for counterchecking and enriching information gathered by the note-taker during data analysis. All the data obtained from secondary sources and key informants was triangulated with the primary data collected from the target communities. Data synthesis combined information from literature review, focus group discussions and key informant interviews. The data was compared to that obtained during a baseline survey undertaken in 2012. The information was then used to gauge the extent of achievement of project outcomes as well as to seek evidence of the reasons underlying change.

## **2.5 STAKEHOLDER PARTICIPATION**

Key actors in the project participated through key informant. Such key informants included WV staff, local leaders, representatives of community organizations, head teachers of selected schools and government officers. CBOs, faith based organizations (FBOs) and other community groups, including people living with HIV and AIDS (PLWHA), school management committees, parent teachers associations (PTA) and ANIWASA, a community based organization (CBO) participated in the exercise through the interviews of key informants and in FGDs. Children participated through sessions designed for them.

## 3.0 Limitations

The evaluation was carried out immediately after the end of implementation of the project. Therefore, sufficient time had not elapsed to enable the respondents and the community gain clarity on its impact and long-term sustainability. However, the evaluation sought to elicit their impressions and initial indications regarding the likely long-term sustainability and impact of the project. The field work was carried out during the rainy, planting period. Consequently, teams were arranged to begin work early morning in order to secure the participation of respondents. In the schools, it was during examinations and the sessions with the children had to be delayed until after the pupils were done with the papers for the day. The mitigating measures taken during the evaluation were able to minimize the effects of this limitation. As a result, neither the evaluation nor the findings were adversely affected by the limitations.

# 4.0 Findings

## 4.1 RELEVANCE

A process undertaken by the Area Rehabilitation Program (ARP) to identify community priority issues identified livelihoods, health, water, sanitation and hygiene (WASH) and education. The PPA project's focus on education and health was therefore relevant to the community in the area. Further, the project was aligned with the requirements of the Transitional Constitution of the Republic of South Sudan, 2011; the provisions of the Child Act, 2008; General Education Act, 2012 and the General Education Sector Strategic Plan (GESP); and the policy and principles of the Basic Package for Health and Nutrition Services for South Sudan, a policy document of the Ministry of Health.

## 4.2 INFLUENCE BY COMMUNITY MEMBERS

### 4.2.1 Community awareness

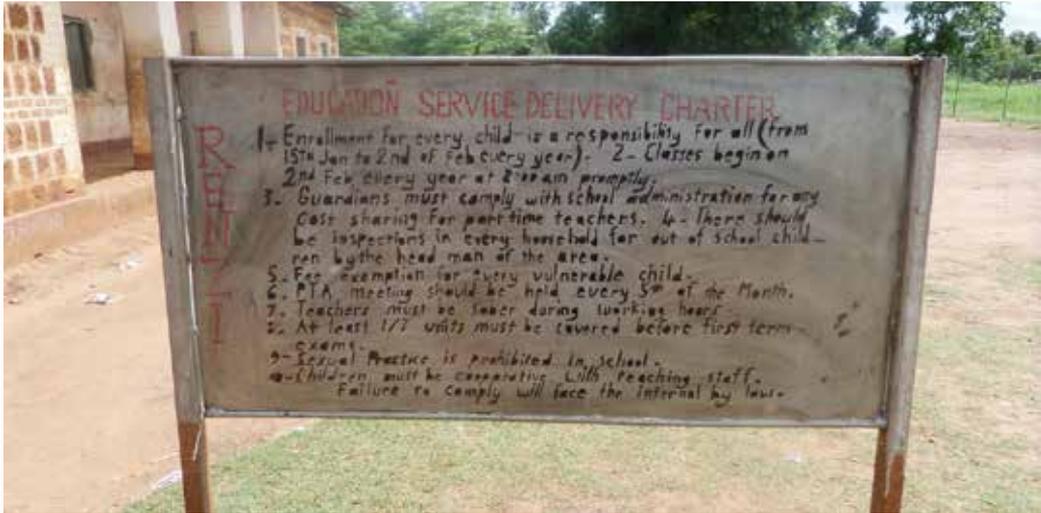
A total of 17 CVA committees were established, eight around schools and health facilities, with the direct support of WV, and a further nine established as a result of the initiative of empowered community members inspired by the results achieved by other CVA committees. The CVA committees were active in sharing expected standards of service delivery in schools and health units with community members. One of the results of the improved awareness in the community was the willingness to work with other community members and with other actors to improve access to education. Another result was that community members had an improved understanding of the benefits of education. As a community member remarked "*...the school is for us, the children are ours, the teachers are ours, so we all need to co-operate to make it better*".

