

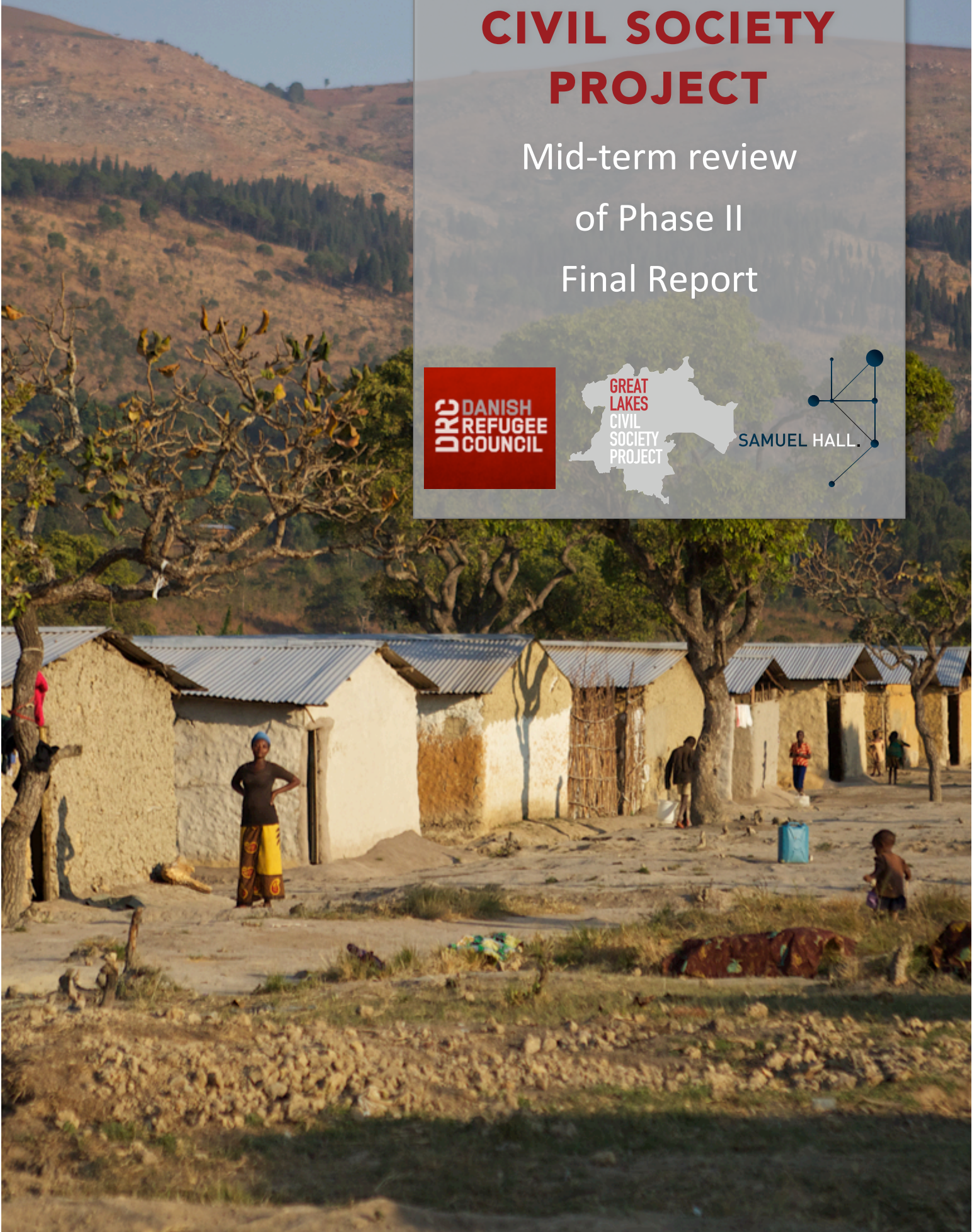
THE GREAT LAKES CIVIL SOCIETY PROJECT

Mid-term review
of Phase II
Final Report

DRD DANISH
REFUGEE
COUNCIL



SAMUEL HALL.



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ACRONYMS

ADEPAE	Action for Endogenous Peace and Development (Action pour le Développement et la Paix Endogènes)
APRu	Association for Rural Promotion (Association pour la Promotion Rurale)
AU	African Union
CAR	Central African Republic
CSO	Civil Society Organisation
DRC	Danish Refugee Council
DRCongo	Democratic Republic of Congo
GLP	Great Lakes Civil Society Project
ICGLR	International Conference on the Great Lake Region
IDP	Internally Displaced People
JUPEDEC	United Youth for Environmental Protection and Community Development (Jeunesse Unie pour la Protection de l'Environnement et le Développement Communautaire)
LRA	Lord Resistance Army
RCK	Refugee Consortium of Kenya
Rema	Rema Ministries
RLP	Refugee Law Project
RSD	Refugee Status Determination
SIDA	Swedish International Development Agency
SVH	Solidarity of Volunteers for Humanity (Solidarité des Volontaires pour l'Humanité)
ToRs	Terms of reference
UNHCR	United Nations High Commissioner for Refugees

1 INTRODUCTION

Samuel Hall East Africa, a consultancy registered in Kenya was commissioned by the Danish Refugee Council (DRC) in October 2014, to conduct a mid-term review of the second phase of the Great Lakes Civil Society Project (GLP), a regional programme implemented since January 2010 by DRC with funding from the Swedish International Development Agency (SIDA).

1.1 Background on the project

The vision of GLP is for civil society to hold governments accountable to the commitments made for the protection of displaced persons in their country, by proposing realistic policy solutions to conflict and displacement. The project's geographic mandate states that it will partner with civil society organisations (CSOs) in 6 countries of the Great Lakes region: Democratic Republic of Congo, Burundi, Kenya, Uganda, Central African Republic and South Sudan. However, due to contextual and operational challenges, at present, the GLP is implemented in 3 countries with 4 CSOs – Burundi, DR Congo and Kenya¹.

GLP supports national CSOs in documenting and analysing specific displacement and conflict issues, and translating these analyses into practical advocacy goals at the local, national and regional levels. It draws on existing legal and political frameworks for the protection of refugees and IDPs, such as the Great Lakes Pact on Security, Stability and Development, and the African Union Kampala Convention, as well as national-level IDP and refugee policies and legislative tools. Where possible, it encourages cross-border learning between CSOs and regional initiatives aimed at providing joint solutions to regional displacement problems.

The first phase of the GLP started in 2010 and ran until April 2013, and the programme is now halfway through its second phase.

1.2 Objectives of the assignment

The mid-term review of the second phase of the GLP was conducted in Nairobi between October 9th and October 17th, 2014. The consulting team consisted of a supervisor, a technical advisor and a lead consultant.

The purpose of the assignment is to guide GLP implementation improvements by assessing the likelihood of its strategies, systems and activities producing the expected results. In line with this, it has the following objectives:

- Assess the relevance, appropriateness and foundations of the GLP.
- Assess the quality (appropriateness, availability and timeliness) and effectiveness of the support given to the CSO partners to improve their performances for the protection of displaced people, with a focus on the partners' capacity to conduct research, identify strategic issues, design and conduct advocacy intervention and develop cross-border collaboration. In particular, the review will assess the progress in the partners' capacity since the beginning of their collaboration with DRC.
- Assess the impact of the GLP so far and gaps to be filled.
- Assess SIDA's current interest and commitment to the programme.
- Formulate recommendations on how to make the programme more relevant and more efficient.

The review was conducted bearing in mind the possibility of an additional three-year phase starting in 2016. Based on the ToRs of the mission, the team used the 5 evaluation criteria defined by the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC), in order to clearly ascertain the project's relevance, efficiency, effectiveness, impact and sustainability as well as its present and future capacity to meet its objectives. A thorough desk review was

¹ A fifth research report by APRu is due to be published.

substantiated with in-depth key informant interviews with DRC-HOA, GCP Project Management Unit of the GLP based in Nairobi, partner CSOs and SIDA. A detailed methodology is provided in Annex 1.

