



EPES Mandala Consulting

Annual report 2011



Results-Oriented Monitoring for the EU: Dr Robin Poulton meeting village chiefs to discuss governance programmes in Cross River State, Nineria

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INTRODUCTION

2011 was a successful year for EPES Mandala Consulting, adding new experiences to the company's portfolio: in December 2010 our company was selected for the management of the Result Oriented Monitoring (ROM) missions in African, Caribbean and Pacific countries for the period 2011-2013, as part of a consortium led by EPTISA. In addition, EPES Mandala Consulting, as a partner of a consortium led by IBF, was selected to manage LOT1 of Framework Contract Commission 2011, which runs up to 2013. As a result, in 2011, EPES Mandala successfully accomplished Part 1 of the African Peace facility Evaluation: reviewing the procedures of the APF and possibilities of alternative future sources of funding and regularly provided monitoring and evaluation services to our biggest client European Union within the ROM ACP contract. These newest successes reinforced the status of the company, adding to the ongoing framework contract under the European Commission's Lot 7 on Governance and Home Affairs, as part of the consortium led by ECO3.

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TRAINEESHIP PROGRAMME

EPES Trainee Cátia Rodrigues



Cátia Rodrigues, Trainee

Cátia Rodrigues joined EPES Mandala in September 2011. She holds a Degree in Political Science and International Relations and a Master's degree in International Conflict and Security from the University of Kent in Brussels. While doing her Master she focused on security, human rights, peacebuilding and peacekeeping and gender issues. Before joining the EPES Mandala team, Cátia was an intern in the Ministry of Foreign Affairs of Portugal and in the European Parliament in Brussels.



MISSIONS 2011

Missions accomplished in 2011

AFRICAN PEACE FACILITY

EPES Mandala was privileged to lead an evaluation of the EU's very important Africa Peace Facility (1) which has been replenished to a total of €1 billion since its creation in 2003. The AU-EU partnership for peace and security has three stated goals:

- Reach common positions and implement common approaches on challenges to peace and security in Africa, Europe and globally.
- Effective functioning of the African Peace and Security Architecture to address peace and security challenges in Africa. (2)
- Enable the AU and regional mechanisms to plan and execute Peace Support Operations.

While the APF has been exceptionally successful in increasing the political and financial significance of the African Union and in funding peace operations (Somalia, Sudan, Central African Republic), there is no doubt that APSA's non-military aspects have been neglected. Mediation, early warning, peace doctrine, the development of regional links and capacities, and even the civilian and police components of Peace Support Operations have been dominated by the desire to fund military actions for which there are no obvious exit strategies. Using different entry strategies might make the exit strategies more obvious. Here the Evaluators found themselves on controversial terrain. The problem is illustrated in the APSA 'road map' of November 2010, by a conflict cycle diagram showing violence as continuous oval line with permanent military activity. By this reasoning, conflicts have no end: there are no subtle gradations of negotiation, no early warning operations, no violence-avoidance strategies. The evolution from 'negative peace' (a ceasefire) to 'positive' peace (finding solutions to end the conflict) is eliminated, because violence is perceived as unending. Military operations therefore appear inevitable, and they have no exit strategy. As peace builders, we see such pessimism as a serious problem. The following table has been created with the help of friends and colleagues from the European Peace University, to clarify for diplomats and military planners some of the terminology commonly used in discussing mediation and peace processes.

(1) http://ec.europa.eu/europeaid/where/acp/regional-cooperation/peace/documents/evaluation_apf_i_final_report_en.pdf

(2) The APSA instruments are the Peace and Security Council (PSC), Panel of the Wise (PoW), African Standby Force (ASF), the Peace Fund and the Continental Early Warning System (CEWS).

Conflict management, conflict prevention and the conflict cycle (3)

Conflict is a natural part of the human condition and can be a positive mechanism for social change, provided it is not allowed to degrade into violence. A Fulani proverb: *'The tongue and the teeth are good neighbours and they work together every day, yet occasionally the teeth bite the tongue.'* There are overlaps in the management – prevention - mediation – intervention - peace continuum. The following definitions present our vision of conflict and violence:

Conflict management is a long-term process through which government officials, local authorities, traditional leaders and civil society organisations (including women's associations) maintain peace and keep conflicts non-violent using appropriate mediation, culture-specific negotiation and policing mechanisms.

Conflict resolution means reframing the positions of the parties in order to address root causes of conflict, aiming to find common ground through which the parties can work out solutions.

Conflict transformation tries to move beyond the 'root causes'. Often these are myths that cannot be resolved because they go too far back, or are understood differently by the different actors to the conflict. The alternative is to transform the violence into the non-violence, identify legitimate goals and shared values that allow society to build a new consensus for peace.

