

EVALUATION REPORTS

## The German Civil Peace Service

Synthesis Report, Volume III:  
Methodological Report, Inception Report, Terms of Reference





## **The German Civil Peace Service**

### Synthesis Report

Volume III: Methodological Report, Inception Report, Terms of Reference

Centre on Conflict, Development and Peacebuilding (CCDP)  
Graduate Institute of International and Development Studies, Geneva

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# **Methodological Report**

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# 1. Overall evaluation design

The main purpose of this evaluation was **learning and accountability**. To satisfy these two objectives, the evaluation was conducted in such a way that it triggered a broad learning process, while at the same time producing results for accountability purposes. The evaluation took place in Germany and in eight selected country case studies (see below).

The evaluation applied a **utilisation-focused** and a **real world evaluation** approach. The objective of a utilisation-focused approach (Patton 1997) is to design the evaluation process and present evaluation results in such a way that they can provide a solid base for use after the evaluation. The purpose of a real-world evaluation approach (Bamberger et al. 2006) is to acknowledge that this evaluation – like most evaluations – took place under data, time and budget constraints as well as in a particular political context, which all had to be reflected within the process, communication and the methodological approach.

Hence, we designed and implemented an **evaluation framework** that allowed for a systematic comparison of data across cases (please refer to details under evaluation criteria) also reflecting stakeholders' needs and aforementioned constraints. We built on the draft OECD-DAC Guidance on Evaluating Conflict Prevention and Peacebuilding Interventions (2008) and introduced a combination of four evaluation approaches: results-based; outcome-oriented; theory/research-based and process-oriented (see more details in chapter 3.2.1).

The following **countries** were jointly selected by all stakeholders based on a set of selection criteria (see chapter 5): Burundi, Cambodia, Colombia, Guatemala, Israel/Palestine<sup>1</sup>, Niger, Serbia, and Uganda.

All case studies provided a **context analysis** with historical, political, economic and socio-cultural developments; an analysis of potential, current or past armed conflicts and peacebuilding processes and needs; a civil society analysis; a description of the German development portfolio and German actors' involvement in these countries as well as a description of CPS activities in the country. Thereafter all case studies addressed the **same evaluation questions** (see list of questions for pilot case studies in chapter 4 of this annex). These criteria and questions for the CPS evaluation were defined by involved stakeholders in the Terms of Reference (TOR) of March 12, 2009. In the 2009 Inception Report, these evaluation questions were fine-tuned and methodologies presented as to how to answer them, taking into consideration the following components:

- The questions contained in the TOR (some of them were re-formulated or re-focused after the consultation process in Germany);
- Consultations with the main CPS stakeholders in Germany: during the consultation process, priorities and needs of the involved stakeholders became clearer, thus allowing for a more focused formulation of the evaluation questions;
- Standards in evaluation research (Bamberger et al.2006; Patton 1997; Rossi et al. 1999; Bortz/Döring 2003);

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<sup>1</sup> The BMZ normally uses the term "Palestinian Territories".

- Guidance and experiences in peacebuilding evaluation (OECD-DAC 2008; Paffenholz/Reychler 2007; Church 2008);
- Ideas for monitoring and evaluation of expert deployment ('Mehrwert Mensch' 2008; Quack 2009);
- Evidence-based research knowledge on civil society peacebuilding (Anderson/Olson 2003; Davies 2004 and 2006; Orjuela 2004, Pouligny 2005; Paffenholz 2009 and 2010).

However, it was not possible to judge a priori whether (and how in detail) all evaluation questions could be assessed because the programme documents for the selected case studies were only provided after the Inception Report was finalised. This was due to the fact that the selection of cases went hand in hand with the development of the evaluation design. Hence, we had to test in an exploratory way which of the originally designed evaluation approaches and methodologies (see above and below) were useful in the light of available data.

One case study was chosen as a pilot (Uganda) that was conducted prior to all other case studies.<sup>2</sup> On the basis of the pilot the evaluation questions were once again subject to fine-tuning (see chapter 5 with a list of all questions). A few questions in the Inception Report and the TOR were not suitable to be answered in the single case studies as they were either addressed to the level of CPS programme in Germany or overall conclusions. Hence, they do not appear in the list of questions addressed in the case studies. However, all evaluation questions in the TOR, the Inception Report and the case studies are addressed in the Synthesis Report. A detailed list is provided in chapter 4 of this report describing which questions have been addressed in which chapter of the evaluation synthesis report.

In the case studies, short questionnaires operating with leading questions were used during interviews, group discussions and meetings (see chapter 7). The different data sets received allowed for triangulation of data within various dimensions of the evaluation: Data from CPS core concepts (Framework 1999, Standards 2005, 2008), CPS programmes in the eight countries (funding requests, various reports, self-evaluations by the CPS executing agencies and partner organisations) as well as from the 2002 CPS evaluation were available. Moreover, interviews and group discussions were conducted with the main CPS stakeholders in Germany, CPS experts, CPS coordinators, other German development actors, partner organisations, as well as beneficiaries and wider stakeholders (see list of people interviewed and met in the annex of the Inception Report as well as in the annexes of the eight case study reports), and the results from evidence-based research on the role of civil society in peacebuilding.

The evaluation process was designed to fulfil the needs of the evaluation. Hence, learning took up a great deal:

Evaluation is a learning opportunity that gives the involved stakeholders a chance to take time to reflect upon their work both through self-reflection as well as through feedback from and exchange with the external evaluation team(s). This is particularly important within peacebuilding as the instrument of evaluation is often not sufficiently integrated into the

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<sup>2</sup> To conduct the pilot was only decided at a later stage. Hence, the time to assess the pilot was not integrated into the evaluation time table. This caused many problems, as discussed in the constraints section of main report.

operating processes of peace organisations (OECD/DAC 2008). For this reason, a **self-evaluation** process took place prior to the external evaluation in the selected country case studies as well as in Germany involving the CPS executing agencies from headquarters and the field, the CPS secretariat, the BMZ division for peace and security as well as local CPS experts, CPS coordinators and partner organisations. Most CPS executing agencies conducted the self-evaluation in form of a workshop and their feedback regarding the exercise was overwhelmingly positive. Moreover, we conducted **in-country evaluation workshops** in each of the eight countries as part of this learning process. Again, stakeholders' feedback was positive. Workshops served the learning purpose next to creating transparency about the evaluation process and results. We also added one more **meeting of all CPS stakeholders in Germany** to discuss preliminary evaluation results.

## 2. Evaluation process

The main evaluation process consisted of the following elements:

**During the inception phase**, the evaluation team clarified needs and expectations of involved actors. This was jointly done with the commissioning agency, the BMZ's evaluation division and involved CPS stakeholders (BMZ division for peace and security, BMZ country desks, CPS executing agencies, CPS secretariat). Moreover, an assessment of the CPS's national and international context was conducted with the help of internet research, telephone and on-site interviews, as well as newspaper articles. Furthermore, an external advisory group was set up by CCDP comprised of a number of representatives from Swiss and international agencies also working with expert deployment. The task of the group was to advise CCDP on specific aspects of expert deployment in development and peacebuilding during the inception phase. (Results and names of group members of that assessment are presented in the Inception Report and also informed chapter 2 of the main Synthesis Report.)

In addition, we conducted an assessment of the core CPS documents to decide on the evaluability and selection criteria for CPS programmes in the eight countries to be evaluated.<sup>3</sup> This information enabled the team to specify evaluation questions and methodologies and resulted in writing of a draft Inception Report. However, not all evaluability issues could be clarified at this point in time because the country case studies were selected parallel to fine-tuning of evaluation questions. Hence, the evaluation team had not yet received the documents for the country programmes at this stage. The draft Inception Report was thereafter subject to written comments and a joint discussion with the above mentioned key CPS stakeholders in early September 2009 in Bonn.

**The self-evaluation phase** took place from the end of September until mid-November 2009. Subject of this process was the work of headquarters and field offices of the CPS executing agencies, the BMZ division for peace and security, the CPS secretariat, CPS coordinators, CPS experts as well as partner organisations in eight countries (pending on the availability of former CPS experts and partners from closed projects). CPS stakeholders answered a set of questions, thereby applying all kinds of suitable methods, e.g. strength and weakness analysis during workshops, open discussions during meetings, collection of narratives, etc. At the

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<sup>3</sup> Please note that some of the selection criteria were already stated in the TOR, while others were added during this process and lead to a proposal by CCDP, see Inception Report (part 2 of this volume 2 of the Synthesis Report).

end of this phase, each CPS executing organisation presented a self-evaluation report comprised of self-evaluations at headquarters and in-country evaluations. All self-evaluation reports were treated as confidential information and will not be shared outside the evaluation team.

A preparatory phase for **external country case studies** followed. International and local evaluators were selected and their CVs sent to the BMZ evaluation division prior to contracting arrangements. Contacts with CPS coordinators in-country were established and programme documents analysed. The objective of this phase was to clarify what kinds of activities were to be subject to the evaluation in each country and to prepare for the evaluation missions.

**In-country missions** were conducted between December 2009 and February 2010 depending on country contexts and availability of involved actors. The following process design was applied for all in-country case studies: context analysis including civil society analysis, briefing workshops at the beginning of missions; de-briefing workshops at the end of missions; project visits; workshops; interviews with project staff including CPS experts, the German Embassies, other agencies, the wider peacebuilding community as well as beneficiaries; additional methods to collect data were used depending on the situation in different countries such as public perception reports or other information sources; debriefing notes shortly after return of mission teams; draft country case study reports were written for each of the eight countries.