1.3 Structure of the Report

The report first provides a context to the countries in which GCP is being implemented and a brief overview of the local partners. Chapter 3 highlights the key findings of this evaluation. Chapter 4 sheds light on the challenges, gaps, and lessons learned and best practices of the program while Chapter 5 provides practical recommendations to DRC.



2 THE GREAT LAKES PROGRAMME

As per the proposal submitted to SIDA in September 2012, the overall objective of the second phase of the Great Lakes Project is to *“contribute to the stabilisation of communities affected by conflict in the Great Lakes Region by improving local, national and regional responses to displacement, and by reinforcing the role of civil society in defining and implementing these responses”*.

2.1 Theory of change: Fostering change from the bottom

The theory of change at the root of the program is based on the belief that the issue of displacement in the Great Lakes region can only be addressed by identifying its links with conflict situations, acknowledging the local, trans-border and regional nature of migration, and recognising its implications for peace, security and stability in the region. It is also based on DRC’s vision for civil society to play a strategic role in holding governments in the region accountable to their protection commitments and to conflict-sensitive policy formulation. On the assumption that a program like this is a long and slow process, 3 points justify the vision of the GLP²:

² Samuel Hall Consulting (2014), ‘Working with CSOs in Somalia: Feasibility of the Great Lakes Civil Society Project’ a desk study commissioned by the Danish Refugee Council

- a) **Focusing on the Local:** bringing together local actors to determine and influence policy frameworks and conventions to ensure local contexts and dynamics are sufficiently reflected.
- b) **Bottom-up approach - Role of CSOs:** Building local capacity to serve as intermediaries in conflict resolution and become a voice to the displaced.
- c) **Working together across borders:** Displacement is not a country-specific issue and therefore solutions can also not be country specific. Displacement spans across borders and frontiers and there is a need for civil societies on both sides of the border to work together to assist displaced communities.

2.2 Objectives and activities of the programme

Stemming from this overall objective, the proposal and logical framework for Phase II outlines 3 strategic goals and corresponding activities:

Strategic objective 1: Conflict prevention

Local conflict resulting from and contributing to displacement in target areas of the Great Lakes is prevented and/or resolved through participatory processes defined and implemented at the local level.

Result 1: Conflict prevention

- Activity 1.1: Mediation and dialogue workshops at the local level involving community leaders, customary chiefs, women and local authorities, addressing key conflict issues in the programme's target areas.
- Activity 1.2: Legal support to 80+ land conflict cases in South Kivu and Burundi targeting the most vulnerable groups, especially women returnees.

Result 2: Security and protection

- Activity 2.1: Monitoring and mapping of security threats and protection needs in high conflict areas.
- Activity 2.2: Dialogue workshops at the local level to discuss key security/protection issues and find joint solutions.

Result 3: Capacity-building of local actors

- Activity 3.1: Training workshops for local actors/associations/committees on mediation techniques, protection frameworks and organisational development.
- Activity 3.2: Development and dissemination of information and sensitisation materials on relevant political/legal frameworks.

Strategic objective 2: Policy development

National and regional policies on displacement and conflict in the Great Lakes region are developed and/or improved to respond to locally identified needs.

Result 4: Research

- Activity 4.1: Conduct at least 7 major qualitative research projects on thematic areas of focus (Security, Governance and Justice)
- Activity 4.2: Validation workshops with all stakeholders to discuss/agree on main research findings and recommendations.
- Activity 4.3: Production of quality research reports and other communications materials (documentaries, audio-visual tools).

Result 5: Advocacy and policy

- Activity 5.1: Meetings with policy-makers and national-level technical working groups to discuss research findings and monitor progress on the implementation of policy recommendations, and participation in policy development “events” at the national and regional level.
- Activity 5.2: Exchange visits for policy-makers to specific sites in the region.

Result 6: Capacity building of authorities

- Activity 6.1: Training workshops for local and national authorities (government representatives, security forces, customary leaders) on relevant protection frameworks and research findings.
- Activity 6.2: Small-scale financial support to implementation mechanisms at the local level.

Strategic objective 3: Capacity building

The capacities of civil society actors to play a strategic role in policy formulation on displacement and conflict are reinforced.

Result 7: Capacity building of partner CSOs

- Activity 7.1: Organisational and institutional assessments.
- Activity 7.2: Training workshops and courses on legal/political frameworks, land management and mediation, SSR and DDR, etc.
- Activity 7.3: Training workshops and courses on qualitative research, policy analysis and advocacy.
- Activity 7.4: Training workshops and courses on financial management, M&E/documentation systems, and organisational/institutional development.
- Activity 7.5: 3 regional workshops bringing together all partner CSOs for experience exchange and joint advocacy work.
- Activity 7.6: Exchange visits between partner CSOs.

As per the proposal for phase II, the changes brought by the strategic objectives aim to be measured as follow:

Strategic objective 1: Conflict prevention

➔ By 2015, the work carried out by partner CSOs’ projects have contributed to addressing, mitigating or resolving at least 5 displacement-related conflicts in Kenya, Uganda, CAR, DR Congo, South Sudan and Burundi.

Strategic objective 2: Policy development

➔ By 2015, at least 5 concrete recommendations made by partner CSOs to government, policy-makers and local stakeholders have been included into policy responses to displacement and conflict at the national and/or regional level.

Strategic objective 3: Capacity building

➔ By 2015, 7 partner CSOs have improved their technical, organizational and financial capacities and have become strategic interlocutors of policy practitioners in the field of conflict and displacement.

In order to keep up with these objectives and follow up with the above-listed activities, DRC committed to implement a thorough monitoring and evaluation system through:

- Individual needs assessments and detailed action plans with each of the partner CSOs at the onset of the program.
- Monitoring and evaluation plans – outlining outcomes, indicators, baseline, targets, activities, inputs, costs, timelines and status of implementation – for each partner CSO to guide implementation.
- A quantitative and qualitative progress report compiled on an annual basis.
- For project contract, partners send their financial and narrative report half-way through and at the end. The MoU binds them to report on a quarterly basis on their general progress
- Regular review of inputs and outputs, as compared to the results and objectives.
- Regular field visits to validate progress and achievements.
- Follow-up of contracts, project documents and budgets.
- Coordination with DRC administrative and finance staff to ensure that financial aspects of the project are closely monitored.

2.3 Contexts of countries of operation and CSO profiles

The GLP is meant to be implemented in partnership with 7 partner CSOs in 6 countries of the Great Lakes region: DR Congo, Burundi, Kenya, Uganda, Central African Republic and South Sudan. This section provides a brief context analysis and overview of the countries and partner CSOs. It draws two main conclusions:

Evolving Context: The GLP is to be implemented in 6 countries that remain prone to internal instability and conflict as well as external shocks. The context for displaced people and for responding humanitarian agencies is ever evolving. As such the programme must be flexible enough to adapt to this changing environment. A prime example of this is South Sudan.

Variable Capacities: The GLP works with grass-root organisations. These organisations present different levels of capacities, access and reach within their communities. This has implications for GLP in terms of its impact, where resources are spent and determine to what extent, the GLP can in fact have overarching objectives that can be implemented consistently in each country of operation.

The Great Lakes Region: Displacement Dynamics and the Role of CSOs

Annex 2 provides country contexts for each of the 6 countries that the GLP is being implemented in. This section draws out the key contextual highlights that impact the relevance, role and impact of the GLP.

Conflict and Instability: The countries in the GLR pursued their efforts towards socio-economic development and institutional stability in 2013. Some, notably DR Congo, CAR and South Sudan, were hampered by internal conflicts and widespread violence. Others, including Burundi faced stagnant economies, high unemployment and inflation³. To date, regional and UN efforts to bring peace to eastern DR Congo have yielded few results. The situation in the CAR remains volatile following the overthrow of the President in March 2013, which led to violence and violations of human rights. South Sudan descended into civil war at the end of 2013 that led to thousands being displaced in neighbouring Kenya and Ethiopia. Nonetheless, the CAR and other countries in the region have shown a positive attitude towards the institution of asylum and respect for refugee law and principles.

Displacement: Conflicts and generalized insecurity, both within the sub region and in border areas such as in the east of the DR Congo, Darfur (Sudan), the CAR and the north-east of Nigeria, continue to fuel

³ UNHCR Great Lakes Region Profile

displacement. Displacement within the DR Congo has been accompanied by the flight of Congolese seeking asylum in Kenya, Rwanda, Burundi and Uganda. Similarly, in addition to the growing number of internally displaced people (IDPs) within the CAR, its citizens have fled to Cameroon, Chad, the DR Congo and the Republic of Congo. Sudanese refugees from Darfur (Sudan) have sought asylum in the CAR, while South Sudanese refugees have moved to Kakuma camp in Kenya. At the end of June 2013, the total number of displaced people within the sub region, including refugees, asylum-seekers and IDPs, stood at over 6.3 million⁴.

Statistical snapshots of GLP countries of operation

	Residing in the country			Refugees originating from the country
	IDPs	Refugees	Returnees	
DR Congo	2 963 799	113 362	64 428	499 514
Burundi	78 948	45 490	2 126	72 652
Kenya	412,000*	534 938	0	8 589
Uganda	0	220 555	4	8 177
CAR	894 421	14 322	1	252 865
South Sudan**	1 287 825	243 237	0	700 000

Source: UNHCR, estimates as of January 2014, (* Kenya IDPs estimate as of January 2013), (**South Sudan: estimates as of September 2014)

Response and Assistance: Agencies like the UN, Save the Children, NRC and other INGOs work to protect refugees in the sub region through programmes in child protection and efforts to address sexual and gender-based violence (SGBV) and exploitation. They also try and address refugees' basic needs in the area of health care; provide sanitary materials for women; offer basic education for children; develop livelihood and self-reliance opportunities for refugees (particularly as a first step towards local integration); and intensify efforts to search for durable solutions.

Challenges: The biggest challenges for humanitarian operations in the subregion arise from the lack of security. Conflict and violence in eastern DR Congo, as well as throughout the CAR and South Sudan are driving internal and external displacement and creating serious obstacles to the achievement of durable solutions for displaced groups. In addition to hampering access, security constraints and logistical challenges also increase the cost of operations. Additionally, few CSOs exist in these countries – especially in rural areas. Those that do, often double up as both advocacy based civil society organisations and delivery oriented NGOs. In this environment, to implement a civil society program that focuses on research, advocacy and fostering dialogue is challenging.

Should these challenges not be adequately addressed, the consequences for people of concern would be significant. In a context like this, a programme that fosters grassroots level capacity and positions local CSOs to operate effectively for refugees and other displaced groups fulfils not just a thematic need for assistance but also remote monitoring and operations for those organisations that are unable to access these locations. The table below provides an overview of DRC GLP's local partners:

⁴ UNHCR GLR profile

Name of Organisation	Overview	Role in GLP
DR Congo		
ADEPAE (Action for Endogenous Peace and Development)	Created in 1997 and based in North and South Kivu, ADEPAE supports local populations in transforming conflicts and promoting good governance to help build lasting peace in the Eastern region of the DR Congo. ADEPAE has experience of working on conflict issues, looking at inter-community dynamics, land and identity.	Under GLP, ADEPAE is working with refugees and returnees, its action revolving around 4 activities: <ul style="list-style-type: none"> • Research studies, • Awareness and popularization of laws and policies, • Local-level advocacy and capacity building of local authorities. In June 2014, ADEPAE and DRC signed a MoU, running until October 31 st 2015, in order to set guidelines for their commitment in the Great Lakes Project.
SVH (Solidarity of Volunteers for Humanity)	SVH was created in 2003 in response to poor governance, social injustice, intercommunity divisions, environmental destruction and violations of human rights in the territory of Fizi, South Kivu (DRC). SVH participates in efforts for restoring peace, establishing harmonious cohabitation between communities and encouraging sustainable development through the analysis and transformation of conflicts, the defence of human rights and the implementation of mechanisms for local governance.	Under GLP, SVH is implementing the following activities: <ul style="list-style-type: none"> • Research studies • Mediation over land disputes, • Awareness and popularization of laws and policies. In June 2014, SVH and DRC signed a MoU, running until October 31 st 2015, in order to set guidelines for their commitment in the Great Lakes Project.
APRu (Association for Rural Promotion)	APRu was created in 2001 and is implementing activities in Province Orientale, specifically covering the territory of Haut Uele. Being strategically located at the heart of LRA zones, APRu has been responsible for activities around LRA-induced displacement. In 2012, following a community consultation, APRu repositioned itself around 3 activities of community support, following community consultation: health, rural access and telecommunication.	APRu hasn't implemented any project under GLP in 2014.
Burundi		
Rema Ministries	Founded by a group of Burundian refugees living in exile in Nairobi who returned home in 2004, Rema's activities focus on the long-term reintegration of returnees. Their overall strategy is to provide support to displaced people so that they can build the confidence needed to solve their own problems through constructive dialogue and advocacy. Rema works in partnership with grassroots organisations representing these forced migrants and returnees, and collaborates with other human rights organisations, key government players and Burundian legislative institutions. The process of participatory action research (PAR) is Rema's main tool for understanding its context of operation and identifying the problems to be addressed.	Under GLP, Rema is implementing the following activities: <ul style="list-style-type: none"> • Research studies, • Awareness and popularization of laws and policies, • Advocacy on national policies pertaining to returnees, notably the revision and implementation of the CNTB law (National Commission on Land and other Properties). In June 2014, Rema and DRC signed a MoU, running until October 31 st 2015, in order to set guidelines for their commitment in the Great Lakes Project.

Kenya		
Refugee Consortium of Kenya	RCK was registered in 1998 in response to the increasingly complex refugee situation in Kenya. It focuses on refugee and IDP issues using a human rights and social justice approach. RCK has been able to deal with a wide range of issues in forced migration, including legal reforms, policy development, civic education, research and information dissemination, refugee and IDP empowerment and capacity building.	<p>Under GLP, RCK is implementing the following activities:</p> <ul style="list-style-type: none"> • Lobby for the enactment of the IDP Policy. • Create awareness on the rights and protection needs of IDPs in Kenya. • Document the advocacy and engagement process towards an IDP policy framework in Kenya. • Promotion of the Refugee Act (currently under revision). • Participation in international conferences. <p>In June 2014, RCK and DRC signed a MoU, running until October 31st 2015, in order to set guidelines for their commitment in the Great Lakes Project.</p>
Uganda		
The Refugee Law Project	Established in 1999 to provide legal aid to asylum seekers and refugees. Their mandate is to promote the protection, well-being and dignity of forced migrants and their hosts, to empower forced migrants, communities and all associated actors to challenge and combat injustices in policy, law and practice, to influence national and international debate on matters of forced migration, justice and peace in Uganda, and to be a resource for forced migrants and relevant actors.	DRC is currently trying to swap partners in Uganda because RLP don't embrace their approach - they don't involve DRC in the all the process of data collection and report writing, and they are not interested in sharing experiences with other CSO partners. RLP didn't attend the workshop in Nairobi in October 2014, and is thus not a part of this mid-term review.
CAR		
JUPEDEC (United Youth for Environmental Protection and Community Development)	JUPEDEC is implementing activities around LRA-induced displacements, being located at the heart of LRA zones in South-Eastern CAR. It was identified as a strategic partner for DRC because of its knowledge of IDP and refugee movements within CAR and across the border to DR Congo and South Sudan.	JUPEDEC has been unreachable for some time, and DRC GLP team has decided to look for another partner. JUPEDEC didn't attend the workshop in Nairobi in October 2014, and is thus not a part of this mid-term review.

3 KEY FINDINGS OF THE EVALUATION

SUMMARY OF KEY FINDINGS

Conceptually, the GLP is a strong project that targets activities that are often at the periphery of other projects that focus more on either service delivery or advocacy. It focuses on localisation of policy frameworks, lobbying with the government, research and advocacy.

Operationally, there are a number of gaps with regards to the initial proposal, and internal obstacles that exist within the project like limited geographic and CSO coverage, resource constraints, improper M&E and standard operating procedures between CSOs as well as clear understaffing

Engagement-wise, GLP sets out with a solid objective – cross border links, but fail to foster these links due to operational constraints. More can be done to build this aspect of the GLP within the Great Lakes Region but also in the Horn of Africa, if the project is expanded.

Strengths of the Project

The theory of change and vision of the project fills three critical gaps in programming in the Great Lakes Region, attesting to its relevance in the region:

- 1) **Relevance of the Project:** The project stays relevant in its countries of operation and regionally as it fulfils key gaps of research and awareness raising that form the periphery of other projects. Building local capacities creates sustainability of impact in the long term.
- 2) **Overarching Approach:** Stemming from a broad and overarching understanding of displacement by taking into account local conflict and policy factors, the GLP triggers a veracity of response approaches through its activities
- 3) **Local base and bottom up approach:** In an environment where access for INGOs is often challenging, the GLP works to build local capacities to implement projects and empower communities
- 4) **Cross border potential:** Recognizing the cross country nature of displacement and multi country approach to solutions, the GLP has a cross border element as one of its key objectives, providing for multiple links to be formed across borders to displaced people.

Opportunities of the Project

In light of its relevance in the region, available opportunities can lead GLP to the impact that it aims for:

- 1) **Mainstream GLP with the Regional Programme** Where possible, working with DRC on displacement issues and lobbying with governments can provide credibility for the GLP.
- 2) **Replicate in the Horn of Africa:** Clear need has been found for the project in countries like Somalia where DRC has large programmes
- 3) **Reduce scope and increase focus:** Even only focusing on 2 activities – advocacy with **research as a first step towards advocacy** and fostering cross border linkages can allow GLP to better utilise its resources and map its impact.
- 4) **Cascade impact through partners:** The GLP should use their current partners to provide the same input and capacity to other local CSOs so that its impact multiplies.
- 5) **Enhance regional advocacy:** Given the information that it collects, the GLP provides a distinct opportunity to produce regional advocacy manuals and briefs that would be a valuable tool.
- 6) **Disseminate information** from CSOs up to the regional level – cross-fertilisation of lessons learned and using research as a tool to consolidate information.

Weaknesses of the Project

The project however in its scope, geographical reach and resources tends to be over ambitious, which diminishes its credibility and impact.

- 1) **Unrealistic objectives:** Given the project's current objectives, it is difficult for all CSOs to consistently achieve their objectives. Moreover objectives like conflict prevention and policy development are extremely broad and require a substantial investment of resources
- 2) **Mismatch between activities & objectives:** The objectives set in the rationale of the project are not correlated with the activities and expected results appearing in the logical framework
- 3) **Veracity of CSO capacities:** Different capacities within different CSOs means that both the activities and their impact under GLP are not consistent in all countries, nor are they clearly measurable
- 4) **Insufficient Resources:** The current PMU structure and available funding is not enough for the GLP to carry out its mandate to its optimal potential
- 5) **Lack of consistent M&E:** GLP's phased approach should be mirrored by a phased M&E, as proposed.

Threats for the Project

Given its current weaknesses, certain factors threaten the success of the programme:

- 1) **Lack of sufficient focus and clarity:** Both in measurable objectives and procedural implementation, the GLP lacks clarity that must be addressed. DRC's position and commitment within the GLP must be clarified.
- 2) **Spread too thin:** Working in 3 out of the stated 6 countries with the Programme Management Unit in Nairobi hampers cross border synergies and work.
- 3) **Missing Linkages:** The lack of linkage between DRC local offices and the CSOs hampers long-term advocacy
- 4) **PMU staffed:** The PMU in Nairobi must be adequately staffed in order to be able to manage the project. Given its size, an understaffed PMU may hamper cross-fertilization and building links that go beyond the regular work of the project. Understaffing is felt at three levels: technical, management, finance and admin.
- 5) **Lack of sufficient funds:** The GLP needs a clear financial plan divided according to each CSO and activity to ensure proportional distribution of resources. SIDA must ensure that enough funds are provided to support this long-term impact project. At present, there is a significant threat that funding will dry out before the end of phase 2.

1/ Relevance

“The extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies”

A/ Praised by all stakeholders, the GLP has proved to be a legitimate, relevant and highly needed project.

While the turmoil of the past few years in the Great Lakes region has caused important waves of displacements – within countries but also across borders - the busy political agendas of the next couple of years is expected to prompt even further movements. Moreover, the fact that 19 African countries have ratified the Kampala Convention in a relatively short period of time is a great achievement. However, much more needs to be done not only to ensure that the Convention gains more ratifications, but to ensure the promotion of its implementation.⁵ The attention of the international humanitarian and development community is shifting to other parts of the world, but the displaced populations of the Great Lakes region remain in great need of assistance – most of the time surviving in dire conditions and deprived of the most basic rights. Few supporting opportunities exist for local actors in the sectors of peace and security, and the GLP has thus been crucial by empowering CSOs to implement advocacy activities and foster durable solutions. Although long-term objectives are yet hardly measurable, the GLP has already brought tangible outcomes 4.5 years after its inception.

Over time, the approach of the GLP has in its available capacity and resources, addressed the issue of displacement, by 1) tackling its causes through local level conflict resolution and awareness raising, 2) promoting favourable legislative frameworks both at the government level and at the local level, 3) building the capacities of civil society actors and 4) supporting affected communities.

However, GLP must set clear and measurable indicators in each country and for each activity in order to be able to map its impact. Findings in this evaluation stem from in-depth qualitative interviews with stakeholders and secondary desk review. To measure the actual impact of the project, a thorough M&E framework must be set up and implemented, that include field visits and interviews with beneficiaries and government.

B/ The programming of the project has a bottom-up approach and has been driven solely by the CSOs.

Since the beginning of the GLP, SIDA and DRC have been investing resources in developing activities with 7 CSOs in 6 countries of the Great Lakes region. In the early days of the project, DRC was supposed to resort to an implementing partner to coordinate operations with CSOs but it was discarded. The project was also not integrated into the overall strategy of DRC Horn of Africa, as they do not deal directly with CSOs, and whose area of operation does not include all countries covered by the GLP, an observation made in the mid-term review of Phase I. The project has therefore evolved as an independent entity within DRC, while its strategic approach to programming has remained the same for phase I and phase II.

The DRC GLP team has successfully empowered partnering CSOs to implement activities on the ground, but they have resorted only to this bottom-up approach to conduct the project without a sufficient amount of regional direction and focus to bring country-specific activities together. As each CSO focuses on their area of operation - and neighbouring countries according to the patterns of displacements – there has been no real coordinated action at the regional level in terms of the cross border objective of the project, which can be one of the biggest strengths of the project. While the project does monitor the displacement situation in each area of operation, the Program Manager is aware of the fact that its research and advocacy activities do not really have an impact on the number of displaced people due to the size and resources allocated to the project and the fact that the exercise is more focused on monitoring trends. The project has been living

⁵ <http://reliefweb.int/report/world/comparison-kampala-convention-and-idp-protocol-great-lakes-pact>

on this bottom-up approach until now – but its gains will be threatened if it is not paired with a horizontal strategy linking CSOs and linking countries through greater synergies and cross-fertilization. While the project encourages partners to work together and learn from each other’s experience, it is not done in a systematic way. The potential to develop these links still remains.

The needs are indeed considerable in all regards but, in an evolving context, the programming has been driven by the partnering CSOs, which, over the course of the project, have decided to concentrate mostly on conflict prevention through local-level advocacy. In terms of target population groups, in Kenya RCK works on both IDPs and refugees issue. Rema, ADEPAE and SVH are also working on the local integration of refugees (two joint research projects), which is going to form the main component of their future advocacy.

Because some actions are not within their mandate, budget limitations and/or because they do not have the capacity to do so, the CSOs do not address all issues pertaining to displacement in their countries of operation or consistently implement all activities enumerated within the GLP. The point here is that the project is implemented with varying degrees in each country – the activities differ from CSO to CSO depending on the factors highlighted above. In some cases CSOs do not focus on IDPs and refugees, but rather organize workshops and support returnees, a step away from advocacy. For example:

- ADEPAE is not working with IDPs (almost 3 million people in DR Congo).
- Since their repositioning, APRu is not working at all on displaced populations.
- Rema is focusing on the few returning families, while there are still very high numbers of IDPs and refugees.

While this is not an indictment of the performance of the project, it is an indication that the objectives set in the project require a lot more financial and human resources. In its present state, the GLP would benefit from a more focused and narrow scope of activities and objectives implemented over fewer countries with measurable impact.

C/ At the time of the review, the GLP is being implemented with 4 CSOs in 3 countries - as opposed to 7 CSOs in 6 countries as per the proposal of the second phase of GLP submitted to SIDA.

As detailed in the previous section of the report, DRC is presently not working with RLP in Uganda and JUPEDC in CAR. No activity has been carried out in South Sudan because of the unstable context, and APRu hasn’t conducted any project under GLP in DR Congo for the last 12 months because IDPs and refugees are outside of their mandate since their repositioning. Thus, as of today, GLP is being implemented with RCK, SVH, ADEPAE and Rema in Kenya, DR Congo and Burundi. In June 2014, DRC has signed a Memorandum of Understanding (MoU) running until October 31st, 2015, with these 4 partners, in order to consolidate their relationships and develop further activities. These numbers highlight both the relevance of the context and nature of CSOs that have an impact on GLPs programming. As such, a risk mitigation strategy that takes into account these factors and provides for measures through clear vetting procedures and criteria of selection, fewer activities and clear reporting and monitoring mechanisms will benefit the project.

2/ Efficiency

“A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.”

A/ The GLP has been undergoing serious staffing issues at the regional level.

Following the departure of the previous Programme Manager in December 2013, the Programme Officer

successfully took over, but it is only in August 2014 that a new Programme Officer was hired in replacement. Furthermore, there was no finance and administration manager or assistant during the first half of 2014. The Programme Manager had to cope alone for all this time. The situation has improved but there is still no Technical Advisor, a key position that DRC has been striving to fill since the beginning. DRC has faced challenges in recruiting the right person, but have faced linguistic challenges. These staffing issues have seriously impacted the efficiency of the project, and will continue to do so until a Technical Advisor is hired. The PMU needs to be enhanced at three levels: technical, management and finance and admin. This evaluation recommends that with a Programme Manager, Programme Officer (also working as a knowledge management officer), Technical Adviser and an admin and finance officer, along with a more focused approach, the programme will no longer be understaffed.

B/ The CSOs have proven to be very competent partners

The 5 CSOs who attended the workshop in Nairobi in October 2014 – and who were interviewed during this review – have a good understanding of the situation in their country of operation. They also show great abilities to implement their activities with a high degree of professionalism, and demonstrate a strong self-commitment to the project. In particular, as one can see from their reports, they have an excellent capability to conduct research. This is indicative of the success that the GLP has had in building the capacities of these local CSOs in conducting these activities and placing themselves in strategic intermediary positions within their communities. Furthermore, their relationship with DRC is permeated with a high level of trust and respect.

The newly recruited finance and administration assistant have conducted an assessment of two partners (Rema and RCK, who both demonstrate fairly good financial practices) and is planning to do the same for SVH and ADEPAE before the end of 2014. Moreover, a new potential partner has been identified in Uganda who will be assessed as well. The implementation of these assessments constitutes a sound and positive approach for improved financial management and internal control and must be replicated at regular intervals.

C/ Budget constraints threaten program efficiency and sustainability

The project is relevant and would need to be prolonged into a third phase if it is to meet its objectives. Yet, the current amended budget will dry out before the end of phase II. A first solution is required to ensure that phase II is not reduced to 30 months – from the planned 36 months. A second solution is needed to ensure that funds are committed to phase III – without which gains cannot be consolidated, given the long term, slow process as well as the highlighted needs for greater synergies across activities and countries. Essentially the project needs to fundraise to fill in 2 key demands of the project – Phase II completion and Phase III. Phase III is needed to ensure that the investment of the first two phases is not discarded: building on the gains and lessons learned to reach the aims of the program. Should funds be committed to a third phase, it will have to be decided, with the donor, whether DRC should be implementing the project directly, or indirectly through an implementing partner.

3/ Effectiveness:

“The extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.”

The effectiveness is assessed as per the 3 strategic objectives outlined in the proposal of the second phase of the project.

A/ Strategic objective #1, related to conflict prevention, is rather unrealistic and has not been achieved

The first objective is set as follows: *“By 2015, the work carried out by partner CSOs’ projects have contributed to addressing, mitigating or resolving at least 5 displacement-related conflicts in Kenya, Uganda, CAR, DR Congo, South Sudan and Burundi.”*

It is ambitious and rather unrealistic in the short run – structural changes are long to achieve, all the more at the scale of a region. Although CSOs have been involved in addressing and mitigating small local conflicts, the result of their actions is hardly measurable at the regional level. Reasons for this pertain both to differing CSO capacity, mandates and activities. Moreover, it is difficult to measure the impact of these activities unless clear indicators are set and recorded.

B/ Strategic objective #2, related to policy development, is also ambitious and has not been achieved consistently in all countries so far. While some like RCK have reached a strategically important position at the government level, others have little connections with their central government and regional organizations.

The second objective is set as follows: *“By 2015, at least 5 concrete recommendations made by partner CSOs to government, policy-makers and local stakeholders have been included into policy responses to displacement and conflict at the national and/or regional level.”*

RCK has the ear of some members of the government of Kenya and was instrumental in passing in the IDP Act (2012). But apart from RCK, and Rema, the CSOs do not have access to high-decision levels within their government and have no real means of leverage. Apart from RCK, again, who enjoys the status of observer at the African Commission on Human and Peoples’ Rights, from the AU, the same statement applies to CSOs in their relationships with regional organizations such as the ICGLR and the AU. Because the CSOs are small structures with no international recognition, they have no direct linkage with these regional institutions. That being said, ADEPAE, Rema and SVH have held regular meetings with the Office of the Special Envoy to the Great Lakes Region due to their access to them. Moreover, the CSOs believe in this constructive regional approach and they are eager to get involved. They hope the MoU they have recently signed with DRC will provide them with more credibility and recognition in this regard.

One can conclude that, so far, it has not been a successful strategy to rely only the partnering CSOs to implement policy development. The objective is indeed very ambitious and has not been met so far. In DR Congo for example, considering the great size of the country and the remoteness of North and South Kivu, it is extremely challenging for local organizations such as ADEPAE or SVH to conduct policy development – which happens mainly in the capital, Kinshasa. It is worth noting that CSOs have not benefited from any local operational support from DRC national offices. Given the reputation of DRC and its linkage with governments, the national offices could have probably helped the CSOs in their policy development and advocacy activities.

C/ Strategic objective #3, related to capacity building, has been almost achieved.

The third objective is set as follows: *“By 2015, 7 partner CSOs have improved their technical, organizational and financial capacities and have become strategic interlocutors of policy practitioners in the field of conflict and displacement.”*

This objective is the one showing the best results, thanks to numerous trainings and workshops organized since the beginning of the GLP. This way, the CSOs have clearly improved their technical, organizational and financial capacities. However, as stated above, they have yet to become strategic interlocutors of policy practitioners in the field of conflict and displacement. Although no individual reinforcement plan was drafted for each CSO, all 5 partners studied under this review attest they demonstrate better knowledge and expertise, as well as an enhanced understanding of the situation of refugees, returnees and IDPs.

As a means of taking this impact forward, GLP can consider using their CSO partners to become the vehicles of change by assisting and working with other local organizations in their areas and fostering their capacity to conduct research and advocacy.

4/ Impact:

“Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.”

A/ The vast majority of activities planned in the logical framework have been successfully implemented.

Except for activity 5.2 (exchange visits for policy-makers to specific sites in the region), all activities described in the logical framework for each of the 3 objectives of the project have been implemented with varying degrees of scope and success in each country of operation. Some of these activities have led to tangible positive impacts, notably:

- The CSOs have taken ownership of the issues of IDPs, refugees and returnees in their local areas, which is not confined anymore to UNHCR and other international institutions. The research they have conducted have empowered them with a better understanding of the situation.
- In some countries, the GLP has helped to foster the dialogue between the displaced and governments, and there has been a better coordination among stakeholders.
- Although the strategic objectives related to conflict prevention and policy development have not given direct results yet, the advocacy strategies led by CSOs in countries like Kenya and Burundi have highlighted the plight of displaced communities to governments.
- Local capacity building has been successfully achieved and partner CSOs are now able to conduct research, engage and operate more effectively and professionally, providing them with more credibility in their local areas.

B/ The *Theory of Change* is not mastered because of a lack of monitoring and evaluation. The results of the project are thus hardly measurable.

As part of the proposal of the second phase of the project, it was decided that *“DRC will conduct individual needs assessments and detailed action plans with each of the partner CSOs. These will serve to establish precise capacity-building targets and overall objectives for the duration of the action.”* Because of time, staffing and budget constraints, these individual needs assessments and the corresponding monitoring and evaluation plans were not performed.

As a result, the correlation between the activities, their results and the overall strategic objectives of the project is hard to establish. Peace and security projects deal with qualitative results, and thus intrinsically include difficulties in measuring changes because of the very nature of their operations. Here, measurability is all the more problematic because of a lack of monitoring and evaluation tools. The only available figures deal with the numbers of researches conducted, the number of attendees to workshops, and the numbers of solved land conflicts. Furthermore, there has been no evaluation of the project at the end of the project, which makes it even more difficult to rate the results.

GLP Success Story: Measurable Indicators for clear impact: Land Dispute Resolution

In DR Congo, ADEPAE identified the returnees whose property rights were not respected in 10 villages of Ruzizi Plains. ADEPAE held meeting with returnees and local authorities and identified 32 returnees needing legal support. 60% of the cases are family conflicts, 30% are related to illegal sales of land and 10% cannot get their land back.

ADEPAE then proceeded to verify the returnees' claims, out of which 21 were valid and 11 required further investigation. ADEPAE offered successful land mediation for the 21 claims.

Similarly, In DR Congo, SVH provided legal support to 45 land conflict cases. The issue was favorable for 40 returnees.

These indicators highlight the clear impact that the GLP has had in an area that is considered crucial in assisting the needs of displaced people, who often have no documentation and have lost claim to their lands that they had to leave. Land dispute resolution is also an example of a key focus area that the programme can build on in all countries, which could also have cross border potential.

C/ The findings of the researches are not translated into coordinated sets of actions, and the advocacy strategy of the CSOs is not successfully completed.

The researches conducted by the CSOs are supposed to form the baseline of other activities – mainly advocating and monitoring. However, their findings are not translated into advocacy plans. For example, “Voices from Exile”, which was conducted by ADEPAE, SVH and Rema, and published in April 2013, is a great collection of testimonies of Burundian and Congolese refugees in the region. It gives a voice to refugees to better understand the difficulties they experience in exile, and the dreams and aspirations they have for their future. However, the 3 recommendations of the report (adopting a more humane and inclusive approach to protection, increasing the options available for the future, defining integrated response strategies) are too broad. The concerned partners are not able to pick useful information and translate it into sets of actions. Furthermore, the dissemination strategy of the report was not clearly established. The same pattern can be observed for other researches as well.

D/ The opportunities for cross-border activities between partner CSOs are hampered by both the “language divide” and the lack of anchorage in some countries of the Great Lakes region

Cross-border activities between partner CSOs have taken place on several occasions, through participation in workshops and collaboration on research activities. However, they have been hampered by two factors:

- Over the course of the interviews conducted under this review, the issue of the language divide between English and French speakers came up recurrently as one reason for not implementing more cross-border activities. While some members of Rema and RCK are bilingual, SVH, ADEPAE and APRu only speak French. Although the DRC GLP team in Nairobi masters both French and English, language remains a real collaboration challenge at the regional level.
- CSOs lack anchorage in some of their neighboring countries in order to approach displacement patterns in full respect of their cross-border nature. For example, ADEPAE and SVH need to have partners in Rwanda, Uganda and Tanzania so as to tackle the issues of Congolese refugees and the reintegration of would-be returnees. GLP can't fully address the dynamics of displacement if the entire Great Lakes region is not covered by the project. Indeed, a holistic answer would require that actions are always taken on “both sides of the border”.

5/ Sustainability:

“The continuation of benefits from a development intervention after major development assistance has been completed.”

A/ The duration of the GLP must be extended to meet its long-term purpose

The project has led to tangible outcomes but the action must be continued in order to reach the long-term objectives set in its rationale. The GLP is ambitious because it aims at empowering civil society actors to bring structural improvements to the Great Lakes region at large. It takes time to understand the situation, look at displacement as a development concept and address it with a focus on protection – not only registering IDPs and refugees, but promoting favorable policy frameworks. The pace of legislative change is very slow and the project must be prolonged after its second phase if it is to meet its long-term purpose.

B/ The current budget does not allow for the full completion of phase II

DRC hasn't been able to involve donors other than SIDA in the GLP. DRC is thus solely relying on them to implement the project, and the amount committed represents only 78 % of the total budget (2,905,660 USD out of a budget of 3,752,233 USD), and covers only 30 months of partners' activities. The second phase of the project might then finish before April 2016 - as stated in the proposal

C/ The GLP is highly dependent on SIDA and SIDA recognizes the GLP's relevance

DRC had expressed the will to look for partners other than SIDA, but as of today SIDA is the only donor contributing to the project. SIDA is committed in the long-term to implementing projects in the sectors of peace and security, and they are convinced of the relevance of the GLP approach towards the issues of displacement in the Great Lakes region. Should DRC decide to engage in a third phase of the GLP, SIDA could indeed be a key partner – should DRC also match the expectations and requirements of SIDA.

The above findings clearly indicate the relevance and need for a project like the GLP in the Great Lakes Region – in a context where displacement is a regular phenomenon and conflict at everyone's doorstep. International efforts to provide relief and aid continue in countries like DR Congo, CAR and South Sudan but what will really determine the sustainability of peace building and conflict resolution projects is whether they are locally owned and driven. Solutions arising out of communities through an aware and informed decision-making process are what will make a difference in these communities. The GLP sets out to facilitate just that. For now, its broad scope and overarching objectives obscure the small but significant gains it has made in building the capacities of CSOs like ADEPAE, RCK, SVH, Rema and others in conducting research, functioning professionally and engaging with various stakeholders in the region. In order to ensure that these achievements do not get overshadowed by the limitations in achievement of overstated goals, the GLP must introspect and realign its vision to be more focused on 1-2 key issues that it can implement consistently and comprehensively in its countries of operation. Geographically speaking, it will make sense for the GLP to align its programming with DRC country programmes where possible. Where it does not have country offices, it will be useful to develop strong links with other similar organisations to DRC who are operating there. While a feasibility study found that the GLP could be relevantly implemented in Somalia as well, the GLP would need a carefully thought out exit strategy from the countries it decides to drop, in order to ensure that gains made so far are not in vain.

4 RECOMMENDATIONS: A 15-POINT PLAN

Stemming from the key findings, this chapter lists out several recommendations to address the challenges, gaps and lessons learnt from phases I and II. The recommendations are provided in the areas of concept/theory of change; operations; and engagement. The evaluation team highlights that the project is currently not matching its objectives – and will only be able to do so with additional time, resources and cross-fertilization through a commitment to a third phase. The programme’s greatest achievements are in capacity building and its future lies in consolidating such gains through further emphasis on research and advocacy, across CSOs and across countries.

4.1 Recommendations on GLP’s Conceptual Programming:

Keeping a geographic and thematic focus

- I. **Define a strategy at the regional level:** DRC needs to define a regional strategy in order to identify areas of action and priorities for the future, according to the situation of displaced people and the political agendas of the countries of the Great Lakes region.

According to the resources available, DRC must set priorities:

1/ Geographical priorities: Assess the relevance of working with partner CSOs in Rwanda, Tanzania, Uganda... and assess the possibility to address the issues of displacements of Somalia and South Sudan either through expanding or replicating the GLP. The forthcoming elections (Burundi and CAR in 2015, DR Congo and Uganda in 2016, Rwanda and South Sudan in 2017) appear as challenges but they might as well be opportunities for GLP to make a difference – by preventing conflicts before they arise.

2/ Priorities per activity and group of targeted beneficiaries: According to resources and to the numbers of beneficiaries reached, arbitrate between activities: conflict prevention, advocacy, support to returnees, etc. Some activities might prove expensive while they are not reaching out to many displaced or are not targeting the people most in need. Moreover, some partners such as APRU, who is not implementing activities in the area of displacement, might not be necessary to the GLP.

- II. **Have a clear focus on 2 issues – research and advocacy:** The GLP and local CSOs that it partners with, must clearly focus on 2 activities and objectives. This can be research and advocacy – both locally and regionally or localisation of policy frameworks. Objectives like conflict resolution and monitoring of displacements are resource intensive and require technical capacity within IPs, which GLP’s partner CSOs may not have.
- III. **Emphasize cross-border advocacy, information sharing and programmes:** working with CSOs in 6 countries of a region under one umbrella project can be an immense opportunity to fill key information gaps that would aid programming for displaced populations. Moreover, it would allow for coordination across borders to assist displaced people. GLP must outline a clear cross border programming strategy that includes components on research and advocacy as part of its activities
- IV. **Setting time for lessons learned through a phased M&E approach (every trimester):** whether DRC continues to implement the project directly, or whether it relies on an IP, a phased M&E to avoid falling in common traps of similar long process and “soft” programmes. M&E should be an integral part of the programme, with country visits by a third party team every trimester. These can consist of 2-week evaluations every four months to ensure that the momentum is maintained.

4.2 Operational Recommendations:

Recognizing Capacities and Providing Support

- V. **Place a greater emphasis on the recruitment of a Technical Advisor:** A Technical Advisor will relieve the DRC GLP team in Nairobi, and will be able to assist the CSOs in the implementation of their activities.
- VI. **Find alternative funding mechanisms:** Find other donors in order to be less dependent on SIDA, and start fundraising as soon as possible – since the second phase might last 30 months only, instead of 36 months. If donors have not shown interest to date, more creative means should be used – maximizing the use of research, M&E and cross-partnerships with information management partners.
- VII. **Draft individual needs assessments and plans of actions for each CSO, and implement monitoring and evaluation:** This will help translate the findings of the research activities conducted by the CSOs into coordinated set of actions, and help them achieve their advocacy strategy. This will also help for fundraising, by providing concise arguments based on qualitative and quantitative data about the achievements of the project.
- VIII. **Hire a data management officer:** The PMU should be staffed with a data management officer who can bring together information collected within the GLP and coordinate regional level advocacy programmes. If resources are lacking, programme interns should be relied upon through a MoU with francophone universities to ensure a flexible resource, in line with similar initiatives led through the UNV programme at United Nations agencies in post-conflict settings, with proven results. Data management requires a dedicated full time resource, focusing on three skills: language, reporting and field data collection.

4.3 Recommendations on Engagement:

Build those links and bridges of which foundations have already been established. Create more cross-border and stakeholder synergies to enhance the impact of the programme

- IX. **Cross-border Workshop and Research – “Towards a Common Voice for displacement CSOs”:** Each CSO has so far produced a piece of research on its own country and two multi countries pieces of research. There is now an opportunity for CSOs to get together and produce a cross border research that looks at key issues within displacement across borders. This workshop can fulfil three aims: 1) cross-fertilisation of activities, 2) mainstreaming with the DRC regional programme and 3) a written statement and strategic output to be jointly drafted by CSOs on the “next steps” in fulfilling the GLP objectives to create greater ownership and cooperation among CSOs. CSOs need to be exposed to the range of DRC’s activities and partners to understand their role within the broader regional strategy. This workshop to be entitled “Towards a Common Voice for displacement CSOs” should therefore be held at the regional office in Nairobi.
- X. **Develop regional advocacy materials:** The GLP is collecting information through its partners in multiple countries. These should be brought together through a data management officer who can produce regional policy briefs and advocacy materials that highlight the regional relevance and impact of the GLP.
- XI. **Develop cross-sector partnerships for a visual and online representation of the GLP programme:** Regional advocacy materials will need to be linked up with cross-sector partners – whether IMMAP or Ushahidi – to provide the visual representation of CSOs’ work through a website or online platform. Given the limited resources and the inherent cross-border nature of the GLP programme, non-traditional means for dissemination and advocacy are required. Efforts towards more interactive information sharing and

representation of GLP's work will enhance its visibility not only among CSOs and partners, but with donors as well. It is recommended that GLP take immediate steps to engage in such partnerships; these platforms will leverage GLP's work.

- XII. **Develop a “Common Partnership Strategy” to encourage and enhance engagement of partner CSOs with other stakeholders on displacement:** GLP partner organisations should actively engage with agencies like UNHCR, IRC, NRC and other national and international organisations working on displacement issues in their respective countries, both to gain leverage as well as to develop networks. A “partnership strategy” should be developed by the Programme Manager, at the regional level, with clear indications of the modalities, timing and nature of engagement with migration sector partners. Each country will implement the same Partnership Strategy with clear indicators, objectives and deliverables. Progress and outcomes will become an integral part of the GLP M&E framework.
- XIII. **Foster links between DRC offices and partner CSOs:** If DRC decides to keep on working on the GLP with no implementing partner, they must integrate the project into the overall strategy of their regional office, and create linkages between the partner CSOs and their local offices. Linkages between DRC national offices and the partners CSOs would provide them with an operational support them in their advocacy endeavors, and thus enhance the impact of the GLP on conflict prevention and inclusive governance.
- XIV. **CSO participation in regional frameworks:** Put a strong emphasis on the participation of CSOs to regional forums organized by organizations such as the AU or the ICGLR. GLP should have a consistent representation of its “CSO team” by dividing up such participation across participating CSOs. These workshops should be kept track of under a common “GLP advocacy calendar” that would consist of both national and regional events of relevance to GLP.
- XV. **Encourage reporting and feedback mechanism:** Require CSOs to participate in weekly Skype calls to share their progress and lessons learned, and contribute to a monthly GLP report – a publication that would select one theme each month and publish a short 5-pager with half page or full page report dedicated to each participating country. Suggestions of themes may include “IDP support in urban settings”, “Building resilience in displacement”, “Women’s role in displacement” etc. This would combine both research and advocacy efforts, raise the profile of GLP among donors and migration sector partners, and ensure that partners report on a monthly basis on the gains, problems, successes and challenges faced. This information would then be used by the information platform partners to visualize the thematic topics under consideration.

5 ANNEXES

Evaluation framework and methodology

The research team at Samuel Hall used the 5 evaluation criteria defined by the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC), in order to ascertain the project’s relevance, efficiency, effectiveness, impact and sustainability as well as its present and future capacity to meet its objectives.

Box.1. The OECD –DAC Evaluation criteria⁶

Relevance: “The extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies.

Effectiveness: “The extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.”

Efficiency: “A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.”

Impact: “Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.”

Sustainability: “The continuation of benefits from a development intervention after major development assistance has been completed.”

Research questions were identified under the above categories to form the evaluation framework:

STRATEGY	Relevance	What are the natures of each country's context, and to what extent do the legal and policy frameworks affect IDPs, refugees and returnees?
		Are the foundations of GLP relevant to address the needs of IDPs, refugees and returnees?
		How has the project been adapted over time considering the evolving context?
		Is the approach of GLP towards each CSO relevant?
		Are the priorities of each CSO relevant for displaced and displacement-affected communities?
PERFORMANCE	Efficiency	What is the capacity of the partners to conduct research? Identify strategic issues? Conduct advocacy?
		What is the level of cross-border collaboration, and what are the opportunities for more-cross border collaboration?
	Effectiveness	Are the objectives set by the project achievable?
		Has the capacity of CSOs increased through the project, and how can it be further enhanced?
IMPACT	Impact	How is the programming strategy formulated and translated into a coordinated set of actions?
		How can the impact of the project be accounted and measured?
		What are the lessons learnt from the project so far?
	Sustainability	What are the gaps to be filled ? How could the impact of the project be increased?
		Do the project outcomes have a long-term impact on the targeted populations?
		Would the CSOs - and civil societies at large in the concerned countries - be able to continue their action without the support of GLP?
		Is a hand-over phase programmed?
What is the interest and commitment of SIDA to the project?		

⁶ OECD-DAC (2002), “Glossary of Key Terms in Evaluation and Results Based Management,” OECD, Paris, www.oecd.org/development/peer-reviews/2754804.pdf.

The methodology designed to address the evaluation framework consisted of four steps:

SECONDARY RESEARCH & DESK REVIEW

The team reviewed all existing documents that proved relevant to this study. Specifically, these included:

- GCP programme documents, evaluations and lessons learnt
- Context reports of countries of operation
- Humanitarian programming in countries of operation
- DRC regional programme reports
- CSO engagement and role in the Great Lakes Region reports

CONTEXT ANALYSIS

Through desk reviews and interviews, the evaluator conducted a detailed context analysis of the countries in which Phase II of the project is being implemented. The objective of this was to a) lay the foundation of the environment in which CSOs are operating and b) analyse how the programme adapts to changing contexts in these countries.

KEY INFORMANT INTERVIEWS

The consultant led key informant interviews with the CSOs involved in the project and GLP staff:

- Through an in-depth questionnaire, 3-hours semi-directed interviews were conducted with each of the 5 CSO, either in English or in French.
- 4 interviews were conducted with GLP staff: Deputy Regional Coordinator, Program Manager, Program Officer, Finance and Administration Assistant.
- 1 phone interview was conducted with SIDA.

WORKSHOP AND GROUP CONSULTATION WITH CSOs

The consultant attended the workshop organized in Nairobi on October 14th and 15th, together with the following CSOs: ADEPAE, SVH, APRu, Rema Ministries and RCK. Plenary discussions and individual presentations during the workshop allowed to:

- Assess the impact of the projects implemented so far
- Draw the lessons learnt from Phase I and Phase II, and identify the strength and flaws of the programme and the partners
- Identify priorities for the coming years with the partners participating in the workshop, and assess their relevance for DRC
- Identify potential cross-border dynamics among the participants, and assess the need for partners in Uganda and Central African Republic.

INTEGRATION OF DRC COMMENTS

Throughout the mission, the research team integrated DRC comments and guidance:

- At the start of the consultancy, by laying out all expectations and content of the consultancy
- Throughout the consultancy by providing progress reports
- At the end of the drafting process, to receive comments in order to finalise the report.

Country Profiles

Democratic Republic of Congo

Displacement in DR Congo has been ongoing for 20 years. The proliferation of armed groups and the rise in conflicts in the east of the country has resulted in large-scale internal displacement, with almost 3 million IDPs by 2014. Due to the chronic instability, about 500,000 refugees from DR Congo remain in neighbouring countries: Burundi, Rwanda, the United Republic of Tanzania and Uganda. Many anticipate the presidential elections, to be held in 2016, to prompt further displacement. Elections in Burundi (2015) and Rwanda (2017) will also affect the situation of displaced Congolese.

Burundi

Burundi is considered a rather generous state thanks to its policies in favour of refugees and IDPs. However, Burundi continues to be affected by the security situation in the region, which remains fragile, with instability prevailing in the Kivu provinces of the Democratic Republic of the Congo (DR Congo). The country is the host of nearly 80,000 IDPs and 45,000 refugees. Burundi is experiencing relatively low economic growth and high inflation rates. The country is ranked 178 out of 187 countries in the 2013 Human Development Index (UNDP), and thus strongly depends on the UNHCR for the implementation of its protection policies. The political situation in 2015 will be marked by the general elections, which are due to take place in July and August.

Kenya

Political violence has overshadowed every election since Kenya's first multi-party elections in 1992. The gravest occurred in the aftermath of disputed presidential elections in December 2007 when nearly 664,000 Kenyans fled their homes and around 1,300 were killed. There is no official, comprehensive, up-to-date national data on IDPs in the country – indeed, the government doesn't officially recognize IDPs because the post-electoral violence is over. The most recent informed estimate – provided by UNHCR in January 2013 – of 412,000 IDPs does not include those displaced by natural disasters, development projects and pastoralist IDPs. Nor does it include any of the estimated 300,000 people who are usually described as "integrated" IDPs. The government of Kenya has yet to enforce the IDP Act, enacted in 2012, and provide comprehensive data on IDPs. The GoK now considers the IDP question settled and that there are no more IDPs in Kenya according to the government. As far as refugees are concerned, national authorities have taken up RSD from UNHCR and now have to implement it.

Uganda

Overall, Uganda has a generous asylum policy, welcoming refugees from neighbouring states. The Government registers, registers and issues civil documents to refugees and decides on asylum applications and appeals with the support of UNHCR. All the IDPs who fled the LRA have now returned home or been reintegrated. However, because of the deteriorating security situation in the eastern part of DR Congo, the country is still home to numerous Congolese refugees who add up to refugees from other countries such as Somalia and Sudan. Uganda has recently signed a tripartite agreement with DR Congo and UNHCR for the return of Congolese refugees.

Central African Republic

For decades, the CAR has been troubled by military coups, rebellions, war and the looting of assets, leading to a deep economic crisis and important waves of displacement. Since December 2012, the CAR has been experiencing political and social instability as well as insecurity, which has exacerbated the already precarious humanitarian situation in the country. Following the seizure of power by force in March 2013, the country has seen the disruption of normal life, human rights violations, and the massive displacement of populations. Today, estimates reach 900,000 IDPs.

South Sudan

As a new nation, South Sudan is building its institutions from the very start, with core administrative structures and mechanisms of political representation beginning to emerge. The Government is still struggling to provide basic services for the majority of the population. Recent inter-ethnic conflicts in parts of the country have caused massive internal and cross-border displacement, with almost 1.3 million IDPs in the country, adding to 250,000 registered refugees within South Sudan as of September 2014 (UNHCR estimates). DRC GLP has no partner CSO in South Sudan.

CONTACTS

Samuel Hall is a research and consulting company based in Asia (Kabul, Afghanistan) and East Africa (Nairobi, Kenya). We specialise in socio-economic surveys, private and public sector studies, and impact assessments for non-governmental and international organisations. Our teams of field practitioners, academic experts and local interviewers have years of experience leading research in Central Asia and East Africa. This has enabled us to acquire a firm grasp of the political and socio-cultural context in the country; design data collection methods and statistical analyses for monitoring, evaluating, and planning sustainable programmes; and to apply cross-disciplinary knowledge in providing integrated solutions for efficient and effective interventions. To find out more, visit samuelhall.org.



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