Conflict prevention – which is really '**violence prevention**' - includes a range of activities designed to prevent conflict from breaking out into violence : education, mediation, legislation, police (or even military) mobilisation, small arms collection, youth job creation, new elections, negotiations with opposition leaders, national conference, etc.

Peacekeeping is needed only if the previous measures have failed to prevent violence. This usually implies the deployment of military and civpol assets to separate conflict parties physically and prevent violence.

Peace interventions (peace enforcement) imply the arrival of outside military and policing and civilian peace forces (REC or AU or UN or other) to separate conflict parties physically. Negotiating a cease-fire is normally a precondition for a peace intervention.

Peace operations may cover any or all of the above violence prevention and peacekeeping components, and should include military, civilian and police, and aspects such as border controls, etc.

Peace building is the post-conflict process of negotiation and reconciliation, healing society, rebuilding political, legal and other institutions of the State, integrating former combatants and helping mutually beneficial trade and economic progress with infrastructure investments, to recover from violent conflict.

Conflicts have a beginning (underlying myths and causes - often linked to exploitative economic forces - and the spark of violence that triggers awareness of the conflict in reports by the early warning system) ; a middle (conflict management, negotiation, mediation, prevention, sometimes involving violence) ; and an end (peace building and sustainable development). Violence may end while conflicts simmer on.

Peace interventions by outsiders occur during 'the middle' of the conflict cycle, but only if violence threatens because mediation and conflict management systems are failing. Police or military resources will be brought in to stop the violence. It is better and cheaper to act early. Therefore Early Warning systems need the support of Early Intervention mechanisms that intervene to avoid violence.

A Peace Support Operation usually sets out to separate protagonists, protect civilians, and impose a ceasefire - a state of 'negative peace', where people are no longer shooting each other but the conflict still exists. Negative peace must be transformed into positive peace by addressing the underlying causes, providing alternative and new ways to transcend or engage or collaborate. Conflict transformation and peace building should lead to economic and social and political regeneration, facilitated by the development-security nexus. The world's best example of conflict transformation through trade, and a 65-year peace cycle following World War II, is the European Union.

(3) For further analysis of conflict and creating 'positive peace' see Galtung, Johan, 1996. *Peace by Peaceful Means. Peace and Conflict, Development and Civilization*. PRIO, Norway. Galtung likes to quote a Chinese saying: *'There exist people without conflicts—they are called corpses.'*

ROM MAURITANIA: PREVENTING VIOLENCE AGAINST WOMEN

In July 2011, Alessio Orgera travelled to Mauritania to work as a ROM (Result Oriented Monitoring) expert at the European Union Delegation (EUD) in Nouakchott. He was based in the south-west part of the country, both in the capital and in the surrounding region around Rosso, on the border with Senegal. He monitored three projects concerning strengthening civil society and local governance, promoting human rights and preventing gender violations. The final report was comprehensive of all economic, social and political aspects of the projects, including recommendations for better implementation and further improvements. The overall mid-term performance of the projects was very good, with only few coordination problems.

One of the projects – Preventing Violence Against Women - presented a lack in terms of decentralization of responsibilities and cooperation with other NGOs working in the same area of interest. Other than this, the project was perfectly in tune with its mid-term objectives and good management of resources. The key recommendations were two: first, decentralising the NGO project coordinator's responsibility and decisional power by developing a more transparent and functional internal division of labour; second, developing a more efficient platform of collaboration with other local and international NGOs working against gender violations and female genital mutilations (FGM), in order to sharpen operational tools and increase information-sharing. The NGO board and employees were extremely collaborative, professional and committed, as well as eager to work on all the improvements required.

The team of ROM experts proposed, in its dialogue with the EUD, a more comprehensive and holistic approach to the regional situation by comparing projects in different areas of interest, in order to grasp common lessons learned and possible ways forward. The collaboration with all the stakeholders involved was successful, as the recommendations of the expert were taken on board by the project management and deemed useful and approved by the EUD in Mauritania.

ROM monitor Alessio Orgera learning from a Mauritanian women's association about the problems of gender discrimination





Women journalists are keen to tell the ROM mission about their successful radio listening groups for women in Somalia's villages and camps.

ROM SOMALIA

In May 2011 Ibrahim Bangura undertook a two week mission to Somalia to monitor two projects financed by the European Commission. The two projects monitored were: (1) Strengthening of Radio Stations in Somalia to promote, human rights, peace and governance. It is being implemented by the British Broadcasting Cooperation World Service Trust (BBC WST) in three regions of the country (Somaliland, Puntland and South Central Somalia). (2) Strengthening Somali Women's Agenda (SWA) implemented by the Italian organization Co-operation for the Development of Emerging Countries (COSPE). Interviews were conducted with relevant stakeholders in Nairobi, Somaliland and Puntland.

STRENGTHENING OF RADIO STATIONS IN SOMALIA TO PROMOTE, HUMAN RIGHTS, PEACE AND GOVERNANCE

The BBC WST project aims to strengthen the media in Somalia for the promotion of civic education, human rights and good governance, and also to encourage and facilitate dialogue between the various state and non-state actors in order to foster peace and tranquility. The project's activities are based around three overarching strands: (1) Media sector analysis; (2) Capacity building programme for 6 Somali radio stations, including journalists and editors; (3) Training for local civil society organisations (CSOs). The intervention strategy of the project is to train 105 journalists and four mentors and to improve programmes of radio stations that have been given broadcasting equipment. The objectives are to increase the awareness and participation of radio listeners (particularly non-state actors) in the project's thematic areas. To strengthen the revenue base of the stations, financial management trainings are included in the activities - enabling stations to identify funding opportunities and to manage funds properly, ensuring sustainability. The trainings have been successful and the beneficiaries are positive about outcomes. The project is expanding the space for discussion and dialogue among many different actors and this contributes to the quest for peace and security in Somalia.

Nonetheless, the volatile security situation in the country has had negative impacts on the programme. Journalists in the South-Central area have been targeted, and insecurity also compromises the delivery of promised equipment to the radio stations. Political tensions remain high in the region, which hinders the building of long-term relationships with local authorities. The high staff turnover of officials has also impeded the project.

The EC was advised on a second phase of the project that will build on the dialogue process, foster the adoption of the media policy recommendations and provide further trainings and essential equipment that were not provided during the first phase.

STRENGTHENING SOMALI WOMEN'S AGENDA

The project seeks to contribute towards the realization of gender equality and a respect for the rights of women in Somalia, by empowering and developing institutional structures within SWA that effectively enhance their lobbying and advocacy strategy for the promotion and protection of the rights of women in Somalia. It strives to create unity between women in Somalia and those in the diaspora, thereby ensuring that Somali women speak with a common voice for peace in their country. The intervention strategy of the project is based on three areas: (1) Institutional Development (2) Capacity building and networking and (3) Advocacy and lobbying, Awareness Raising and Community Mobilization.

The project is creating a positive impact as it generates awareness and at the same time educates women on their roles and responsibilities in influencing the socio-political and economic arena, as well as mobilizing support in bringing peace to Somalia. However, it faces the following challenges: delays of funds from COSPE's headquarters to the regional office, desire on the part of the beneficiaries to sever ties with COSPE, security risks, gender dynamics (women left out of peace talks) and insufficient training in the area of project management, networking and lobbying and advocacy.

To improve the project, the monitor recommended that the EC should look at the desire of the beneficiaries to sever ties with COSPE; but in the meanwhile, COSPE should make funds available to the regional office. More training for COSPE and IIDA staff was recommended in the areas of project management, networking and lobbying and advocacy. Also the EC should ensure that they engage all stakeholders in the peace process in Somalia to ensure that women play a leading role. It was also recommended that the project should have a second phase that will complement the activities of the first phase as it is the only project of its kind in Somalia. The recommendations made were accepted by the EC.



ROM Monitor Ibrahim Bangura attending a briefing with the EU Delegation.

LESSONS LEARNED: EPES Mandala experience of Monitoring & Evaluation

M&E is a speciality of our consulting teams. We hold a Service Contract from the European Union for Results-Oriented Monitoring (ROM) in which we have a huge amount of expertise in both Asia and Africa. Our last Annual Report looked in some detail at MONITORING. This year we are using the Lessons Learned of our Annual Report to compare the techniques of monitoring with some of those used in evaluation.

The basic objectives are similar, with different time-frames: Monitoring shows how well on-going actions contribute to the planned results; while Evaluation should study their Impacts and Sustainability after a certain length of time (3 to 5 years minimum) and assess how well the mission was designed and executed. Many projects are poorly designed, or funded so long after conception that the project design no longer fits the purpose. It was EU Commissioner Chris Patten who discovered five years after the EU had voted €225 millions for Honduras relief, that not a single Euro had been spent. (1) The slowness of donor officials, their rulebooks and sometimes their indifference can pose greater obstacles to efficiency and effectiveness, than the climate of Africa or the bureaucracies of Asia.

We find the EC's ROM system gives the EU very good value for money, even though it is tough seeking out everything about a project in just four or five days. A ROM remains superficial. The value comes from 'checking up', 'asking questions' and sharing the experience of each Monitor. EPES Mandala Consultants are committed people, and we ask them to leave every project in a better state than when they found it.

The basic Criteria we use as consultants are common to monitoring and evaluation. These are standards used by the EU, OECD and most other agencies:

Relevance and quality of the design of a project: defined as the appropriateness of project design and objectives to real problems and needs of the intended target groups. Different groups may have very different, but legitimate needs: a well designed project can give drinking water to a school, irrigation for women's gardens, and also help doctors fight gastric diseases, etc. Efficiency: outputs should be achieved at reasonable cost and efficient deployment of resources. This includes accounting and logistics, of course, but it is not only about running an efficient office. Effectiveness: Many project officers, including military officers, become obsessed by 'efficiency' and lose sight of whether their efficiently-run weapon control project actually does control weapons, and whether accurate accounts show that EU money has had some impact.

Evaluations should include statistical analysis, but practical field programmes also need participative evaluation to allow ordinary villagers and policemen, women, youths and nomadic herders to have their say. For health and farming this seems obvious enough: who could evaluate farming, without consulting the women and men who plant and harvest the crops? Participative evaluation is equally important for peace and disarmament. What is 'peace'? Peace in the cultures of the Fulani, Dinka or Masai is intimately linked to the health and safety of their cattle.

Peace in Yemen, Afghanistan and Texas involves the management of firearms, whereas Western Europeans outlaw private weapons. In societies with high levels of gun violence (and domestic violence), women's opinions of firearm management will usually be different from those of their men. As well as former fighters, community and women's opinions of peace deserve to be heard. Peace is notoriously difficult to measure with statistics! Comparative studies of evaluation methodologies for weapon collection - carried out by UNIDIR (2) produced interesting findings: conventional evaluations provide a comprehensive overview of project implementation and performance. In contrast, the participatory evaluations... distil nuanced findings directly from the primary stake-

(1) Hurricane Mitch caused "floods and mudslides that killed almost 7,000 people in El Salvador, Guatemala, Nicaragua and Honduras. The EU Commissioner for External Affairs, Chris Patten, has called for a massive overhaul of the way the EU distributes its disaster relief. In May 2000 he said that over 20bn euros (\$18bn) earmarked for disaster relief had yet to be spent, and blamed meddling from member states." http://news.bbc.co.uk/2/hi/uk_news/politics/868114.stm

(2) United Nations Institute for Disarmament Research, Geneva

-holders.While the UNIDIR evaluations separately consulted groups of men, women and youth and included non-privileged community members as well as privileged ones, the conventional evaluations spoke exclusively to community leaders (mostly middle-aged men). ...community leaders did not always represent other community leaders' opinions. Yet these differences were not acknowledged or explored in conventional evaluations. (3)

EPES Mandala Consulting was created by Founders involved in peace and disarmament issues with the UN at the lighting the first Flame of Peace in Timbuktu in March 1996. We became involved in demobilization, weapon collection and security sector reform. After surprising successes in some difficult and dangerous places, we constantly wonder how 'success' should be judged. And how soon? For example, politicians seem satisfied if ex-combatants simply stay quiet ... but do they talk to the former fighters? The failure of Sierra Leone's demobilization in 1998, led to the horrific sack of Freetown on 6th January 1999. It is vital to ask the right questions, and to ask the right people.

One classic evaluation of African women's micro-enterprise seemed to show that men had taken over the project. But it turned out that the old women were overwhelmed: they called in the men to help, because all the young women had abandoned the project in favour of gold mining. These women set the evaluator straight!

A synthesis (4) of UNIDIR's research into participatory monitoring and evaluation (PM&E) of micro-disarmament projects highlights the following main findings:

- exchanging weapons for development (WfD) brought benefits in security and improved livelihoods;
- disarmament is 'participative', but project design is often top-down and formulaic;
- participation of primary stakeholders is vital and cost-effective, but must involve them from the outset of project conception;
- PM&E needs to be integrated – with other M&E mechanisms - into the design of DDR and arms collection programmes, and physical and ethical risks may be involved when the evaluators ask difficult questions in the security sector: PM&E requires sensitive judgements;
- professional management of the development side of WfD needs to be as rigorous as the weapon collection and development projects have a much longer project cycle (6-7years);
- the hope of peace was the main incentive for people who handed in their weapons;
- public awareness campaigns and public weapon destruction ceremonies are popular, for they build confidence both in the peace process, and also in the security forces.

These are all valuable lessons - well worth learning!

(3) Shukuko Koyama, UNIDIR Jan 2006, page 35

(4) Muggah, Robert, UNIDIR 2005 pages xiii-xvi

For more information on the UNIDIR research project on participative evaluations:

Comparative analysis of Evaluation Methodologies in Weapon Collection Programmes,
by Shukuko Koyama, UNIDIR Jan 2006

Listening for Change! Participatory Evaluations of DDR and Arms Reduction in Mali, Cambodia and Albania,
by Robert Muggah, Small Arms Survey, University of Geneva and UNIDIR, April 2005

Exchanging Weapons for Development in Mali - Weapon Collection Programmes Assessed by Local People,
by Geoffrey Mugumya, UNIDIR, Geneva, Switzerland, 2004