### 4.2.2 Capacity building of stakeholders

The project built the capacity of 15 parents and teachers associations (PTAs), 15 school management committees (SMCs) and 15 head teachers regarding education service delivery standards and their roles and responsibilities in schools; officers in the CED were also sensitized on education delivery standards and the role of CVA. In a number of cases, CVA Committee members were particularly zealous. For instance, a teacher in Renzi primary school reported that "*In February, the CVA monitor used to come and sit in the class during lessons. This would disrupt learning and the teacher got annoyed and reported to the head teacher. The head teacher spoke to the monitor and the CVA monitor stopped the practice*".

### 4.2.3 Development of mutual agreements

In responding to the challenge of access in education, it became clear that to address access to education, action was required on the part of a wide range of stakeholders. Therefore, the CVA Committees in schools arranged for stakeholder meetings to discuss how to improve access to education in the area. Such meetings were attended by parents, teachers, pupils and the headmen and developed agreed responsibilities for each. These undertakings were then documented in a service charter that was captured on a notice board and displayed in English and Zande, a common local language. The service charters were developed in 15 schools. They were used as a basis for monthly monitoring visits by the CVA Committees. Reports were prepared and used in discussions at SMC and PTA. CVA Committees convened meetings with community members to share findings of their monitoring visits. Such reports were also shared with the CED and with World Vision.



Photograph 1: Service charter at Renzi primary school

### 4.3 ACCESS TO HEALTH AND EDUCATION SERVICES

#### 4.3.1 Institutional and systems strengthening

The project conducted a functionality assessment to examine the County systems and structures in the health and education departments. Consequently, the project recommended remedial systems strengthening. The strategies for doing so and a joint plan of action for government departments, development partners, and WV were developed and implemented. It involved the establishment of Quarterly County Development Committee Forum; the strengthening of CED/CHD sectoral monthly stakeholder meetings; and the training, simplification and dissemination of relevant policy frameworks to sectoral stakeholders.

WV, in partnership with ANIWASA, identified the need to equip health workers with information on the required standards of health service delivery. Secondly, WV through ANIWASA's CVA committees focused on raising accountability among health workers for better delivery of services and improved utilization of the limited drugs and medical supplies.

“After we were trained in CVA, we were able to play our role effectively. They would ask us, **Who are to ask questions about this facility?** We would answer them that we needed to know because we are citizens. We knew that the health facility belongs to us as citizens and not to the people working there. In Tambura, we gathered at the health care unit together with the County Health Director, the matrons, nurses and even the patients. Patients were sharing mattresses. They were old mattresses, I think they must have been bought in 1990. We asked, **Where was the money allocated by the state to buy such things going?** The meeting brought results, eventually the County Health Department brought new ones and changed the mattresses in 2015.”

ANIWASA member

In the schools, the project identified and addressed the need to sensitize teachers and parents on the required standards for delivery of education service in schools. Trainings were held for local administration officers; SMCs; and PTAs. The project, therefore, contributed to institutional and systems strengthening in order to improve access to health and education services for the community in Tambura.

### **4.3.2 Community action plans**

Community action plans, focused on specific interventions, were developed and targeted at improving access to health or education services. For instance, in the Gamunagbe primary health care unit, drugs were stored under unsuitable conditions. The CVA Committee mobilized community members to contribute bricks for the building of improved storage facilities. This prompted the County Health Director to solicit the support of other actors to complement the efforts of the community and to address the problem.

The CVA Committee members visited the health facilities in the area for weekly compound cleaning and receipt of medical supplies. The regular visits by the committees also led to improved performance on the part of the staff. As a key informant reported *"I live near the facility and I can tell you that staff now report on time for their shifts and they do not come drunk. That has had a big effect. Patients receive better care. I used to hear nearly every night relatives wailing when a patient dies, now it getting rare because the number of deaths has really reduced."*

In schools where there were challenges, WV and ANIWASA organized appropriate community responses. In schools under trees, the CVA groups mobilized community members to build *tukuls*<sup>2</sup>. In schools with severe shortage of teachers, the CVA groups mobilized parents to contribute monies through the SMCs for the hiring and payment of support teachers. Although typically untrained, such teachers provided much needed tuition to classes that would otherwise have had no teaching. As a result of the interventions, access to education services has improved. The delivery of education services in the area has also notably improved. The head teacher at Tambura Primary School noted *"My teachers had gone away until they heard about what ANIWASA was doing. They came back. Now teachers who have not been paid salaries for four months have a high sense of duty, they feel more patriotic and still come to school and work hard"*.

### **4.3.3 Advocacy initiatives**

#### **School enrolment**

A campaign was carried out by WV through ANIWASA and CVA groups in March 2016 which involved the education department, the Paramount Chief and the Payam Chief as part of the community-led effort to secure increased enrollment in schools. Commenting on the notable response to efforts of the CVA groups, a female community member remarked *"the headman used to talk about school but he was doing it when talking to his friends while taking alcohol or during funerals and we did not see any improvement."*

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<sup>2</sup> A structure, usually of mud walls and grass thatch

## **Case Study 1: Mabaiku primary school**

### **School enrolment- the case of Mabaiku Primary School**

Mabaiku primary school in Tambura was established in 1973 by a local Chief known as Baabe Ranzi Samuel and handed to the government in 1983. At that time the school population was not more than 50 pupils. In the years 1990- 2000 the number of pupils increased due to the good reputation it built of educating many important personalities. In the period 2002 to 2005, UNICEF supported the school with materials like books, pens, bags and the construction of a building. This further increased enrolment but when UNICEF's support ended in 2006, the school population again dropped from the level of 129 it had attained.

However, the activities of the school CVA committee were useful in increasing enrolment and by end of 2015, the school population had increased to 195. During 2016, ANIWASA sensitized both parents and teachers. This encouraged many parents to send their children to school and to lend a hand in providing the labour to raise buildings in the school since the classes are held under trees.

By March 2016 the number of students increased and classes were offered for grade four (P4) and grade five (P5). The number of pupils increased to 248 pupils. The school head teacher and deputy head teacher confidently project that with the improved enrolment and the enhanced support from the parents, largely due to the efforts of WV and ANIWASA, the school will have grown to offer tuition in P7 and P8, which is the full primary tuition, by 2017.



Photograph 2: Pupils going to class after morning assembly in Mabaiku primary school

## 4.4 SUSTAINING CITIZEN VOICE AND ACTION

### 4.4.1 ANIWASA

Discussions with key informants in the area showed that ANIWASA, a local CBO with the support of WV, was active in supporting access to education in the area. The results obtained by ANIWASA demonstrate that the CVA interventions were successfully taken over and fully owned by the community through their CBO.

#### **Case Study 2: Sustaining CVA Sustaining CVA – the case of ANIWASA**

At the initial stages of the project, WV focused on developing CVA Committees around education and health facilities in the area. Thereafter, a CVA Central Coordination Committee was set up to oversee and harmonize the operations of the CVA groups. The Coordination Committee also enabled various CVA committees to compare performance and undertake peer accountability. It became increasingly clear to the groups that the work with WV on the project was of a limited duration with the risk of losing the progress achieved once the project ended. With encouragement from WV, the groups opted to form ANIWASA CBO which was registered in October 2014 under the State Ministry for Gender, Children and Social Development. WV trained ANIWASA on, among other things, social accountability, leadership, finance and administration, resource mobilization. ANIWASA grew to a membership of 1,247 (729 men and 518 women).

The structure of ANIWASA reflects its focus on community action – it has a Chairperson, Assistant Chair person, Treasurer, Secretary and an Information Officer. ANIWASA also continues to provide a forum for peer accountability among the CVA committees. ANIWASA with support from WV obtained office space, which had been erected by a contractor during the building of a local road and then handed over to the County Roads department. ANIWASA's use is on the basis of a signed agreement with the County Government. ANIWASA also opened a bank account.

WV signed a partnership agreement with ANIWASA in February. On the basis of the agreement with WV, ANIWASA became a sub-grantee of WV under the PPA II project implementing specific project initiatives regarding coordination of the local community advocacy for service delivery in 15 schools under the supervision of WV. The performance of the CBO was impressive. "It is a great opportunity to work with a local organization that is accountable, organized and effective like ANIWASA" – WV staff, Yambio office

ANIWASA later rolled out a livelihoods program through partnership with AAA, an NGO, working on community health outreach for TB, Leprosy and HIV/AIDS interventions. Six CVA Committees were specifically involved – Tambura, Mangburu, Mabaiku, Kenia and Nangogo. The participants to the training by AAA were given two goats per group, for rearing and distribution amongst group members. ANIWASA expanded its objectives to cover other locally important themes such as livelihood, peace building and social protection to cater for their vulnerable members. ANIWASA members have already begun addressing long term sustainability issues. For instance, a goat rearing arrangement exists that aims to ensure that the livelihood of all members is improved. It is currently considering income generating options apart the funds from the payments received from members.

#### **4.4.2 Accountability movement in a fragile context<sup>3</sup>**

As a result of the project, community members had a sense of empowerment. A community member remarked “CVA has brought a lot of change here, it has brought the message that we have a voice. We have the power to change everything. Even women, now, as you saw in the meeting, can stand up and speak openly even if it is about men”. One of the results of these changes was that public accountability was on the public agenda. This was welcome because community members witnessed misappropriation of public resources intended to address community development challenges. “People were selling school books at the market, drugs could be purchased in the shopping centre, all of them with donor logos indicating they were not for sale.”

In the fragile context of the project, CVA was adept at curbing the misuse of resources; strengthening a sense of accountability among public servants and other citizens; building a sense of responsibility among citizens; sparking willingness on the part of community members to volunteer and contribute to creating a change for the better; and influencing allocation of public resources.

The public trust and support the CVA process enjoyed was demonstrated by the high enrolment experienced in schools in the area after the school enrolment campaign. The project, at the time of the evaluation, had also begun to affect perceptions about good governance and how public leadership should be conducted. A key informant noted, “Good leaders will come out of this area because they have heard accountability, they have practiced it. They know the value of being open. Any leader who is open is for the people.”

### **4.5 CROSSCUTTING ISSUES**

#### **4.5.1 Vulnerable children**

PPA II focused on increasing enrolment of vulnerable children in school through fee exemption. The CVA groups under ANIWASA conducted community sensitization on the rights of vulnerable children as part of their community education sensitization and campaign. The campaign focused on getting all children to school regardless of their status. All the stakeholders agreed to waive some of the school requirements, such as school uniform, to allow children from poor households to enroll.

#### **4.5.2 Child protection**

WV ensured that child protection and participation were integrated in the project design. WV ensured representation of children in PTA decisions in schools, particularly focusing on safe learning environment in participating schools. School accountability charters took into account structured roles and responsibilities for children as a means of monitoring, mentoring and engaging children on their responsibilities and development issues in the school. The project initiatives were well integrated with WV-supported community protection committees and child right clubs in schools. A notable achievement was the increased knowledge of child protection issues among school head teachers, PTA, SMS, local administrators and County government.

#### **4.5.3 Development assets profile**

The average age for the respondents to the DAPS was 17 years and 69% were male with 31% female. The modal schooling level for the respondents was primary grade eight (P8). The respondents largely felt that they stand up for what they believe in - 66% felt that they almost always did so while 20% felt that they did so often. The children barely feel safe in school, with 46% reporting that they almost always and 11% reporting that they often feel so.

<sup>3</sup> Fragile environments are characterized by low incomes, low state capacity and/or contested state legitimacy. In the case of South Sudan all the factors are present and armed conflict has been employed in the competition for state power

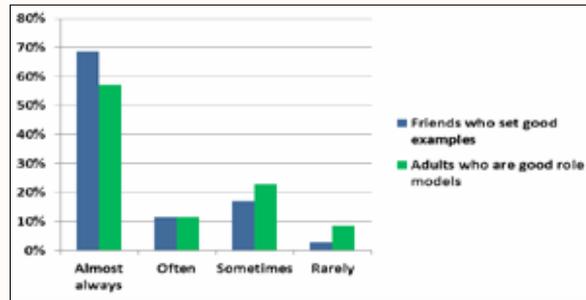


Figure 1: Influence of peers and adult role models on children

The children in the area feel valued and appreciated by others with 60% reporting that they almost always feel so and 23% reporting that they often feel so. Peer influence among the children plays a significant part and apparently exceeds the influence of the examples from adults.

Source: PPA II Evaluation, 2016

This underlines the need for strong children and youth groups in the area to be used as platforms to positively influence the children and the youth. This is an initiative that ANIWASA could pursue. The children perceive their peers as providing good examples for them. A majority, 66%, said that they had friends who almost always set good examples for them (Figure 1). A majority of the children (57%) also felt that they had adults in their lives who were good models for them (Figure 1).

#### 4.5.4 Gender issues

Gender inequality is an issue in Western Equatoria, including Tambura, given the patriarchal nature of most communities. These inequalities are reflected in access to education. As the Director General of the Ministry of Education, Science and Technology in Yambio<sup>4</sup> noted, “Among our people, you will find that a girl is ‘booked’ while still young so by the time she reaches puberty she is married off. So we have a general problem of girls attending school and their retention in school.” The project used affirmative action to promote minimum 30% women representation in all CVA activities and to enhance women participation in decision making. In ANIWASA 40% of the membership is made up of women. ANIWASA’s activities and campaign messages also highlighted the need to pay attention to the education of girls.

#### 4.5.5 Peace building

Although the CVA project was not designed with peace building as a priority, it contributed to peace building in four ways. First, it provided a platform for dialogue between duty bearers and community members. The ensuing dialogue contributed to the building of trust between citizens and the government, enhanced legitimacy and accountability of the government of the newly independent state. Secondly, the project strengthened institutions that deliver health and education services. This enabled the state to enhance delivery of ‘peace dividend’ by addressing inadequacies in the delivery of public services. Thirdly, by actively seeking to enhance the access to education and health services for vulnerable groups, including internally displaced persons (IDPs) the project contributed to reducing horizontal inequalities, which are often drivers of conflict. Fourth, the project contributed to building trust between social groups and in enhancing social cohesion through community action.

<sup>4</sup> Responsible for Western Equatoria State, which has been replaced by three newly states. Of the new states, Gbudue State has its headquarters in Yambio.

### **Case Study 3: Success agents**

#### **Triggering citizen voice and action in fragile contexts – success agents in the case of Tambura**

The success of the CVA project in Tambura, undertaken in a fragile context, is attributable to a number of factors, actors and agents, of which, the following three were critical.

#### **Enlightened funding partner**

*“The community in this area had identified livelihoods, WASH, education and health as priority areas. Although this was a rehabilitation program and the environment was fragile, we were convinced that advocacy was necessary and should cut across all interventions”*, noted the Program Coordinator in Tambura ARP. Since WV did not have a sponsorship project working in the area, interventions depended on securing support from national offices working with funding partners. The post-war situation in South Sudan at that time exacted a high toll on children and severely compromised their protection. When funding to carry out CVA interventions in 2011 became available from DfID under PPA, the focus was on child protection. The next phase of funding available from DfID, as PPA II, was directed at access to education and health services. Further funding under PPA II was provided to support a six-month extension of the project which focused on sustaining CVA in the area. The availability of funding was therefore critical to the implementation of the CVA interventions. Funding was secured for the project due to, first, the well-grounded understanding at DfID of the role of community-level advocacy and the secondly, willingness of the WVUK national office to engage DfID for such funding. Thirdly, and of critical importance, was the conviction, particularly at the UK national office, that CVA could work in fragile environments. Fourthly, the track record built by World Vision in successfully implementing CVA was reassuring to key decision-makers involved. *“We would have liked to use CVA in other parts of this region but that is limited by the availability of funding”*, observed the WV Regional Manager, Greater Equatoria.

#### **Competent field staff**

The implementation of the second phase of the project coincided with the recruitment of a Project Manager who had prior hands-on experience with CVA. As a result, the project adopted a less confrontation and more collaborative stance vis-à-vis duty bearers. The Project Manager acted as moderating agent, helping ‘over-zealous’ community members to channel their contribution in a manner that facilitated effective responses from duty bearers. The project enhanced community ownership by reconstituting CVA committees around schools and health facilities in the area. Quick wins in the form of infrastructure for schools and health facilities were identified and executed. Capacity building activities aimed at equipping both rights holders and duty bearers with the necessary information were carried out. The project also began to pay greater and more systematic attention to the sustainability aspects of CVA in the area.

These measures enabled the Project Manager to successfully engage the community regarding CVA. Further, the success of the Project Manager was underpinned by the unrelenting support from the ARP Coordinator in Tambura together with the oversight of the Regional Manager and the Quality Assurance Coordinator based in Yambio. The addition of an active Policy and Advocacy Advisor provided required national level direction.

### **Community change agents**

Community members formed CVA Committees and became active owners of the project. This was possible because CVA sought to address the felt needs of the community in health and education. It was also because community members realized their role as citizens and exploited their rights under the Constitution. Besides the efforts of WVSS, community engagement was spearheaded by the activities of change agents at community level. These were respected members of the community, who held positions of moral authority- one was a pastor of a local church, and had effective communication and mobilization skills. This profile and set of skills enabled the change agents, on the one hand, to effectively mobilize community participation and action and, on the other hand, to engage duty bearers with the tact and confidence that yielded speedy results. Consequently, significant progress was achieved in a short duration. As a key informant at the County Education department noted regarding the results of CVA approach *“I have witnessed a great improvement in schools in this short time”*

## **4.6 PROJECT MANAGEMENT**

### **4.6.1 Efficiency**

Security challenges reduced effective working period during the extension phase of the project to three months instead of the anticipated six. This meant that the planned research on accountability movement could not be implemented. However, the project inputs were consistently converted into expected outputs. In the extension phase, for instance, 30 (22 males, 8 females) CBO leaders were trained in CVA and local advocacy; parents from 15 primary schools were sensitized on school enrolment; and the ANIWASA CBO office was renovated and equipped together with a meeting hall. Two joint monitoring visits each were made to the 15 schools by the CBO and CED and, as already noted in this report, a total of 15 primary schools display the service charter. Indeed, the results achieved in the changes discussed above, regarding access to health and education services by the community, compared to the resources invested, indicate a notably high yield or return on investment and outstanding value-for-money.

### **4.6.2 Project staffing and management structure**

A Project Manager, based in Tambura, was responsible for the daily management and coordination of project activities. There were two community mobilisers reporting to the Project Manager. The Project Manager reported to the ARP Coordinator. The ARP Coordinator reported to the Zonal Program Manager, who in turn reported to the Operations Director. Technical support and advice was provided by Policy and Advocacy Advisor, based at the national level, directly to the Project Manager. The Quality Assurance Coordinator provided monitoring and evaluation technical support to the project staff on indicator tracking and reporting. He was in turn supported at the national level by Program Development and Quality Assurance Director.

### **4.6.3 Monitoring, evaluation and learning**

The project monitoring framework included outputs and activities to be monitored, the source for monitoring data, the staff responsible and the procedures for collecting data. The project monitored work schedules for timely delivery of activities and support, of outputs, financial expenditure vis-à-vis budgets, and levels at which community was benefiting from its interventions. Learning forums were held which facilitated reflection and documentation of progress including use of case studies and success stories.

#### 4.6.4 Working with other interventions

The CVA project complemented the other interventions by World Vision. Further, it enabled better utilization of the infrastructure and staff in both health and education institutions in the area. For instance, the PPA project dovetailed very well with an education project, funded under the Japan Platform (JPF) implemented in the ARP that focused on enhancing learning environment and building capacity of teachers, head teachers and school inspectors. Since the school inspectors could focus on delivery and curriculum coverage aspects of work done in schools, better use was made of the skills acquired from the training facilitated by WV. As one of the key informants noted *“The school inspectors are less tied down by the administrative issues in the schools. Those are now dealt by the school management committees. So the inspectors can focus on bigger issues”*.

#### 4.6.5 Working with other actors

ANIWASA through its constituent CVA committees, was active in sharing health information to community members in conjunction with Arkangelo Ali Association (AAA), a non-governmental organization (NGO) addressing tuberculosis (TB) in the area. As a result of their effectiveness, CVA Committees were used by stakeholders and actors to mobilize community members. *“We previously had challenges in mobilizing the community....but with using the CVA members we now manage to get the community to attend meetings in large numbers”* remarked a key informant in the County Education Department (CED).

### 4.7 PARTNERSHIPS

For implementation of the project, WV developed strategic partnerships with various agencies and community groups at different hierarchal levels. Partnership was enhanced with Girls' Education South Sudan (GESS), an Ukaid/Windle Trust funded girls transfer and capitation granting project. GESS's capitation grant complimented PTA efforts in mobilizing community resources to help



*Photograph 4: A community mobilizer outside ANIWASA's offices*

infrastructure development, reduce user fees and negotiate exemption for vulnerable groups such as orphans and children with disabilities. The CVA advocacy helped tighten the GESS grant financial accountability within the schools system. GESS also provided cash transfer to school girls for personal provisions. This together with school-based reproductive health conducted by the CVA teams improved retention of girls in primary schools

WV entered into a formal, sub-granting partnership with ANIWASA, a CBO, with a focus on strengthening local civil society and ensuring sustainability of the social accountability initiatives. It is worth noting that ANIWASA, despite challenges with security, effectively carried out project activities in the extension phase of the project.

## **4.8 SUSTAINABILITY**

The project developed CVA committees at community level around existing facilities. At the same time, the project worked closely with duty bearers, especially County government departments. In linking the community initiatives under CVA with government officials and departments, the project enhanced the sustainability of its interventions.

The support extended by World Vision to the CVA committees to form ANIWASA CBO, significantly enhanced the sustainability of CVA by underlining local ownership while creating a vehicle for sustainable fundraising for CVA activities. However, the CBO was still young and had not established income streams or even linkages with potential funding partners apart from a short sub-granting arrangement with World Vision. The CBO therefore remained significantly vulnerable.

## 5.0 Conclusions and Recommendations

Overall, the project contributed to increased access to quality health and education services through civic engagement of communities, including women and children in Tambura County by 2015 with a marked improvement in the period to March 2016.

### **Project effectiveness**

The objective of the project, to improve access to health and education services through civic engagement of communities, including women and children in Tambura, was achieved.

It is recommended that the World Vision should seek for funding for the next phase of the project. The project should however, be expanded beyond the Tambura Payam to cover the whole County. It is also recommended that the CVA approach should be integrated in other rehabilitation and development initiatives in Tambura Payam and County. It is further recommended that the CVA approach should be replicated in other parts of Greater Equatoria region and other programme areas of WVSS.

### **Project indicators**

The indicators used to monitor the project were not constructed to adequately capture change of the nature contemplated by the project.

It is therefore recommended that for CVA, World Vision should include indicators that capture changes in knowledge, attitudes and practice (KAP) relating to the interventions undertaken. In the case of the project, indicators tracking KAP regarding access to health and education services on the part of the community members, key decision-makers and duty bearers would have been more helpful.

### **Sustainability of results**

The activities to secure sustainability of CVA by establishing a CBO were successful and the activities handled by ANIWASA were effectively executed.

It is therefore recommended that future implementation of CVA should consider working with CBOs. Where there are CBOs but none is working on CVA, a review of capacity and potential to carry out CVA should be done with a view to identifying a suitable organization. Where such CBOs do not exist, project implementation plans should include the support of carefully sequenced community efforts to form one.

### **ANIWASA**

The long-term sustainability of ANIWASA has not yet been secured since it was still a young CBO.

It is recommended that ANIWASA should be supported by WV, in the form of active involvement in the implementation of current and future projects over three or so years as it develops its capacity and secures funding from sources other than WV. It is also recommended that ANIWASA be provided with further capacity strengthening. Areas to focus on would be management practice; programme development and service delivery; external relations and networking; and fund raising. For ANIWASA, it is recommended that it maintains its CVA niche, even when working on issues other than education and health, and positions itself to work with other actors in Tambura County. In the meantime ANIWASA should continue to work on and expand its income generating initiatives to enable it to obtain funds to sustain office administrative and operational expenses.

## 6.0 Lessons

The project implementation process and experience, the challenges overcome and the results achieved offer a number of lessons, including the following eleven.

### 1. **Collaboration is more effective than confrontation**

WV, at the onset of the project, lobbied relevant government officials and stakeholders through consultative and sensitization meetings to ensure their buy-in and support of the project interventions. This approach saw the duty bearers embrace and support the CVA committees and their work. Government officers viewed the CVA groups as a resource and allies, and not as opponents or competitors.

### 2. **Community members can be empowered even in fragile context**

When community members are given information about their rights and the roles and responsibilities of duty bearers, they are inclined to demand improved access to and delivery of public services, even in fragile contexts.

### 3. **Service charters are effective accountability tools**

Service charters, developed in a participatory manner, documented and displayed in public are a useful accountability tool. Combined with monitoring by CVA Committees, they are effective in holding stakeholders accountable to each other.

### 4. **CVA bridges the gap between duty bearers and the community**

Through the CVA approach, duty bearers are able to easily engage and collaborate meaningfully and productively with the community.

### 5. **CVA offer alternative community-owned space**

Where CVA is successful, the CVA Committees and related structures offer an alternative community-owned space that is useful to other actors in mobilizing communities and holding duty bearers accountable.

### 6. **CVA can enhance protection of civilians**

Policies on protection of civilians are pursued not only in terms of national-level dialogue between actors but also at organizational level in NGOs working with communities and linking up with other actors and stakeholders to increase civilian safety. The project experience, extrapolated for zones set aside for protection of civilians, shows that the engagement between civilians and the NGOs and actors working with them can be moderated using the CVA approach. This is likely to enhance prudent use of resources and to strengthen channels for dialogue to address issues that would otherwise destabilize post-conflict situations.

### 7. **CVA reduces community dependency and enhances ownership**

The willingness of the CVA Committees to contribute labour, in the case of cleaning up health institutions, or finances, in the case of contribution towards school infrastructure, is a demonstration of community ownership and, at the very least, a reduced sense of donor-dependency on the part of the community.

## **8. CVA initiatives trigger mobilization of public resources**

Where CVA Committees contributed financially to undertake public projects, the response of the County government was to allocate resources to address the challenge highlighted by the action of the CVA Committees. By using initiatives of this kind, CVA Committees signal community priorities and trigger the mobilization of public resources to accelerate development in local areas.

## **9. CVA offers outstanding value-for-money**

Partly due to better use of public resources that results from CVA initiatives, partly because of the ease with which CVA can be spread and be replicated, and partly due to the ability of its initiatives to trigger mobilization of public resources, CVA achieves results far greater than the resources invested and offers outstanding value-for-money.

## **10. Supporting a local CBO strengthens CVA sustainability**

Where a local CBO is formed, by members familiar with and committed to CVA, the sustainability of local CVA initiatives is greatly enhanced. In the early stages it is necessary to invest in them and build their capacity. As they grow, such CBOs are capable and likely to explore funding opportunities that are not dependent on WV.

## **11. Sub-granting is an effective option in working with a CBO on CVA**

Sub-granting arrangements in WV have been limited to sponsorship projects. Such arrangements are however useful in engaging CBOs, such as ANIWASA, in implementing CVA. Identified activities, agreed to in advance and signed-off in an agreement provide a strong basis on which accounting for the funding sub-granted can be done.

## **Case Study 4: Adapting CVA for fragile contexts**

### **Three adaptations to CVA based on the Tambura experience**

#### **Prior experience**

WV experience in other fragile contexts shows that CVA work should commence in stable areas and proceed to less stable areas with emphasis on immediate access to health services. Experience also shows that Do No Harm context assessments should be carried out at every stage and appropriate contingency plans developed. The need for flexible, extended civic education to enhance trust and accountability between local government and citizens has already been identified as an adaptation. Another adaptation is the need for greater investment to identify, cultivate and leverage relationships with well-intentioned government officials. Connected to this is the need to include extra support for local government capacity building.

#### **Tambura adaptations**

The Tambura experience highlights three other adaptations. First, it shows that emphasis should also be placed on access to education because it impacts a wide section of the community and mobilizes children, parents, duty bearers and stakeholders around an issue of both immediate and long-term concern and benefit. Another adaptation from the experience in Tambura is the need for visible efforts to include vulnerable and marginalized groups such as IDPs. This contributes to addressing inequalities and promoting social cohesion. The last adaptation is the need to encourage the development of a CBO with strong community change agents. It entrenches at community-level, ownership of the need to sustain dialogue between duty bearers and citizens. This significantly promotes legitimacy and accountability on the part of local government, contributes to peace building and accelerates sustained development.

# Appendix:

## Maps Locating Tambura County