**Quality control and commenting:** An intensive quality control process by CCDP and the BMZ evaluation division took place prior to and after circulating case study reports for comments to the CPS stakeholders, who then gave comments that were addressed and/or integrated into final draft reports that were again subject to final corrections by CPS stakeholders prior to editing, translation and layouting. Response grids were filled in by the evaluators to allow stakeholders to see how the evaluation teams had dealt with their comments.

During the **synthesis phase**, a comparative analysis of the country case studies took place, taking also into account the assessment of the CPS in Germany. Thereafter, preliminary results were presented and discussed with CPS stakeholders in Bonn on 30 June 2010, followed by the drafting of the Synthesis Report that was also subject to quality control by internal CCDP experts (see Inception Report), one external expert (Christoph Spurk from the University of Zurich, author and co-author of various civil society peacebuilding publications as well as expert in evaluation) as well as by the BMZ evaluation division and the division for peace and security. A ZERO draft report was submitted to the BMZ divisions for evaluation and peace and security on 30 July 2010 and was commented on by the two BMZ divisions as well as by the aforementioned CCDP internal and external quality control. The revised first draft was sent to the BMZ evaluation division on 30 August 2010 for circulation to the CPS's main stakeholders for comments. The first Draft Synthesis Report was subject to discussion at a meeting in Bonn on 28 September with all relevant stakeholders. They sent written comments thereafter and the final draft was submitted to the BMZ evaluation division on 31 October 2010 including a response grid allowing stakeholders to see how the evaluation team dealt with their comments. The report was thereafter subject of quality control, corrections and editing. Summary versions of the English and German synthesis reports were published on the BMZ website in 2011.

### **3. Evaluation criteria and methodology**

#### **3.1 Relevance**

The evaluation of relevance for all case studies is based on different methodologies pending on the particular relevance question.

##### **3.1.1 Assessing peacebuilding relevance of CPS programmes/projects**

The assessment of relevance of CPS programmes and projects for countries' peacebuilding needs is based on an assessment that compares the main activity lines implemented by CPS programmes in each of the eight case studies with the peacebuilding needs in these countries. This is based on an adapted version of the peacebuilding relevance assessment methodology as introduced by Paffenholz/Reychler (2007), which suggests assessing peacebuilding relevance by comparing activities with peacebuilding needs. This classifies activities as of 'high', 'medium', 'low' or 'no relevance'. The assessment is based on a qualitative context analysis followed by a quantitative assessment of the CPS's main activity lines against countries' peacebuilding needs. Subsequent to the pilot case study for this evaluation, it was jointly decided by CCDP and the BMZ's evaluation division to only assess relevance in general, i.e. activities should be assessed as either relevant or not relevant. This adaptation led to the following assessment criteria: 'Activities under CPS programmes are relevant for peacebuilding if any of the analysed countries' peacebuilding needs are addressed'.

However, during the synthesis phase we realised that a more in-depth assessment of relevance was also required. Hence, we conducted the aforementioned general assessment followed by a more in-depth analysis, i.e. a qualitative analysis of what CPS actors have done and could have done to enhance or enlarge the relevance of CPS activities.

##### **3.1.2 Assessing the CPS's ability to adapt to changing conflict situations**

In the relevance chapter (both for the case study reports as well as the Synthesis Report) we also assessed how CPS programmes and projects adapted to changing contexts. We conducted

- a qualitative assessment of the CPS executing agencies' and partners' conflict analysis and conflict monitoring (existence of such analysis and monitoring as well as their quality);
- mechanisms or procedures to adapt projects and programmes to changing situations and;
- a comparison of the development of the conflict situation since the beginning of the CPS programmes (based on context and conflict analysis in the case studies) and the reactions of programmes/projects to changes in the conflict setting.

### **3.1.3 Assessing relevance of CPS expert deployment**

We assessed the relevance of CPS expert deployment against partners' needs to achieve their goals better with the support of CPS experts or else, whether alternative ways of expert deployment as well as other cooperation modalities have been or could have been more relevant. A three step approach was applied:

- first, an analysis of how CPS expert deployment worked in terms of general deployment modalities;
- second, an assessment of partners' needs to enable or improve their peacebuilding work;
- third, an assessment of adequate responses to these needs as a means to find out whether CPS expert deployment in its current form was the only or most relevant answer to address these needs.

The first step was conducted by triangulating information from CPS core documents, project reports, self-evaluations, interviews with partners, CPS experts and coordinators. The second step, the needs assessment, was challenging due to the absence of baseline studies on partners' needs. Therefore, we worked with triangulation of information from funding requests, self-evaluations, and interviews. However, due to the general difficulty of interviewees in 'recalling' the past (see Bamberger 2006; Bortz/Döring 2006), partners often focused on their more recent or current needs (see more on how the evaluation dealt with missing data in chapter 3.2.1). For the third step we assessed a) how CPS partners fulfilled (or wished to fulfil) their needs without the CPS, i.e. when they work with other donors on similar projects or what other proposals they made for fulfilling these needs; and b) how they actually assessed the relevance of the CPS expert support. This information was then triangulated with results from interviews with CPS experts and coordinators as well as with information from general knowledge in development and peacebuilding about addressing particular needs (e.g. management skills training for improving management procedures and structures).

### **3.1.4 Assessing CPS partners' relevance**

We assessed the relevance of CPS partners against their peacebuilding potential in their context. We first identified the types of partners the CPS worked with, second, their peacebuilding potential on the basis of their reach and influence on their constituencies and the relevance of the topics they addressed as compared to the countries' peacebuilding needs (see above). This was mainly done with the help of a) a civil society analysis in each case study; b) partner descriptions; c) interviews with the wider peacebuilding community; d) interviews with the CPS stakeholder community including other German institutions as well as beneficiaries and e) CPS experts and coordinators; f) using the aforementioned peacebuilding needs assessment (see above).

### **3.1.5 Assessing the CPS's correspondence with its core concepts**

CPS core documents are the CPS framework (*Rahmenkonzept*) of 1999 and the Standards of 2008 (*Standards für den ZFD*). We assessed the correspondence of the CPS with these

two concepts on the basis of an analysis of the degree of implementation of the documents' main issues.

## **3.2 Effectiveness**

### **3.2.1 Assessing effectiveness under data and time constraints**

Effectiveness assesses the extent to which the interventions' objectives were achieved. For an evaluation in the context of peacebuilding, this means assessing what short- and medium-term, intended and unintended changes have occurred in the peacebuilding context due to the intervention (see OECD-DAC 2008). Such assessment requires a number of preconditions to be in place. These are mainly clear and measurable objectives; programme theories that explain the logic of the intervention; baseline studies prior to the intervention that provide analysis of issues and of the beneficiaries the intervention aims to influence; and indicators to measure change for monitoring and later evaluation use. However, many evaluations are challenged by lack of some of the above listed preconditions because of insufficient monitoring of the interventions evaluated. Peacebuilding evaluations are faced with most of the above mentioned data gaps as evaluation and management for results is a very new concept in the peacebuilding field. Hence, the OECD-DAC developed guidance particularly for peacebuilding evaluations (OECD-DAC 2008). This guidance results from joint efforts of its evaluation and conflict prevention/peacebuilding networks accompanied by a group of external experts<sup>4</sup>

The World Bank's guide on evaluation under time and data constraints (which is a condensed version of Bamberger et al. 2006' book)<sup>5</sup> is referred to by the aforementioned OECD-DAC 2008 evaluation guidance for methods on how to deal with these constraints. The main ones are reconstructing baselines and theories of change (programme/project theories) with the help of secondary data from programmes/projects, national statistics like national household survey and recall of the past by interviewing the main evaluation stakeholders including beneficiaries. This is meant to capture their narratives of the situation prior to, during and after the intervention. Bamberger et al. list a number of constraints when applying methods to compensate for missing data. These include the problems of stakeholders' bias when it comes to recalling the past. However, Bamberger et al. do not discuss the evaluation of activities in complex conflict context where national authorities are often not (properly) functioning any more as a consequence of armed conflict. Due to this fact, there are hardly any national statistics or surveys available that evaluations can build on. Moreover, many peacebuilding interventions, and the same is true for the CPS, aim at influencing behaviours of people by changing their thinking and attitudes towards a culture of peace. Regularly conducted public perception surveys would need to be in existence as a basis for an adequate assessment of changes or else, interventions need to establish monitoring systems that allow for such monitoring of changes in the immediate intervention's context. For example, socialisation or social cohesion projects (see figure 2) would need to work with baselines and control groups to monitor whether changes have occurred by participating actors as compared to other population groups. Usually, neither regular public perception surveys nor adequate monitoring for interventions are in place. Furthermore,

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<sup>4</sup> The team leader for this evaluation took part in this expert group.

<sup>5</sup> We used Bamberger et al for this evaluation. Hence, the World Bank Guide is not listed in the bibliography. Bamberger is also the author of the World Bank Guide.

conflict and post-conflict situations are characterised by people's broken down trust, fears and political bias so that conducting interviews with project partners and mostly with beneficiaries becomes even more difficult (see OECD-DAC 2008).

In addition to the above-mentioned methods to compensate for missing data, the OECD-DAC guidance proposes to conduct conflict analysis as a means to assess the context prior, during and after the intervention as well as a conflict-sensitive handling of interviews. However, it also states clearly that all these methods **cannot fully compensate for missing data**.

In light of this discussion we introduced the following approaches and methods to try to compensate for missing data:

Overall, we planned to work with a combination of four evaluation approaches: Results-based, outcome-oriented, theory/research-based and process-oriented. In using the results-based approach it was planned to assess intended changes along existing results chains and indicators (see Inception Report as well as OECD-DAC Guidance 2008 annex 7). The additional use of an outcome-oriented approach independently of the results-based approach was planned to assess the perceived changes (intended and unintended) with stakeholders' narratives. The use of a process-oriented approach was added to assess what kinds of processes have been initiated in order to achieve outcomes. With the theory/research-based approach it was planned to assess what kinds of change can an intervention achieve under which conditions along a set of criteria as developed from current state of the art research in peacebuilding from similar types of interventions. We also planned for a conflict, peace process and peacebuilding needs analysis as well as an analysis of civil societies in the case studies.

Due to the fact that the case studies were only selected after the evaluation design was presented in the Inception Report, we only received programme/project data thereafter. Hence, we had to test in an exploratory way which of the originally designed evaluation approaches (see above) were useful in the light of available data. As a result, the results-based approach only worked for one programme out of eight; the process-oriented approach proved to be less important and aspects of it were integrated into the outcome-oriented approach. However, the combination of the outcome-oriented and the research-based approach worked well (see below under different outcome levels). We applied the following methods (more methods and detail below in the next chapters).

- Analysis of CPS programme and project data to understand what gaps exactly exist for which programmes (this is explained in the following chapters);
- Context, conflict, peace process, civil society and peacebuilding needs analysis;
- Reconstruction of baselines and theories of change;
- Work with recall of the past in analysing stakeholders' narratives and perceptions of the interventions;
- Analysis of project reports and other results documents, lessons learned studies or internal evaluation documents of single projects;
- Analysis of self-evaluation reports of the CPS executing agencies at headquarters and in the eight countries under evaluation;
- Use of surveys in one case (Cambodia);



- Application of evidence-based research results in form of check lists for effectiveness success factors for different types of civil society peacebuilding interventions (see list below in chapter 3.2.5);
- Work with outcome plausibility based on both theory/research evidence as well as an assumed continuation of the existing results chains;
- Assessment of CPS good practice examples for identifying factors contributing to effectiveness (independently from those of research).

### **3.2.2 Theories of change**

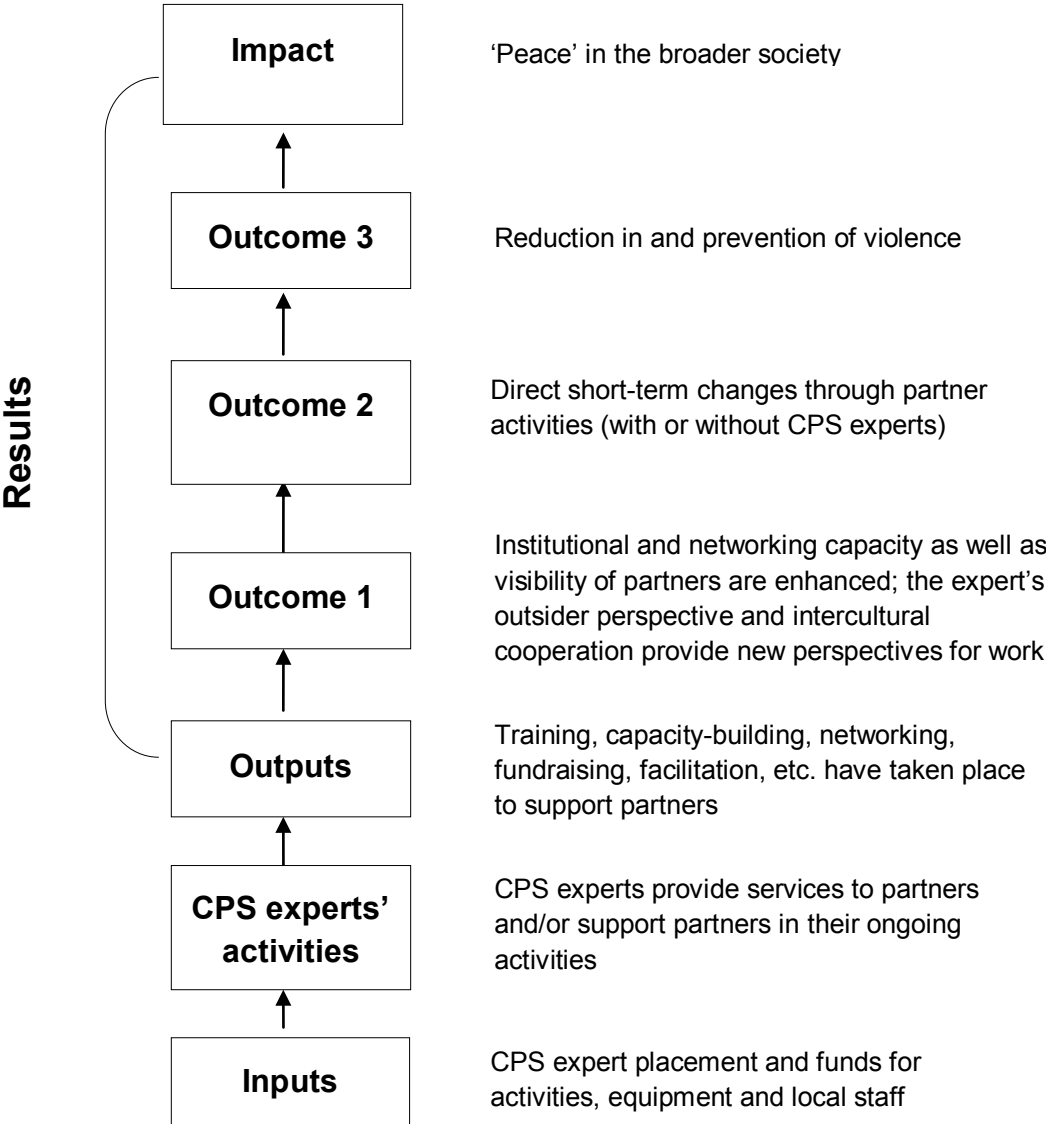
The evaluation of effectiveness is based on the analysis of theories of change and the way these are translated into programming. However, only in one country (current DED-CPS Cambodia programme) theories of change were explicitly formulated and translated into results chains for the overall programmes and projects. Therefore, we had to reconstruct the overall CPS intervention logic for all other programmes. An aggregated results chain for CPS country programmes is shown in figure 1 below. The reconstruction of theories of change for programmes and projects was done on the basis of funding requests, country strategies (if in existence), interviews and inputs from workshops during field missions. The theory of change for CPS experts' contributions was reconstructed from theories of change as formulated in the CPS 2008 Standards and interviews with CPS coordinators, CPS experts and partners. This was necessary as there was no single funding request in which CPS experts were part of the results chain. A summary of aggregated main theories of change for project activities is presented in chapter 3.2.1 of the main report (Volume I of the Synthesis Report). These theories of change were in suit subject to comparison with current international theory and evidence-based research in order to assess whether these theories are compliant with current research (see chapters 2.1 and 3.2.1 of main report).

Thereafter, we analysed how these theories of change were translated into programming by comparing the envisioned planning along the theories with the actual implementation.

### **3.2.3 Introducing different outcome levels**

In the Inception Report we introduced two outcome levels; one regarding effects of CPS experts' work in the partner organisations and one regarding effects/changes in CPS or partners' projects. The CPS, in its 2008 Standards, presents two outcome levels. However, during the pilot case study evaluation we realised that this is not sufficiently reflecting the CPS's conception. Consequently, we introduced three outcome levels (see figure 1 below).

**Figure 1: The CPS’s overall aggregated programme results chain**



**3.2.4 Outcome 1**

We evaluated CPS experts' contributions to achieving desired processes of change within partner organisations as well as factors limiting their effectiveness. In the absence of baseline studies for partners' needs prior to the CPS expert assignments we used an outcome-oriented approach based on the main project stakeholders' perceptions of change as expressed in interviews, self-evaluations and project reports.

**3.2.5 Outcome 2**

In each case study we evaluated what changes partners had achieved or possibly could have achieved through project activities with or without the help of CPS experts applying the

different evaluation approaches as introduced in chapter 3.2.1 above. The evaluation of the CPS's effectiveness on outcome 2 level was challenging because this evaluation undertook an assessment of the instrument of the CPS and did not conduct an in-depth assessment of single projects. Moreover, we only evaluated eight out of 50 countries with CPS engagement. In addition, the evaluation was challenged by data constraints as elaborated in chapter 3.2.1. Furthermore, there were no clear results like 'this amount of projects was not effective' and 'another amount of project was effective'. However, the results of the case studies are quite clear in providing trends and conditions under which certain types of CPS activities were effective or not, because most projects had effective and less effective elements. These results allowed a more detailed analysis of effectiveness conditions for the CPS that could serve the CPS in future to strengthen effectiveness. We therefore analysed these conditions across cases as presented in chapter 3.2.4 in the main report. As a means to enrich the above assessment of effectiveness, we additionally introduced an assessment of the CPS's project effectiveness against internationally known research results (outcome plausibility, see below). This type of assessment allowed for a quantitative assessment of the evaluated projects and their likelihood of effectiveness as compared to a set of criteria developed from evidence-based research. The combination of the two methods allowed coming to conclusions for the CPS's overall effectiveness results and potential.

We applied the following steps:

**First**, we grouped the assessment of project activities along a set of seven peacebuilding functions.

**Figure 2: Seven civil society peacebuilding functions (Paffenholz/Spurk 2006)**

<p><b>Seven civil society peacebuilding functions:</b></p> <ol style="list-style-type: none"> <li>1. <b>Protection</b> of citizens from violence from all parties</li> <li>2. <b>Monitoring</b> of human rights violations, the implementation of peace agreements, etc.</li> <li>3. <b>Advocacy</b> for peace and human rights</li> <li>4. <b>Socialisation</b> for democratic and peace values as well as for in-group identity of marginalised groups</li> <li>5. <b>Inter-group social cohesion</b>, bringing people together from adversary groups</li> <li>6. <b>Facilitation</b> on the local and national level between all sorts of actors</li> <li>7. <b>Service delivery</b> for creating entry points for peacebuilding, i.e. for the six above functions</li> </ol>
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This approach was chosen (see Inception Report) over using the CPS's main activity lines (*Handlungsfelder*) as a point of reference due to a number of advantages:

- the civil society peacebuilding functions represent the broad range of possible options for civil society to contribute to peacebuilding within a country;
- the CPS main activity lines as presented in the CPS 2008 Standards are not coherent as they mix up activity lines with activities and hence duplicate certain activities so that it becomes unclear which activity is to be grouped under which activity line;
- effectiveness criteria from evidence-based research exist for all seven functions (see below) against which progress in effectiveness could be measured. These criteria were developed on the basis of results from the largest comparative research project

that was conducted assessing the role of civil society in peacebuilding (see Paffenholz 2010). The project considered all existing research results in the subject area and undertook three years of research in 13 case studies. The project has been recognised internationally for its innovation and combination of solid empirical evidence with theory background. It also underwent an intensive peer review process.

- grouping all CPS main activities in all case studies along the functions allowed for more systematic comparison across cases.

**Second**, along each function we conducted a quantitative assessment of the CPS's effectiveness against a list of preconditions for effectiveness (for each function) identified from the above mentioned evidence-based research, e.g. one third of partners fulfil condition; more than two thirds of the projects met condition. The judgment presented was either based on results from the projects or else – where there was no sufficient evidence – against outcome plausibility (see a description of its understanding above and below). We used the following criteria (adapted version from Civil Society and Peacebuilding: CCDP Working Paper 4, 2009):

#### General effectiveness preconditions for all types of initiatives

The effectiveness of all types of initiatives in conflict countries can be tremendously influenced (in a positive and negative way) by the context they are operating in. Solid analysis combined with ongoing conflict monitoring and a regular adaption of initiatives to changing contexts is the first condition for effectiveness. Particular attention needs to be paid to:

1. the level of violence and how it can influence initiatives; moreover, initiative shall assess what they can contribute to reduction in violence and protection of people (be it through direct initiatives or monitoring and advocacy);
2. the behaviour of the state/authorities;
3. the role of the media;
4. composition of civil society: civil society is not just the 'good' society; tensions, hierarchies, power and gender relations need to be analysed and addressed;
5. the influence of regional conflict settings on initiatives have to be equally considered;
6. funding and other support has to be provided in a sensitive way: Funding enhances many initiatives and contributes to the professionalisation of peacebuilding activities. Yet, funding has often also contributed to the 'NGOisation' of peace work, the reduction in volunteerism and the shift of accountability from local and national constituencies to international NGOs and donors. A sensitive funding strategy that enables initiatives without creating harm is required.

#### Effectiveness criteria for particular civil society peacebuilding initiatives:

Protection: The effectiveness of protection initiatives can be substantially enhanced when systematically combined with monitoring activities and advocacy campaigns. An integrated media reach out strategy and cooperation with international networks is equally needed.

Monitoring: The effectiveness of monitoring can be enhanced when activities are designed to reinforce protection and advocacy initiatives instead of having a monitoring only purpose. Outreach to national and international networking also fosters effectiveness. Monitoring should take place during all phases of conflict. More monitoring activities should be organised around the implementation of peace agreements.

Advocacy: The effectiveness of advocacy initiatives increases when the campaigning know how is reinforced and when supported by accompanying monitoring initiatives with targeted media strategies. The international attention additionally enhances effectiveness. It can be achieved through the media as well as international networking.

Socialisation: The precondition for effectiveness of socialisation initiatives is a low level of violence or an absence of violence. For being effective it is essential to engage with influential existing organisations such as schools or associations even if they are still reinforcing existing divides in society. This can be effective when performed as part of a long-term process instead of implementing short-term isolated initiatives outside important institutions. Additionally, strengthening democratic values is particularly important. Finally, in-group socialisation of marginalised groups is more effective when the empowerment takes place in a sensitive way that does not foster radicalisation.

Social cohesion: The precondition for effectiveness of social cohesion initiatives is a low level of violence or an absence of violence. The effectiveness of social cohesion increases when initiatives aim at bringing people together for a specific purpose or common cause with a concrete outcome-orientation. Effective initiatives thereby aim at behaviour instead of attitude change. Long-term systematic initiatives are more effective than short-term scattered events especially when they focus on all cleavages society and also bridge difficult groups.

Facilitation: Local facilitation was performed at all times and did not necessarily need special attention or support. This also seems to hold true for national facilitation by eminent civil society groups. Nevertheless, the effectiveness of existing initiatives can be enhanced when targeted – instead of general – training is provided. For example, targeted community mediation training for refugee return in Bosnia was very effective, while general mediation training given to a variety of groups proved to be ineffective. People did not know what do with the knowledge acquired.

Service delivery: Service delivery is only effective for peacebuilding when it creates entry points for other functions. During war and armed conflict aid projects are often taking place in the conflict affected areas. The systematic use of such projects for additional protection purposes can enhance their peacebuilding effectiveness. After large scale violence ends or in phases with low levels of violence, aid project can be very effective in creating platforms of cooperation and dialogue for adversary groups for a common purpose.

**Third**, we conducted a qualitative assessment of supporting or hindering factors for effectiveness which are based on an analysis of the CPS's effectiveness results from examples in the case studies.

In the Inception Report, for assessing results on the outcome 2 level (for both above steps), we had envisaged to use four different evaluation approaches: theory/research-based; results-based; outcome-oriented; and process-oriented as elaborated in chapter 3.2.1. However, not all four approaches could be applied in all case studies: The application of the results-based approach did not work as planned – except for the current DED programme in Cambodia – as there were no baselines and especially no targets, milestones and indicators

elaborated in past and present programmes. Consequently, most evaluation teams applied mainly an outcome-oriented approach (integrating the process approach) as well as a theory/research-based approach. With the help of the outcome-oriented approach we identified intended and unintended outcomes as perceived by the involved stakeholders using data from interviews, group discussions, self evaluations, as well as programme documents such as project proposals. When data were not sufficient to assess actual changes, we used outcome plausibility. This was done based on a) an assumed continued results chain and/or b) comparing the project designs and processes with the results of peacebuilding research along the identified theories of change. It is important to note that no distinction is made between intended and unintended outcomes: Due to the poor database and the weak formulation of results chains, we focussed on the outcomes that occurred, be they intended or unintended.

Attribution of changes to the CPS was not always easy, because not all CPS executing agencies support partner activities financially and many partners conduct activities whether the CPS is present or not. Whether these activities would be conducted differently without CPS expert support is hard to assess in this case for these types of activities. This is clearer when CPS experts fulfilled tasks that could only be done by outsiders. For example, in Colombia, the work of CPS experts as outsiders to the conflict is crucial for the protection of partners; the support to constitute a local peace network by an AGEH-CPS expert in Uganda or the facilitation workshop between human rights activists and the military in Uganda conducted by the Catholic Centre in Kampala mentioned a few lines earlier also offer positive examples. To assess which changes can precisely be attributed to the presence of CPS experts was particularly difficult when roles were unclear and CPS contributions too general. It was easier in cases where the CPS executing agencies also funded particular partner activities or the roles of CPS experts were very clear and focussed on tasks that could not be fulfilled by partners.

### **3.2.6 Outcome 3**

An assessment of outcome 3 was not foreseen in the original evaluation design. When we decided to introduce this level we based it on the evaluation of how changes occurring at the outcome 2 level have contributed or could eventually contribute to short- and medium-term prevention and reduction in violence. This is linked to the CPS's objective to prevent, avoid or reduce violence in all phases of conflict (before, during and after an armed conflict). The CPS's overall vision is to contribute to 'positive peace' and justice (Standards 2008). When assessing actual contributions of activities under the CPS programme to short- and medium-term prevention of and reduction in violence, we were challenged by poor data due to lack of baseline and monitoring data. As a consequence, we first identified a list of concrete evidence from the case studies mostly through triangulating the recall of stakeholders' narratives with project progress reports, other documentations and internal evaluations provided by projects; second, a list of plausible contributions towards achieving outcome 3 on the basis of the likelihood of programmes/projects to contribute to outcome 3 (see above).

### **3.3 Impact assessment**

Assessing impact is never an easy task. In peacebuilding evaluation there is so far no point of reference for solid impact assessment in current literature and practice. This is not only

due to the difficult attribution of single activities and the high costs involved, but also due to the complexity of peacebuilding in general. Attempts to evaluate aggregated effects have been made in the joint donor pilot evaluations for the OECD-DAC Peacebuilding Guidance for the Evaluation of Conflict Prevention and Peacebuilding Activities. For example, in the Sri Lanka evaluation that was terminated at the beginning of 2009, it proved to be possible to establish assumptions on trends and plausibility of these types of effects. However, a reliable measurement of effects is still difficult to do as changes of behaviour can only be captured through long-term and repeated surveys. If such data is not already available, it is difficult to assess the overall impact of these types of initiatives. Conducting such a survey without data from baseline studies does also not make sense. Only a regular assessment would provide the necessary preconditions of impact assessment.

The OECD-DAC Guidance for the Evaluation of Conflict Prevention and Peacebuilding Activities addresses the measurement of impact as follows:

*It is not necessary to hold a conflict prevention and peacebuilding intervention to an ultimate standard of 'achieving peace.' Rather, the evaluation should identify the effects of the intervention on the key driving factors and actors of the conflict.*

*Changes in behaviour and attitude, in addition to being difficult to measure and subject to setbacks, often take a long time. With this in mind, if evaluators determine that it is not reasonable to expect significant conflict impacts yet, they should focus on outcomes and test the theory of change and programme logic to predict whether the current strategies are likely (over the long run) to make a contribution to peace.<sup>6</sup>*

In consequence, this evaluation put the main emphasis on the outcome level as already elaborated in the previous chapter. However, the DAC Guidance (see last sentence of quotation above) also suggests that the plausibility of achieving impact should be further understood. To do so, an understanding of how impact is conceptualised and understood by the CPS is also important.

We therefore applied the following approach to impact assessment:

1. Some of the case studies worked with impact plausibility (Cambodia, Burundi, and Colombia). Hence, we analysed these results for the Syntheses Report.
2. All case studies assessed the understanding and conceptualisation of impact within the CPS country programmes. We also conducted an assessment of the CPS's understanding of impact in the CPS 2008 Standards. As a consequence, we present in the Synthesis Report a discussion whether and how it makes sense for the CPS to engage in impact assessment in the future.

### **3.4 Sustainability**

We assessed whether procedures and institutional frameworks introduced by CPS experts were still used, and whether the outcomes of project activities supported by CPS programmes were still visible and continued by partners and beneficiaries after the end of projects. We mainly used closed projects as samples in assessing project progress reports, end of project documentations, self-evaluations as well as results from partners' and CPS experts' interviews.

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<sup>6</sup> OECD and DAC (2008). Draft Guidance on Evaluating Conflict Prevention and Peacebuilding Activities. Paris, OECD. 41.

For ongoing projects, we evaluated the way issues of sustainability were included into the project design as a means to understand the likelihood of their theory for sustainability to achieve results.

### 3.5 Coherence, coordination and complementarity

**Coherence** examines the extent to which the effectiveness of CPS programmes was influenced by other fields of policy. We did this based on a qualitative analysis of those hindering factors for the CPS's main activity lines that were linked to policy factors. We used results from the assessment as presented in outcome 2 (see above) combined with data from context analyses.

**External complementarity:** a qualitative analysis of linkages of CPS projects and programmes with other programmes and players (e.g. German bilateral development cooperation, projects of CPS executing agencies' core programmes, other international NGOs or multilateral institutions). The analysis was based on interviews, self-evaluations, funding requests and project progress reports.

**Internal complementarity:** a qualitative analysis of the extent to which CPS executing agencies and partners in the eight countries work hand in hand. The analysis was based on interviews, self-evaluations, funding requests and project progress reports.

**Coordination:** a qualitative analysis of mechanisms and procedures associated with the promotion of internal and external complementarity based on interviews, self-evaluations, funding requests and project progress reports.

### 3.6 Cross-cutting themes

#### 3.6.1 Gender

Including gender dimensions into peacebuilding strategies is essential as both conflict and peace are highly gender-relevant activities. Women and men play different social and political roles, have different access to political and economic power and suffer from different consequences of violence and war. Gender dimensions within peacebuilding help to focus on how war affects men and women differently, what roles they take up within war and peacebuilding and how the unequal access to decision-making in peace processes and peace negotiations is played out. Gender-based violence is also a common feature in all armed conflicts. UN Resolution 1325 on women, peace and security from 2000 affirms the importance of gender dimensions in both armed conflict and peacebuilding.

Methodologically, we conducted

- a qualitative analysis of the relevance of gender in peacebuilding in each country as part of the context analyses;
- a qualitative assessment how gender is acknowledged and conceptualised in the CPS's core conceptual documents;
- a qualitative assessment of CPS funding requests and project implementation on how gender is acknowledged and what kinds of theories for gender are being presented;
- a qualitative assessment of supporting factors for CPS good practice examples;



- a quantitative assessment of overall consideration of gender projects and gender as a cross-cutting issue in all case studies.

### 3.6.2 Conflict sensitivity

The principle of conflict sensitivity has been adopted by the OECD in 2001 and asserts that international assistance must, *at a minimum*, avoid negative effects on conflict – 'do no harm' – and, where possible, make a positive contribution to conflict prevention and peacebuilding (OECD-DAC 2001). Although the principle was originally developed for humanitarian aid it is also regularly applied to development and peacebuilding interventions. In development, conflict-sensitivity has become one of several cross-cutting themes, like gender or environment. Development interventions need to address these when they analyse the context as well as plan and implant programmes. In the peacebuilding field it has taken some years to come to an understanding that even efforts that intend to address conflict issues directly or prevent violence can also do harm by failing to account for the inadvertent effects of increasing conflict through the way they intervene. The DAC Guidance on the Evaluation of Conflict Prevention and Peacebuilding Activities notes (DAC 2008): "In other words, just because they are "conflict prevention and peacebuilding efforts", does not mean they are exempt from being *conflict sensitive*."

Consequently, we assessed how CPS experts and partners have incorporated the conflict-ridden context into their work to ensure not to exacerbate existing conflicts with their interventions. Methodologically we conducted an assessment of

- the quality of conflict analysis as presented in the funding requests as compared to our conflict analysis presented in the case studies;
- the existence of and/or quality of regular conflict monitoring as a precondition for understanding changes in the conflict situation based on funding requests, project reports and interviews;
- changes in country programmes due to changed conflict situations based on a comparison of historical conflict analysis as presented in the case studies compared to the different CPS country programmes developed over time;
- CPS and partners' mechanisms to adapt activities to contexts.

### 3.7 CPS efficiency, procedures and organisational set-up

The efficiency chapter assessed the CPS's steering and management (administrative, financial and institutional management, as well as monitoring, reporting and learning). We distinguished different types of information sources:

- all administrative documents (*Anträge, Gliederungsschema, Verträge, Sachberichte*), guidelines (*Richtlinien, Grundsatzdokumente*), law (*EHG*), financial figures and reports (*Kostenpläne, Kostenaufstellungen*) produced by the BMZ and CPS executing agencies. This documentation refers to the CPS as an instrument as a whole and is not specific to a particular executing agency, country or project;
- interviews with the involved stakeholders in Germany in 2009 and early 2010;

- information as provided in the country case studies. Fourth, the 2002 CPS evaluation served as a baseline for comparison. Fifth, the self-evaluation as provided by the CPS executing agencies, the CPS secretariat and the BMZ division for peace and security.

For assessing efficiency of the CPS as an instrument, we assessed the validity of the CPS's administrative costs on the basis of a rough international comparison because detailed figures were not available as claimed in a European Commission Study from 2009: "None of the European donors and their agencies – nor their development partners – seems to have developed management information systems able to provide evidence data on the costs and benefits of using different aid/development cooperation modalities. Even basic cost data, such as costs of offices and use of staff time are difficult to obtain ... Administrative cost information ... is only reported in aggregate, global terms and definitions of such costs vary significantly between donors".

With regard to alternatives and the subsidiary principle we based our qualitative assessment on interviews with partners, CPS experts and coordinators as well as project reports and self-evaluations.

We assessed the efficiency of CPS procedures and institutional set up a) against the level of implementation of the CPS 2002 evaluation (see annex 9 in volume 2), b) on the basis of key stakeholder interviews, reports as well as self evaluations from the CPS secretariat, CPS executing agencies' headquarters and the BMZ division for peace and security. Moreover, we interviewed other BMZ divisions for their views and added findings from the case studies based on project reports, self evaluations and interviews with partners, CPS coordinators and CPS experts.

#### 4. List of detailed evaluation questions

Source	Question	Chapter of the Synthesis Report where addressed
	<b>Relevance</b>	
TOR	To what extent do CPS country strategies and similar reference documents furnished by a single or by several member organisations (goals, fields of activity, target groups) – if available – address the key problems in the conflict context?	3.1.1
	To what extent do the individual projects (goals, strategies and target groups) agree with the CPS country strategy/reference document – if available – and to what extent do they address the key problems in the conflict context?	3.1.1
	To what extent do the measures meet local needs?	3.1.5
	What makes the CPS as a secondment instrument different to other instruments for civil conflict management? What is its specific relevance?	4

	Do the country strategies/reference documents and individual measures correspond to what is laid down in the CPS framework strategy and to the CPS Standards?	<b>3.1.5</b>
	To what extent does the CPS instrument – i.e. the secondment of experts – seek to deliver conflict prevention, mitigation of violence and post-conflict support? Are there context-related differences? What role do the different functions of an expert (e.g. mediation, advising) play? Are there context-related differences here?	<b>3.1.1, 3.1.4, 3.2.7</b>
	How can the relevance of the projects be secured or increased in the future?	<b>3.1.1, 3.1.2, 3.1.3, 3.1.4, 5</b>
Inception Report	Relevance of CPS activities in countries of operation	
	Are CPS activities in line with the countries' peacebuilding needs?	<b>3.1.1</b>
	Do CPS activities adapt to changing conflict contexts?	<b>3.1.2</b>
	How relevant are CPS activities as compared to other civil society support activities?	<b>4</b>
	How relevant are CPS activities for gender issues?	<b>3.6.1</b>
	How relevant is sending European peace experts as compared to other instruments and strategies as a means of civil society support (also in the light of the recruitment difficulties the CPS is experiencing)?	<b>3.1.4, 3.7, 4</b>
Inception Report	Relevance of the CPS in the German context/perspective	
	What is the <i>raison d'être</i> of the CPS in Germany? What are its particularities that make it different from other instruments of German peace and development policies?	<b>2.2, 2.3, 4,5</b>
	What would organisations do in support of civil society activities in conflict countries if the CPS did not exist?	<b>.4</b>
	Are CPS activities in countries of operation following the CPS framework ( <i>Rahmenkonzept</i> ) and standards?	<b>3.1.5</b>
	Are CPS activities also relevant in the context of German peace policies in these countries? How could the CPS's overall relevance be strengthened?	<b>3.1.1, 3.1.2, 3.1.3, 3.1.4, 5</b>
Country case studies	Are CPS activities addressing the main needs for peacebuilding in the countries?	<b>3.1.1</b>
	Do activities under the CPS adapt to changing conflict contexts?	<b>3.1.2</b>
	Do activities under the CPS's programmes correspond with the overall CPS strategies?	<b>3.1.5</b>
	How relevant are the CPS partners for peacebuilding?	<b>3.1.3</b>
	How relevant is sending international CPS experts?	<b>3.1.4</b>
	What would partner organisations do if the CPS did not exist?	<b>3.1.4, 4</b>

	<b>Effectiveness</b>	
TOR	What direct positive (and also negative if applicable) impacts were achieved at the level of the partner organisations/target groups? What factors are conducive to achieving the goals, what factors hamper achievement? What factors restrict the positive impact of the projects (e.g. inadequate expert qualifications, partner constellations, conflict context, other fields of policy, and other external players/donors)?	<b>3.2.3, 3.2.4, 3.2.5</b>
	Are the direct goals formulated in the projects and the assumptions and theories of change on which they are based in line with the context and state of the art knowledge?	<b>3.2.1</b>
	How effective are the various strategies/approaches (e.g. staff secondments, project approach; more people/key people approaches, dealing with “spoilers”/blocking forces, etc.) and fields of action of the CPS? Is it possible to detect differences depending on conflict phase and constellation? What are the strengths and weaknesses of the approaches used?	<b>3.2.3, 3.2.4, 4</b>
	Can the individual projects respond appropriately to changes in context?	<b>3.1.2</b>
	What can be done to ensure that future CPS interventions are effective within their context?	<b>3.2.3, 3.2.4, 5, 6</b>
	What are the theories of change of the involved actors to achieve their goals?	<b>3.2.1</b>
	Are the theories of change translated into clear objectives, results and a process design? Which level of effectiveness is being addressed for what kind of CPS strategy (i.e. CPS expert assignment, local experts, project funding, etc.)?	<b>3.2.3, 3.2.4, 3.2.5</b>
	Are these objectives and results being achieved? If yes or no, what are the main reasons?	<b>3.2.3 3.2.4</b>
	What are the main changes within CPS partner organisations that they attribute to the work of the CPS expert?	<b>3.2.5</b>
	What are the differences in effectiveness of various CPS implementation mechanisms (i.e. sending European experts, supporting local experts, providing project funding, etc.)?	<b>3.2.3</b>
	What are the differences in effectiveness with regard to different partner structures (established partnerships, new partners, difficult partners, etc.)?	<b>3.2.3, 3.2.4, 4</b>
	What are the strengths/weaknesses of the different set-ups? (i.e. secondment of experts to local organisations, secondment of experts to governmental organisations, opening of CPS member offices, etc.)?	<b>3.2.6</b>
	In which phases of conflict—(a) long-term prevention before or after large scale violence, b) during armed conflict, c) aftermath of armed conflict (until 5 years after ceasefire or peace agreement)—is the effectiveness of the CPS highest and/or what kind of CPS activities are more effective in which phase of conflict and why?	<b>3.2.3, 3.2.4, 4</b>
	Are the needs of men and women being integrated in CPS activities in a fair manner?	<b>3.2.7</b>
How could the effectiveness of CPS activities be strengthened?	<b>3.6.1, 3.2.3, 3.2.4, 5</b>	

Inception Report	What are the theories of change?	<b>3.2.1</b>
	Theories of change translated into objectives and project designs?	<b>3.2.2</b>
	Assessing outcome 1: What are the main changes within CPS partner organisations that can be attributed to the work of the CPS experts?	<b>3.2.3</b>
	Assessing outcome 2: How did project activities contribute to reconciliation, a culture of peace and justice as well as mitigating consequences of past violence?	<b>3.2.4</b>
	Assessing outcome 3: Do CPS project activities contribute to the reduction in and prevention of violence?	<b>3.2.5</b>
	What are the differences in effectiveness with regard to different partners?	<b>3.2.6</b>
	In which phases of conflict are project activities most effective?	<b>3.2.7</b>
Case Studies	<b><i>Impact</i></b>	
	What overarching impacts have been achieved, particularly at the micro and meso-levels (e.g. with regard to changes in behaviour /attitude and social relationships/practices)?	<b>3.3</b>
	To what extent can the interventions serve as a model; what is their structural impact; what is their reach?	<b>3.3</b>
	Is it possible to detect differences in the impacts depending on strategy and conflict context? Does a strategy of transfer and building up relationships between different social/administrative levels (linkages) increase the impacts at the meso-level? What role is played by the different partner structures, access parameters and strategies of the organisations that constitute the CPS, what role does the expert play? What other – including negative/unintended – impacts can/could be observed? What impacts can already be detected at the macro-level? Under what circumstances could impacts at the macro-level be strengthened?	<b>3.3</b>
	What kinds of changes (i.e. peacebuilding impact) have been initiated by the project beyond the CPS expert?,(i.e. what kinds of peacebuilding contributions do for example partner organisations give as a consequence of the support by the CPS expert?)	<b>3.3</b>
	or else: What are the main preconditions to achieve possible peacebuilding impacts in the future?	<b>3.3</b>
	How could the impact be strengthened?	<b>3.3, 5</b>
Inception Report	What is the impact of projects under the CPS programme in terms of their contribution to peace in the countries as a precondition for democracy and development?	<b>3.3.2</b>
	How does the CPS conceptualise impact?	<b>3.3.3</b>

Case Studies	<b>Efficiency</b>	
	What is the ratio of total cost of the CPS to (development policy) benefit? Are the administrative costs and other transaction costs reasonable?	<b>3.7</b>
	Are there alternatives that would lead to the same results with lower costs (e.g. using local experts or short-term consultants)?	<b>3.7</b>
	How is the principle of subsidiarity realised (priority given to local expertise, structures, etc. over external)?	<b>3.7</b>
TOR	What are the main strength and weaknesses of the CPS's administration, procedure and monitoring instruments?	<b>3.7.</b>
	Which procedural and administrative recommendations of the CPS evaluation from 2002 have been implemented; if not, what are the main reasons?	<b>3.7, annex 9</b>
	How are CPS projects initiated, planned and implemented?	<b>3.7</b>
	How does planning for and monitoring of the overall CPS programme results function? How are the results and milestones of CPS activities monitored? What kind of mechanisms exists to adapt activities to changing contexts? Is monitoring effective? If not, what are the main problems and recommendations? How is gender and conflict sensitivity been integrated into monitoring?	<b>3.7</b>
	What are the main reasons why staff recruitment for CPS experts continues to be challenging for the majority of CPS member organisations? How many approved CPS expert posts per annum could not be filled? Are there differences according to organisations? How can the efficiency of staff recruitment be improved?	<b>3.7, 5</b>
	What are the main recommendations to enhance the efficiency of the CPS's administrative, procedural, and monitoring instruments?	<b>5</b>
	How could trust and accountability in the CPS structural set-up be strengthened (the CPS secretariat and revision unit are currently within the same member organisation, the DED, and even in the same building and on the same floor as the DED's CPS implementation unit)? How could an alternative set-up look like that is based on administrative feasibilities in the light of the BMZ's procedures?	Inception Report, we have not discussed this now as new structured were established as of 1.1.2011
Inception Report	How efficient are the CPS's administration, financial, monitoring and learning procedures?	<b>3.7</b>
	How efficient is the establishment of posts of CPS coordinators?	<b>3.7</b>
	How does the CPS align with the subsidiary principle and how cost-efficient would alternatives be?	<b>3.7</b>
Country Case Studies	<u>Efficiency of the CPS as an instrument</u>	
	What is the added value of the CPS in light of its general cost and utility for German peace and development policies?	<b>3.7</b>
	What could be alternative instruments or structures achieving similar (or better) results with a more effective cost-benefit relation and with better perspectives of sustainability?	<b>3.7</b>

	How does the CPS align with the subsidiary principle (to favour local experts and structures)?	<b>3.7</b>
Inception Report	<b><i>Sustainability</i></b>	
	To what extent can the positive impacts of the CPS interventions be deemed lasting? What steps have been undertaken or planned in order to achieve a lasting contribution towards changing human attitudes and actions and creating lasting peacebuilding processes, structures and institutions? Will new institutions survive and are they being used?	<b>3.4</b>
	To what extent are the partners and target group(s) able and willing to uphold the positive impacts of the interventions in the long-term without further support (e.g. ownership and legitimacy)? What risks and potentials can be discerned? How can these risks be minimised or the potentials strengthened?	<b>3.4</b>
	Are partners able and willing to continue local networks without external support?	<b>3.4</b>
TOR	How are issues of sustainability been integrated into the planning of CPS activities from the beginning of a project? How has this process (and its milestones) been monitored?	<b>3.4</b>
	How does the CPS ensure that local expertise is not sidelined or downplayed by European experts ( <i>Fachkraft</i> )?	<b>3.4, 3.7</b>
	Are gender issues being considered for sustainable peacebuilding?	<b>3.6.1</b>
	What are experiences of sustainability after the CPS expert leaves projects and activities?	<b>3.4</b>
	What kind of change in structures and institutions for sustainable peacebuilding have been enhanced or created with the support of the CPS?	<b>3.4</b>
Inception Report	What are experiences of sustainability after the CPS expert leaves?	<b>3.4</b>
	How are issues of sustainability been integrated into the planning of CPS activities from the beginning of a project?	<b>3.4</b>
	How does the CPS ensure that local expertise is not sidelined or downplayed by European experts?	<b>3.4, 3.7</b>
Country Case Studies	<b><i>Coherence, coordination and complementarity</i></b>	
	To what extent is the effectiveness of the CPS interventions influenced by other fields of policy? (Coherence)	<b>3.5.1</b>
	What linkages are there with other programmes/players (e.g. German bilateral development cooperation, projects from the CPS member organisations' core programmes, other international NGOs or multilateral institutions)? What synergy effects are achieved here? (Complementarity)	<b>3.5.2</b>
	Do established coordination mechanisms and procedures help to promote complementarity and the formation of synergies among CPS member organisations and between the CPS and other players in Germany and in the field? Are enough people and funds available for consultation and coordination and are they being used efficiently?	<b>3.5.3</b>

	To what extent do the CPS member organisations work hand in hand in one country? What factors are conducive to forming synergies or hamper this process and how can they be strengthened or minimised in the future?	<b>3.5.2</b>
TOR	Are CPS activities in a country coherent and complementary with <ul style="list-style-type: none"> <li>• other civil society (support) activities in the country;</li> <li>• each other;</li> <li>• BMZ country strategies and priorities;</li> <li>• other programmes/projects of CPS member organisations in the country;</li> <li>• what are the main reasons for the degree of coherence and complementarity witnessed?</li> </ul>	<b>3.5.1, 3.5.2</b>
	What kind of coordination mechanisms exist?	<b>3.5.3</b>
	Is 3C among CPS projects as well as among German actors a necessary precondition for enhancing peacebuilding effectiveness?	<b>3.5.2</b>
	In case 3C is required (at least in part), how could it be enhanced?	<b>3.5.2, 4, 5</b>
Inception Report	Coherence: To what extent is the effectiveness of the CPS interventions influenced by other fields of policy?	<b>3.5.1</b>
	Complementarity: <i>External:</i> What linkages are there with other programmes/players (e.g. German bilateral development cooperation, projects from the CPS member organisations' core programmes, other international NGOs or multilateral institutions)? What synergy effects are achieved here? <i>Internal:</i> To what extent do the CPS member organisations work hand in hand in one country? What factors are conducive to forming synergies or hamper this process and how can they be strengthened or minimised in the future?	<b>3.5.2</b>
	Coordination: Do established coordination mechanisms and procedures help to promote complementarity and the formation of synergies among CPS member organisations and between the CPS and other players in Germany and in the field? Are enough people and funds available for consultation and coordination and are they being used efficiently?	<b>3.5.3</b>
Country Case Studies	<b>Questions relating to CPS procedures and organisation</b>	
	Have the main recommendations from the last CPS evaluation in 2002 been implemented? To what extent has the CPS been developed further since its inception phase?	<b>3.7. and annex</b>
	Are the planning, monitoring and coordination procedures developed within the Civil Peace Service secretariat and the CPS member organisations and in the BMZ appropriate (e.g. are they peace- and conflict-sensitive, is a "do no harm" approach applied) and efficient? Is adequate funding available for this and is it being used efficiently?	<b>3.7</b>
	What systems and instruments have been developed and used for monitoring and evaluation (M+E)?	<b>3.7</b>
	What is done to secure local civil society players' participation?	<b>3.7</b>



	Is the administrative procedure for CPS interventions adequate for the requirements (e.g. flexibility, responsiveness)?	<b>3.7</b>
	Does the CPS's selection and qualification procedure meet the requirements? Do the CPS experts receive adequate orientation and explanation of their role?	<b>3.7</b>
	What (if anything) is done to ensure that CPS experts do not take the place of experts available locally? What can be done in future to secure or improve the effectiveness and efficiency of the aforementioned procedures?	<b>3.7, 5</b>
<b>TOR</b>	<b><i>Cross-cutting issues</i></b>	
	To what extent are cross-cutting aspects such as gender and "do no harm" taken into account in the planning and implementation of activities?	<b>3.6</b>
<b>TOR</b>	How is the gender dimension addressed by the programme?	3.6.1
	How effective are the CPS activities in incorporating issues of conflict sensitivity/"Do no harm"?	3.6.2
<b>Case Studies</b>		

## 5. Selecting countries for case studies

The 'Terms of Reference' (TOR) already specified a number of selection criteria for country case studies (pp. 3 and 7). These criteria were subsequently confirmed and amended during consultations with the CPS executing agencies and the BMZ in Germany:

1. Duration of the CPS engagement in a particular country = the CPS as a whole has already been active in a country for several years.
2. All executing agencies must be fairly taken into consideration = all executing agencies are evaluated.<sup>7</sup>
3. Number of executing agencies in a country = several executing agencies are active in a country.
4. Variety of approaches and issue areas in a country = as many approaches and issue areas as possible are covered by the overall CPS portfolio in a country; this may also entail situations in which only a single executive agency is operating in a particular region of a country, or in which only very specific, targeted interventions occur.
5. Conflict phases and contexts = CPS activities take place in all phases of a conflict and thus also in a variety of conflict contexts. These are defined as follows:

<sup>7</sup> The evaluation team added the word 'fair' to this criterion, as some executing agencies emphasised during preliminary discussions that the very first round of CPS projects may not be very representative for the work of a particular executing agency, and that this should be taken into account when selecting countries (i.e. countries should be chosen in which all executing agencies also implemented newer projects).

- a. *long-term prevention* (high potential for political violence, or countries in which war or armed conflict was terminated more than five years ago); <sup>8</sup>
- b. *during war or armed conflict*;
- c. *in the post-conflict phase* (directly after war or armed conflict).

It is important for the selection of country case studies that an emphasis is placed on CPS interventions in the prevention phase; thus, the majority of countries selected should be in the prevention phase.

6. Regional distribution = a fair regional distribution should be adhered to, although given the strong orientation of the Federal Government towards Africa, it would be reasonable to select a comparatively higher number of African countries for the evaluation.
7. Alignment of the CPS portfolio with the priorities of the BMZ = in two of the countries selected, the CPS engagement should be aligned with the BMZ country strategy.<sup>9</sup>

### Case study countries

The above criteria were compared to the list of countries, activities and executing agencies of the CPS. This resulted in the identification of ten possible countries for the evaluation, of which eight were selected by the CPS stakeholders (see the list after the table below).

Country	Start of CPS	Executing agencies	Conflict phase	Region	Alignment with BMZ priorities	Evaluated in 2002
Israel/ Palestine <sup>10</sup>	1999	forumZFD, WFD, DED, Kurve Wustrow, AGEH	During conflict	Middle East	No	No
Columbia	1999	AGEH, EED, PBI	During conflict	Latin America	No	No
Niger	2000	DED, Eirene	Prevention	Africa	Yes? No?	No
Uganda	1999	AGEH, DED	Prevention/ During conflict	Africa	Partially	Yes
Cambodia	2000	EED, DED	Prevention	Asia	Partially	N
Burundi	2005	DED, WFD, Eirene	Post-conflict phase	Africa	No	No
Serbia	2000	forumZFD, Kurve Wustrow, CFI	Prevention	Europe	No	No

<sup>8</sup> Quantitative studies have shown that in a period of up to five years after the termination of war (more than 1000 deaths per year) or armed conflict (under 1000 deaths per year), countries demonstrate a higher propensity for the recurrence of hostilities.

<sup>9</sup> During the consultations, there were calls by the BMZ country desks for a greater alignment of the CPS to BMZ strategies. In order for the evaluation to be able to make statements about differences between activities that do refer to BMZ priorities, and activities that do not, two of the countries selected should (in the broadest sense) be aligned with a BMZ priority.

<sup>10</sup> Countries 1 to 4 were predetermined by the CPS stakeholders and are considered fixed choices.

Country	Start of CPS	Executing agencies	Conflict phase	Region	Alignment with BMZ priorities	Evaluated in 2002
Nepal	2004	DED, PBI, Kurve Wustrow	Post-conflict phase	Asia	No	No
Bolivia	2000	DED, Eirene, AGEH	Prevention	Latin America	No	No
Guatemala	2000	DED, PBI	Prevention	Latin America	Partially	Yes

**The following countries were finally chosen:**

Burundi, Cambodia, Columbia, Guatemala, Israel/Palestine, Niger, Serbia and Uganda.

## 6. Self-evaluation forms

### 6.1 Questionnaire for self-evaluation: CPS member organisations (Träger) in Germany

**Note:** This questionnaire supports the ongoing CPS evaluation. The objective of filling in this questionnaire is two-fold. First, it aims at supporting a joint learning and reflection process among CPS stakeholders. Second, it serves as a means of data collection for the external evaluation. Results of the self-evaluation will later also be subject to comparison with the results of the external evaluation in a feedback session towards the end of the evaluation in Germany.

Language: Questionnaire can be answered in German or English.

Mode of answering: We suggest that each organisation jointly discusses the questions with the relevant involved staff and prepare an answer. This discussion process is an important event in a reflection and learning process. A small internal workshop would enhance this process.

#### Relevance of the CPS

##### Relevance of the CPS in the German context/perspective

- What is the *raison d'être* of the CPS in Germany? What are its particularities that make it different from other instruments of German peace and development policies?
- How much of a political instrument should the CPS be in order to be a relevant instrument? Should the CPS be further 'depoliticised'?
- What would organisations do in support of civil society activities in conflict countries if the CPS did not exist?
- How could the CPS's overall relevance be strengthened?

##### Relevance of the CPS activities in countries of operation

- How does your organisation assess the needs for peacebuilding in a country?
- Do CPS activities adapt to changing conflict contexts?

- How do CPS activities integrate gender issues?
- How relevant is sending European peace experts as compared to other instruments and strategies as a means of civil society support (also in the light of the recruitment difficulties the CPS is experiencing)?

### **Effectiveness of CPS projects**

- Are objectives and results being achieved?
  - If yes or no, what are the main reasons?
  - Could the same results also be achieved with other strategies, i.e. project funding, local expert funding, etc.?
  - What are the differences in effectiveness of various CPS implementation mechanisms (i.e. sending European experts, supporting local experts, providing project funding, etc.)?
  - What are the differences in effectiveness with regard to different partner structures? (established partnerships, new partners, difficult partners, etc.)?
  - What implementation set-up is more effective (i.e. secondment of experts to local organisations, secondment of experts to governmental organisations, opening of CPS member offices, etc.) for which kind of purpose?
- In which phases of conflict—(a) long-term prevention before or after large scale violence, b) during armed conflict, c) aftermath of armed conflict (until 5 years after ceasefire or peace agreement)—is the effectiveness of the CPS is highest and/or what kind of CPS activities are more effective in which phase of conflict and why?
- If CPS activities would not have been taken place, what would have been alternative strategies?
- Would the overall effectiveness of the CPS be higher if it were to be focused on a more reduced set of activities and countries?
- How could the effectiveness of CPS activities be strengthened?

### **Efficiency of the CPS and its structures and procedures**

- How are s project initiated, planned and implemented?
  - Please provide a description of the main procedures of your organisation.
  - How does planning for and monitoring of the overall CPS programme results function? How are the results and milestones of CPS activities monitored? What kind of mechanisms do exist to adapt activities to changing contexts? Is monitoring effective? If not, what are the main problems and recommendations? How is gender and conflict sensitivity been integrated into monitoring?
- What are the main strengths and weaknesses of the CPS's administration, procedure and monitoring instruments?
  - Please list all strong and weak points.
  - What are the main recommendations to enhance the efficiency of the CPS's administrative, procedural, and monitoring instruments?

- Staff recruitment:
  - What are the main reasons why staff recruitment for FFKs continues to be challenging for the majority of CPS member organisations?
  - How many approved CPS expert posts per annum could not be filled in your organisation?
  - How could the efficiency of staff recruitment be improved?
- How could trust and accountability in the CPS's structural set-up be strengthened (the CPS secretariat and revision unit are currently within the same member organisation, the DED, and even in the same building and on the same floor as the DED's CPS implementation unit)? How could an alternative set-up look like that is based on administrative feasibilities in the light of the BMZ's procedures?

### **Impact**

- What kind of overall impact could CPS activities achieve in countries of operation, at both the micro and macro levels? How could impact be strengthened, i.e. what are the main preconditions and measures to be taken to plan for, monitor and assess impact on the macro level?
- What kind of overall impact could the CPS as an instrument achieve within the German peace and development context? How could this impact be strengthened?

### **Sustainability**

- How are issues of sustainability integrated into planning of CPS activities from the beginning of a project? How has this process (and its milestones) been monitored?
- How does the CPS ensure that local expertise is not sidelined or downplayed by European CPS experts?
- Are gender issues being considered for sustainable peacebuilding?
- What are experiences of sustainability after the CPS experts leave projects/activities?

### **Coherence, complementarity and coordination (3C)**

- How does your organisation assess the work within the CPS Group? Please list the main achievements, deficiencies, and recommendation to improve effectiveness.
- How does cooperation with the BMZ in general (country divisions and division for peace and security) function?
- What is – for your organisation – the most important German organisation when dealing with peacebuilding?

### **Meaning of evaluation 2002**

- Please add a few sentences as to how you dealt with the recommendations of the CPS evaluation in 2002.

## 6.2 Questionnaire for self-evaluation: CPS member organisations (*Träger*) in countries of operation

**Note:** This questionnaire supports the ongoing CPS evaluation. The objective of filling in this questionnaire is two-fold. First, it aims at supporting a joint learning and reflection process among CPS stakeholders. Second, it serves as a means of data collection for the external evaluation. Results of the self-evaluation will later also be subject to comparison with the results of the external evaluation in a feedback session towards the end of the evaluation in Germany.

Language: Questionnaire can be answered in German or English.

Mode of answering: We suggest that the CPS expert(s) and partners jointly discuss the questions and prepare an answer. This discussion process plays an important part in the reflection process. Organisations could for instance come together for a joint workshop, or else, each project fills in a separate questionnaire. Alternatively, a space to jointly discuss the questions can be created by making use of already planned events.

- How have the CPS activities started in your country? Has support by the CPS been requested by partners or other mechanisms?
- How are projects designed, planned, monitored and implemented (including gender and conflict sensitivity issues)?
- Are CPS activities in line with the country's peacebuilding needs? Please present a short analysis of the conflict situation and main needs for peacebuilding when interventions started as well as an up-to-date assessment. You can attach the analysis to the self-evaluation form.
- How relevant is the strategy of sending international experts as compared to other instruments and strategies that support civil society?
- What kind of qualification does a CPS expert need in your context? And do the involved CPS experts meet these needs?
- What are the theories of change of the involved actors to achieve their goals?
- Are the envisaged (or other) results being achieved?
  - What are the main changes within CPS partner organisations that are attributable (or have been attributed) to the work of the CPS expert(s)?
  - What are the main challenges on the path to achieving results?
  - What implementation set-up is more effective and why (i.e. secondment of experts to local organisations, secondment of experts to governmental organisations, opening of CPS member offices, etc.)?
- In which phases of conflict—(a) long-term prevention before or after large scale violence, b) during armed conflict, c) aftermath of armed conflict (until 5 years after ceasefire or peace agreement)—is the effectiveness of the CPS highest and/or what kind of CPS activities are more effective in which phase of conflict and why?
- If CPS activities would not have taken place, what would have been alternative strategies?

- How could the effectiveness of CPS activities be strengthened?
- What are the main strengths and weaknesses of the CPS's administration, procedure and monitoring instruments? How could they be strengthened?
- What kind of overall impact could CPS activities achieve in support of peacebuilding, and how do you measure it? How could impact be strengthened?
- How are issues of sustainability being integrated into planning of CPS activities from the beginning of a project? How has this process (and its milestones) been monitored?
- How does the CPS ensure that local expertise is not sidelined or downplayed by European CPS experts?
- Are gender issues being considered for sustainable peacebuilding?
- What are experiences of sustainability after the CPS expert leaves projects/activities?
- What kind of change in structures and institutions for sustainable peacebuilding have been enhanced or created with the support of the CPS?
- Are CPS activities in a country coherent and complementary with
  - other civil society (support) activities in the country;
  - each other;
  - BMZ country strategies and priorities;
  - other programmes/projects of CPS member organisations in the country;
 and what are the main reasons for the degree of coherence and complementarity witnessed?
- What kind of coordination mechanisms exist?
- Is 3C (coherence, complementarity and coordination) among CPS projects as well as among German actors a necessary precondition for enhancing peacebuilding effectiveness?
- In case 3C is required (at least in part), how could it be enhanced?

### **6.3 Questionnaire d'auto-évaluation: Organismes membres du Service civil pour la Paix (SCP) dans les pays d'engagement**

**Note** : ce questionnaire vient soutenir l'évaluation en cours du SCP. Il poursuit un double objectif : premièrement, il vise à soutenir un processus commun d'apprentissage et de réflexion parmi les acteurs du SCP. Deuxièmement, il sert à collecter les données pour une évaluation externe. Les résultats de l'auto-évaluation seront, dans un deuxième temps, comparés aux résultats de l'évaluation externe lors d'une réunion de feedback vers la fin de l'évaluation en Allemagne.

Langue : les réponses au questionnaire peuvent être faites en allemand ou français.

Mode de réponse : nous suggérons que le(s) expert(s) civil(s) pour la paix et les partenaires débattent les questions en commun et préparent des réponses. Ce processus de discussion joue un rôle important dans le processus de réflexion. Les organismes pourraient, par exemple, se réunir lors d'un atelier commun ou bien chaque projet remplir un

questionnaire distinct. Une alternative est de créer un espace permettant de discuter conjointement des questions en ayant recours à des événements déjà prévus.

- Comment les activités du SCP ont-elles débuté dans votre pays ? