

Summary of the Evaluation Survey

Canada-Japan Joint Peace-building Learning Project: Field mission to Cambodia

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1. Outline of Evaluation Survey

1-1 Background and Objectives of Evaluation Study

Since the cold war, the number of conflicts between nations has been decreasing, only to be replaced by more and more national and regional political and/or economic, racial, tribal, and religious conflicts. In these domestic conflicts, 80 percent of the victims are noncombatant citizens and children, whereas formerly the victims were mainly military personnel. Recently, conflicts are becoming to be regarded as a massive impediment to the development of developing countries for the following reasons; (a) achievements toward development are readily destroyed by the conflicts; (b) it takes enormous amount of time, effort and money to recover from the damage of the conflicts; (c) the financial resources and energy spent for economical development and the improvement of the local people's living standard are negated by the conflicts.

Because of the dramatic consequences of conflicts, the aid agencies of developed countries started formulating methodology to evaluate ODA's impacts on peace and conflict, in order to put more emphasis on peace-building and to avoid encouraging conflict with their development aid. In September 1999, the Japanese Ministry of Foreign Affairs, Japanese International Cooperation Agency (JICA) and the Canadian International Development Agency (CIDA) held the "Canada-Japan Symposium on Peace-building for Development" in Tokyo, with the cooperation of NGOs and research institutes of the two countries. Following up the symposium, they agreed to continue exploring the following four areas:

- (1) Joint review of peace-building projects by public and private sectors of the two countries.
- (2) On-site workshop on peace-building.
- (3) Human resources exchanges among NGOs of the two countries.
- (4) Utilization of NGOs in Grant assistance for grassroots projects and Community Empowerment Programs.

This evaluation study is to cover the first area. It is aimed at sharing the experiences among the Japanese and Canadian governmental organizations and NGOs, improving the quality of their peace-building projects and strengthening their cooperation.

1-2 The overview of the survey and the positioning of this report

This survey project ("Canada-Japan Joint Peace-building Learning Project") is divided into three phases, as follows:

Phase-1: Preparation meeting in Winnipeg, Canada
(Sep. 2000)

Phase-2: On-site survey in Guatemala
(24 Feb. – 5 Mar. 2001)

This phase took Canadian projects as study cases and applied “Peace and Conflict Impact Assessment (PCIA) methodology”, which the Canadian side was developing at that time, on a trial basis. It revealed the usefulness and the points for improvement for the PCIA method.

Phase-3: On-site survey in Cambodia

(10 – 24 Nov. 2001 / preparation: 3 –9 Nov. 2001)

This phase took Japanese projects as study cases and applied the “Japanese Peace and Conflict Impact Assessment (JPCIA) framework”, which the Japanese side was developing, on a trial basis.

This report focuses on the third phase, regarding the first phase as the stage to set the objectives and the second as the test for the PCIA method.

1-3 The purpose of this survey

The purpose of this survey was set as follows, in the preparation meeting in Winnipeg, Canada in September 2000.

- (1) To let the Japanese and Canadian governmental organizations and NGOs have opportunities to inspect and evaluate their peace-building projects together and exchange the experience each other.
- (2) To apply the PCIA framework as the method for joint evaluation, prove its usefulness and reveal the points for improvement.
- (3) To study collaboration of the two countries in the field of peace-building through the process of a joint review.

1-4 The summary of the previous phase (on-site survey in Guatemala)

As stated before, this report focuses on the third phase (i.e., the on-site survey in Cambodia) among the survey projects as a whole. The on-site survey in Guatemala is not the theme of this paper and only its outline is showed in this section.

(1) Evaluation team

1) The Japanese side

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(2) Achievements

In the on-site survey in Guatemala, the evaluation team took Canadian projects as study cases and conducted site-inspection, review of the experience and feasibility study for the PCIA method. Here are the achievements:

Opportunities to inspect peace-building projects and exchange of experience

Those concerned came to share the importance of paying attention to conflict factors and taking the causal relationship with peace-building into account in the process of planning, implementing and evaluating of ODA projects. Having little experience in projects with the purpose of peace-building, through the site-inspection of Canadian peace-building projects, the Japanese side could learn the method to planning and implementing similar projects.

Usefulness of PCIA method

The PCIA framework, which Canada was formulating at that time, consists of two sections, i.e., Peace-Conflict Analysis at the nation level and that at the project level. The connection of the two levels is complicated and unclear. Hence, there remains difficulty in applying the framework to the management process of a project.

Recommendations for on-site survey in Cambodia

Taking these two points into account, the evaluation team recommended the following

points:

- The analysis at the national level and that at the project level must be linked.
- In the analysis of a project, its implementing organizations, local NGOs and the beneficiaries should be involved.

2. The Methodology for on-site survey in Cambodia

Hereinafter, this report focuses only on the on-site survey in Cambodia.

2-1 The viewpoint

The evaluation team evaluated the study cases using the JPCIA (Peace and Conflict Impact Assessment) framework. It also examined the feasibility of the framework itself.

2-2 The methodology

(1) The study cases

Program			
	Project	ODA scheme	Term
(1) Program for Rural Development			
	Tripartite Cooperation	Dispatch of Experts Japanese Human Resources Development Fund	2001 - '03
(2) Program for Supporting Legal and Judicial Reform			
	Project on the formulation of key government policies on the legal and judicial system Project on Legal Support for the Bar Association in the Kingdom of Cambodia	Support to formulate Key Government Policies Small-scale Partnership Program	1997 -2001
(3) Program for Public Security Improvement			
		Dispatch of Experts Acceptance of Technical Training Participants in Japan	1994 -2001
(4) Program for strengthening CMAC functions			
	The Project for Improvement Equipment for Demining Activities	Grant aid Dispatch of Experts Acceptance of Technical Training Participants in Japan	1998 - '99
(5) Program for Improvement of Electric power Generation and Transmission System			
	The Master Plan Study on Rehabilitation and Reconstruction of Electricity Supply in Phnom and Siem Riap Project for the Rehabilitation and Reconstruction of Electricity Supply in Phnom Pehn Electricity Sector Planning	Development Study Grant aid Dispatch of Long Term Experts	1992 - '93 1993 - '94 2000 - '02

Program			
	Project	ODA scheme	Term
(6) Program for Improvement of Comprehensive National Transportation System			
	Project for the Restoration of Chory Chamgwar Bridge Road and Bridge Planning	Grant aid Dispatch of Long Term Experts	1992 – '94 1998 -2000
(7) Program for National Tuberculosis Control			
	National Tuberculosis Control Project Tuberculosis Control	Project-type Technical Cooperation Dispatch of Long Term Experts	1994 -2004 1995 – '96
(8) Program for Supporting People with Disabilities (including mine victims)			
	Model Health and Social Service Centers Advisor for Social Welfare Administration	Community Empowerment Program Dispatch of Long Term Experts	1999 -2001 2001
(9) Program for discharged soldiers			
	Social Rehabilitation Support for Discharged Soldiers Project (operated by Interband <Japanese NGO>)		2000 – '01
(10) Human Right			
	Human Right Education Program (operated by ADHOC <local NGO>) Cambodia Journalists' Training Project (operated by IMPACS <Canadian NGO supported by CIDA>)		1999 - 2000

(2) The evaluation team

1) The Japanese side

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Dr. Paul George, CIDA Peace-building Consultant

(3) Data collection

The evaluation team collected data for this phase (on-site survey in Cambodia) in the following way:

- 1) The team reviewed, organized and analyzed the report on the study cases, such as reports for activity and evaluation.
- 2) The team conducted interviews with those concerned to the study cases, focusing on conflict analysis and what they had paid attention to during the project implementation. The points obtained were judged whether they were relevant to peace-building.
- 3) The team obtained data from the dispatched experts and other aid agencies at the project sites

2-3 The outline of JPCIA

(1) Outline

JPCIA is a framework to analyze and evaluate the impacts and effects of each project on the country's peace and conflicts. It is aimed at involving the view of peace-building to avoid conflicts and supporting peace-building in the process of project formation. It can also be utilized in the monitoring and evaluation (mid-term/ex-post) of projects to measure their impacts on peace-building. The JPCIA flowchart is shown on the next page.

(2) The use of JPCIA

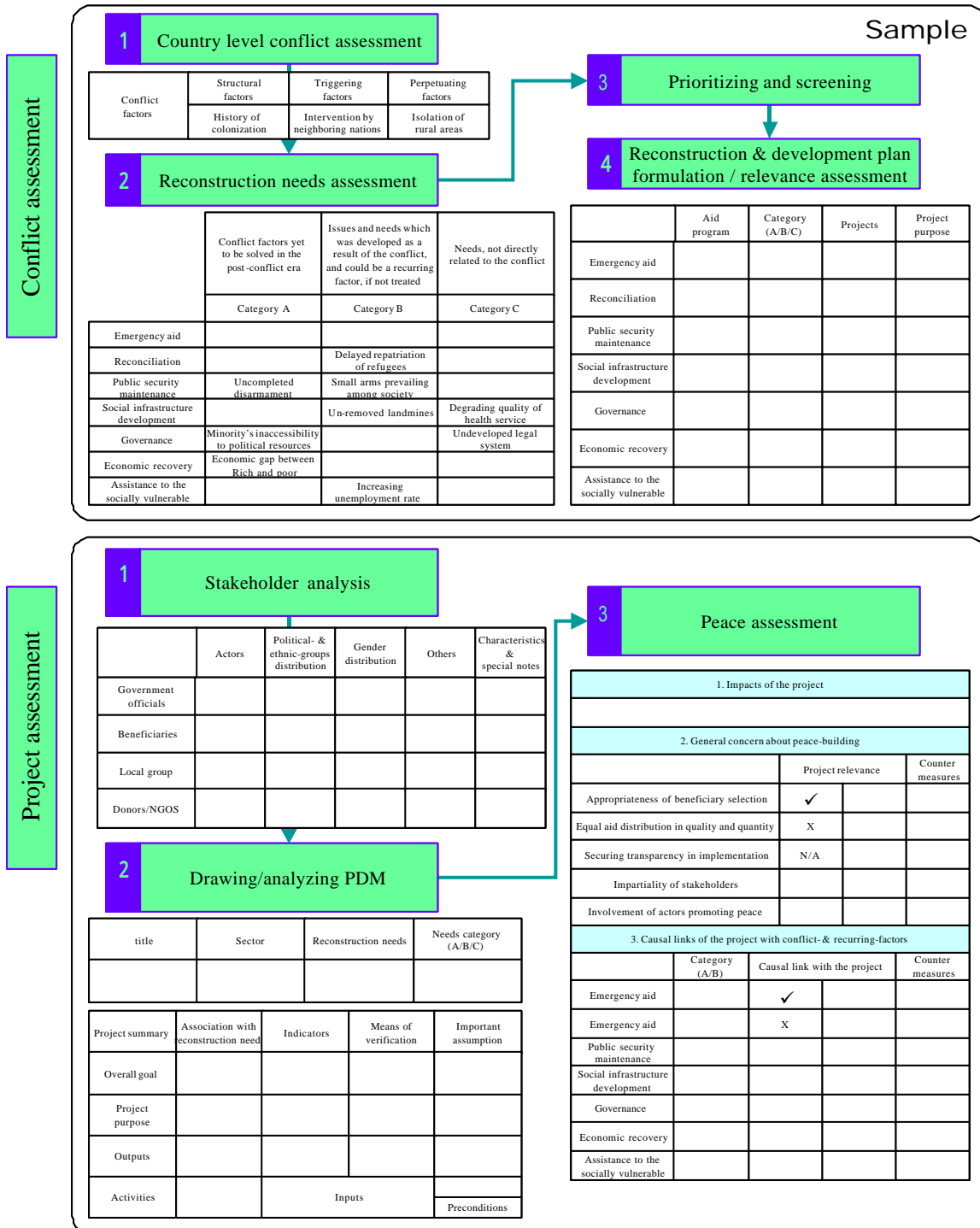
JPCIA consists of two sections; i.e., 'Conflict Assessment' and 'Project Assessment (Peace Assessment)'.

In the planning phase of a project, the 'Conflict Assessment' section functions to reveal conflict factors and reconstruction needs and to form a reconstruction and development plan at the country

level. On this basis, the 'Project Assessment' section forms the outline of the project and confirms its concern with conflict and peace-building, and if necessary, devises a countermeasure.

In monitoring or evaluation, the 'Conflict Assessment' section evaluates the relevance of the activity plan at the country level. The 'Project Assessment' section analyzes the association of the project with conflict and takes steps to address the situation.

JPCIA Framework



3. The result of on-site survey in Cambodia

Taking on-going or finished projects as study cases, this survey looked at their status at the time and conducted conflict assessment and project assessment.

3-1 Conflict assessment

In the conflict assessment section, the evaluation team analyzed the conflict factors and reconstruction needs at the country level. It also clarified the relationship between reconstruction needs and the JICA projects.

At the sub-section of 'Country level conflict assessment', JPCIA expects evaluators to reveal conflict factors and segments in three categories; i.e., 'structural Factors', 'Triggering Factors' and 'Perpetuating Factors'. As the result of the on-site survey, the evaluation team found new items; e.g., 'undeveloped middle class' as a structural factor and 'Infiltration of Communism (Khmer Rouge) in Cambodia' as a triggering factor. It also concretized some items: e.g., a perpetuating factor 'frustration of people over the regime' was changed to 'Difficulty of Cambodian citizens' participation in elite politics'.

The reconstruction needs was also divided into three categories; 'unsolved root causes of conflict', 'emerging causes that may cause conflict to recur if not dealt with' and 'issues not directly related to the causes of the conflict or recurrence, but recognized as reconstruction needs'. In all, 32 needs were revealed.

The evaluation team examined the association of JICA projects in the past with these reconstruction needs and confirmed the consistency. The projects are proved to be highly relevant to the economic recovery and social-infrastructure development, in particular. On the other hand, it came to light that JICA had not covered some of the needs as much as others. For instance, the governance was the field it had hardly tackled.

3-2 Project assessment (Peace assessment)

The evaluation team examined the 10 programs, conducting the stakeholder analysis, PDM assessment and peace assessment, on the basis of the conflict assessment described in the previous section. The assessment was conducted on new items revealed in the conflict assessment section, as well as general peace-building items, such as 'impartiality of stakeholder' and 'involvement of actors promoting peace'.

Four (number (1)(5)(8)(9) on pages 6-7) of the ten programs put positive impact on 'Economic gap between rich and poor', and six (number (2)(3)(4)(5)(7)(9) on pages 6-7) on 'obstacles against economic development'. It must be noted that the team could not implement sufficient interviews and analysis, because of the time constraints. In order to nail down the trend and draw lessons, more precise research and analysis are necessary.

4. The conclusion

4-1 The impact of reconstruction assistance on peace-building

The eight JICA programs, which were taken as study cases, do not have peace-building as their project purpose, as it is quite a new idea. However, the project's set purpose and/or overall goal are eventually consistent with the reconstruction needs. Hence, it seems to be possible to evaluate a project's impact on peace-building, even it does not formally have peace-building as a project purpose. It should be noted that it takes time for a project to have an impact on peace-building. In case of the eight JICA programs, the significance of the impact differed as some of them were under implementation and others had been finished some years before the survey. It is also important to recognize that Japan is not the only donor for a developing country. In the case of Cambodia, some other countries had been providing support and it is very difficult to mark out the effect caused by Japanese ODA.

4-2 The usefulness of JPCIA

(1) Conflict assessment

JPCIA is distinctive as it focuses on development for recovery as well as conflict preservation. Its 'reconstruction needs assessment' can identify not only the conflict factors but also recurring factors which emerged after the conflict and needs for development. Its 'conflict assessment' is useful in formulating and revising the Country program..

(2) Project assessment

The 'project assessment' consists of three stages; i.e., 'stakeholder analysis', 'PDM drawing/analysis' and 'peace assessment'. Each of these was evaluated positively. 'Stakeholder analysis' is useful to grasp the actors, their interactions and power politics, comprehensively. 'PDM drawing/analysis' is useful to understand the whole picture of the project and the association between its activities, outputs and project purpose.

5. Recommendations

5-1 Recommendations for peace-building

(1) The necessity of phasing on the changing reconstruction needs

Reports on peace-building and conflict preservation tend to focus on extracting a key area. According to this survey result, key area changes from one to another as reconstruction needs in each stage of recovery. It is important to grasp the alternation of key areas on a time-series, as well as that in the field of cooperation.

(2) The points to consider in implementing a peace-building project

Post-conflict countries tend to lack (a) human resources, (b) development funds and (c) organizational ability in coordination. In these countries, donor countries need to make different efforts from the case of other developing countries. As for (b), donors should consider mid- or long-term support, rather than achieving sustainability within the project period.

As for (c), in post-conflict countries with poor governance, donors may have to shoulder some of the recipient countries' tasks. When there are some donors, for instance, in infrastructure building the recipient country should unify the specification in infrastructures, and in development of a legal system, it must harmonize the law bills to each other. In post-conflict countries, donor countries may have to discuss these issues and implement coordination.

(3) Human resources development

Post-conflict countries always lack of human resources and ODA cooperation must coincide with its development. Any project can contribute to it, even if it is not aimed at human resources development. For instance, in the case of a grand aid for infrastructure building, given its long construction period and employment of local workers, the donor can transfer techniques from the construction firms to the workers. Donors should consider projects with human resources development as the main purpose, such as establishment of a job-training center.

(4) Mutually complementary relationship with NGOs

ODA projects tend to take a top-down approach, whereas NGOs work with local people and take a bottom-up approach. In the geographical aspect, the former focuses on urban areas with well-maintained public peace, but the latter sometimes expands their activities in areas with poor security. For peace-building, both of these approaches are necessary and ODA and NGO activities should complement each other. Being linked organically, they can be highly effective.

5-2 Recommendations for JPCIA framework

(1) When employing JPCIA, it is necessary to define and limit the range of 'peace-building' in

advance. In this learning project, the Canadian side had interpreted it as conflict preservation, whereas the Japanese side had regarded it as a broader idea. By unifying the definition in advance, this survey and the development of JPCIA method could have been more productive.

- (2) JPCIA can be applied any time during the project period, because peace-building is not a purpose but a process. In order to evaluate a project's impact properly, however, it is important to grasp where on the peace-building process the project is located.
- (3) As the influence of a conflict and social situation changes over time, reconstruction needs changes. Hence, the analytical result with the JPCIA method should be reviewed continuously. Although the evaluation team applied a set of reconstruction needs to projects implemented in various periods after the conflict, it was not proper. When evaluating a project in the past, the needs at the time of the project implementation must be applied.
- (4) JICA should review the JPCIA framework for use in countries before conflict in order to prevent occurrence. Theoretically, it is possible, as the 'country assessment' can reveal the possible conflict factors, to determine what donors should take countermeasures.
- (5) In comprehensive analysis on the JPCIA framework, literature review, interviews and on-site survey are necessary steps. On the other hand, a donor may have to conduct an analysis only with information obtainable in its country and form an interim plan, because of constraints of time or security. JICA needs to develop an easy-to-use JPCIA method.
- (6) In the on-site survey, it is important to have sufficient opportunities to interview local people and beneficiaries and reflect the information in the analysis. It is also significant to let them express frank opinions. The application of the Canadian PCIA framework contributes to peace-building by itself, and it is ideal if the JPCIA method can have the same effect. It may be achieved with taking the points made by the local people into consideration.
- (7) JPCIA can be utilized more effectively with the CIDA's 'Field Guide and Data Collection Booklet', which is a guide to analytical methods that also provides checklists.
- (8) It is important to make it clear how to utilize evaluation results, i.e., how to feed back what to whom. As it takes a massive amount of time and effort to conduct all of the analyses in the JPCIA framework, which often requires cross-sectional assessment, evaluators may have to focus on a certain field. The clearer the usage of the result is, the easier it is for the evaluator to limit tasks. Moreover, in a section which requires ample experience, such as 'general concerns about peace-building', the recommendations can be more useful, as the usage of the result is clear.