

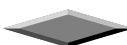
## **ROOM DOCUMENT**

### **Agenda Item VII,c**

#### **UPDATE ON APPLICATIONS USING THE DRAFT GUIDANCE ON EVALUATING CONFLICT PREVENTION AND PEACEBUILDING ACTIVITIES**

This document has been prepared by the Netherlands, Belgium, Norway and the Secretariat for information at the 10<sup>th</sup> meeting of the DAC Network on Development Evaluation, 10-11 January 2010.

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**10th meeting  
10 – 11 January 2010**

## **DRC evaluation**

The CPPB evaluation in Eastern Congo is a multi-donor evaluation with following participants: Belgium, Canada, Germany, Japan, the Netherlands, the United Kingdom, UNDP, UNFPA, OHCHR UNICEF and UNIFEM. The Belgian Special Evaluation office coordinates the whole exercise.

The evaluation took off in September 2009 and an inception report was accepted in November. Today, we are in the “policy phase” in which the evaluators try to identify (the theories of change) behind the CPPB policies of the participating countries and organizations. To do so, the evaluators are reading existing documentation, are analyzing the CPPB-intervention portfolios and are interviewing key policy people in the headquarters and in Kinshasa (DRC).

A “policy” report is expected by the 12<sup>th</sup> of February. This report is considered as more than an intermediary report and will provide first conclusions on criteria such as relevance, coherence and coordination. The reason why the evaluators are asked to write a full report in this stage of the evaluation is to assure that this whole exercise can provide useful findings even if it would be impossible to go in the field due to a new escalation of the conflict.

After the acceptance of the report the main field mission is scheduled by the end of March, early April and the final report will be written by June 2010. Restitutions meetings will most probably be held in Brussels and in the DRC after the summer.

## **Multi-donor evaluation of support to conflict prevention and peacebuilding activities in Southern Sudan, 2005 – 2009**

The evaluation is led by the Policy and Operations Evaluation Department (IOB) of the Netherlands Ministry of Foreign Affairs and is supported by the evaluation departments of 9 donors and 7 multilateral organisations, as well as the Ministry of Finance and Planning of the Government of Southern Sudan.

Preparations for this evaluation took place in the first half of 2009 with the establishment of an Evaluation Steering Committee<sup>1</sup> which is co-chaired by the Director of IOB and the Director for Aid Coordination at the Ministry of Finance and Economic Planning of the Government of Southern Sudan. An Evaluation Management Group consisting of the Evaluation Department of the Danish Ministry of Foreign Affairs, the Office of Evaluation of the World Food Programme and IOB (Chair) takes care of the day-to-day management of the evaluation. The Terms of Reference for the evaluation were finalised in July 2009. In October 2009, the evaluation team fielded by ITAD Ltd (UK) in association with Channel Research (Belgium) was contracted following a process of international competitive bidding.

The Evaluation focuses on donor support provided to conflict prevention and peacebuilding processes in Southern Sudan in the period 2005-2009 (i.e. post-CPA). It will cover the four key categories of conflict prevention and peacebuilding strategy and action defined by the *OECD/DAC Guidance on evaluating conflict prevention and peacebuilding activities – Working draft for application period* (2008). The first stage of the Evaluation started on 1 November 2009 and consists of conducting analytical work of which the results will be used to determine the relevance of and to

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<sup>1</sup> The Evaluation Steering Committee consists of Belgium, Canada (CIDA), Denmark, Germany, Government of Southern Sudan, Netherlands, Norway, Sweden (Sida), United Kingdom (DFID), UNDP, UNHCR, UNICEF, UNOCHA, UNV, USA (USAID), WFP, and the World Bank. The European Commission is a ‘silent partner’.

delineate the subsequent evaluation work. Work in stage 1 includes (i) a conflict analysis; (ii) a policy and strategy analysis; (iii) an analysis of (aid) portfolios in support of conflict prevention and peacebuilding; and (iv) an analysis of evaluations and research material. The report of the results of stage 1 and a detailed ToR for the subsequent field study phase will be discussed by the Evaluation Steering Committee meeting on 8 and 9 February 2010. Stage 2 (February – April 2010) will consist of a ‘sample based’ evaluation covering interventions studied in detail at field level. The evaluation will be finalised in the summer of 2010 with a final report to be published in July/August. The report will be presented and discussed at a workshop in Southern Sudan (Juba) planned for September 2010.

### **Evaluation of Norwegian support to peacebuilding in Haiti**

The evaluation of Norwegian support to peacebuilding in Haiti 1998-2008 was carried out by the Norad Evaluation Department. The final report was presented at a seminar in Oslo 9 December 2009 and posted on DReC and linked to the DAC Evaluation Network’s webpage on the work stream. It is also available as hard copy.

The purpose of the evaluation was to assess whether Norway has, with its transitional assistance, contributed to increased security and stability in Haiti, and whether gains achieved are likely to be sustainable.

The evaluation covers interventions in Haiti that are funded by Norway and that are implemented by Norwegian and international NGOs, national institutions, the UN and Norwegian research institutions.

The evaluation has been carried out with the request to apply the draft *OECD DAC Guidance on Evaluation of Conflict Prevention and Peace Building*, as a document integral to the exercise.

#### *Main findings and conclusions of the evaluation:*

The evaluation team found that the Norwegian support to dialogue between political parties in the period of political stalemate from 2000 to 2004 was relevant and has contributed to reducing tensions in Haiti. The Norwegian flexibility, perceived neutrality and ability to rapidly disburse transition funds for projects is commended. The team also concludes that post 2004 grassroots projects funded by Norway have improved lives of communities that have endured violence and insecurity for decades.

The weakness of the Norwegian engagement is linked to planning and sustainability. The Norwegian Ministry of Foreign Affairs has lacked a systematic, programmatic approach beyond one year agreements, risking making interventions less sustainable. That may be seen as the other side of the flexibility coin. An approach that proves valuable and relevant in the early years of a crisis may sometimes be less relevant or effective in a more long term perspective.

These, and other lessons mentioned in the report, are important to take along for the Ministry of Foreign Affairs and Norad.

*The Evaluation Department's comments:*

One of the strengths of the evaluation is that it gives a unique account of how Norwegian support to peacebuilding in Haiti came about, has been carried out and followed up with its distinct features through different phases during the ten year period under evaluation.

It is believed that it would have been useful for future Norwegian work in the area of peacebuilding if a discussion around the peacebuilding concept and the Norwegian understanding of it had been part of the evaluation. This would then imply a more explicit focus on this issue in the ToR.<sup>2</sup>

Another area that could have benefitted from further discussion in the evaluation is the role of the UN and the Norwegian cooperation with and support to the United Nations Stabilisation Mission in Haiti. This could also have been more clearly specified in the ToR.

Other insufficiencies in the evaluation are the weak position of a conflict analysis as a point of departure for the evaluation analysis, and the weak analysis of conflict sensitivity of the various interventions. This is commented on by the team, below.

*Applying the Guidance on Evaluating Conflict Prevention and Peacebuilding Activities - Feedback from the evaluation team:*

- General:

The draft OECD Guidance was very useful in helping the evaluation team think through many issues relating to Norwegian support to peacebuilding in Haiti. However, the usefulness of the Guidance does fall short in this specific case because it concentrates on *inter-state* coordination but offers little insight on the importance of coordination and maximization of expertise between national agencies in the partner country, both in the implementation and in the evaluation phases.

- Specific:

Section 3.3 of the Guidance offers the following advice:

- Identify the implementation logic and theory of change
- Deal with missing baselines and other gaps
- Gather data
- Examine the effort using various criteria
- Look at the big picture.
- Base the analysis on a conflict analysis

All of the advice were pertinent for the evaluation team and constitute sound technical and organizational indications for achieving evaluation results. The Haiti evaluation did however reveal how missing or weak elements either impose a considerable burden on the evaluation team or may jeopardize major evaluative processes, such as:

- Absence of a comprehensive and accessible overview of components of the recipient country's portfolio imposes a considerable burden on resources as implementation logic and theory of change are not readily apparent to external analysts;
- Non-traditional monitoring approaches may have had positive effects in producing expeditious decisions and actions, but they leave little information trails on which to build or recreate baselines or information gaps;

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<sup>2</sup> The Terms of Reference (ToR) for the evaluation does not specifically ask the team to analyse the Norwegian interventions applying Figure 1 in the Guidance: on conflict prevention and peacebuilding work (p.18). The ToR just states that the Guidance document shall be applied throughout the evaluation exercise.

- In conflict prevention and peacebuilding, traditional evaluation criteria may not always apply. At least two factors in the Haiti study could document this position:
  - The urgency, real or assessed by decision-makers, of implementing actions and projects is not conducive to setting up all necessary tools for planning, monitoring and ultimately evaluating the projects. The burden of risk could be viewed as shared by decision-makers at the time of the implementation but rests solely on evaluators during the evaluation phase, especially when traditional criteria do not “fit”.
  - This is especially the case for the “impact” criteria which acquires a very different meaning when dealing with politically oriented interventions loosely tied to development objectives. Furthermore the short historical depth of projects after 2006 included in the Haiti evaluation could not yield significant information on results. So that not only should the guidance recommend mix-methods but it should also indicate the need for mix-approaches (classic evaluation and process analysis in this case).
  
- The most significant problem the evaluation team has faced during this evaluation is the apparent absence of a conflict analysis by any agency involved in Haiti. The existing methods that the evaluation team is familiar with (DFID and World Bank), are very demanding and time consuming. There was not enough time for the team to produce a conflict analysis.<sup>3</sup> Instead the evaluation team chose to produce a context overview that included major themes of a conflict analysis for significant dates (1998, 2004, and 2008): Political situation, security situation, socio-economic situation, state of international relations, and state of bilateral relations. The information gathered from reports and brought together in this context overview added depth to the evaluation as well as initiated new evaluation questions during the project’s timeframe.<sup>4</sup>

### ***Sri Lanka***

The Sri Lanka report has been finalised and posted on DReC and linked to the Network’s webpage on the workstream. It is also available as hard copy.

### ***Workshop to discuss evaluations and revising the guidance***

A workshop for interested members to discuss the guidance and its application will be hosted in Norway when sufficient experiences from the ongoing evaluations have been acquired, probably in late 2010.

Network members who are using the guidance are requested to report back experiences to the Secretariat, who will start compile and analyse the information.

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<sup>3</sup> In the absence of a robust and reliable conflict analysis during an evaluation of this type there are two options: the first is to scale-up the level of effort to include the production of this analysis, the second is to scale-down the information requirements and work with an overview analysis of the situation, as a substitute.

<sup>4</sup> For more details from the team’s feedback on the Guidance, please see annex 7 in the final Evaluation report, 5/2009: <http://www.norad.no/en/Tools+and+publications/Publications/Publication+Page?key=146711>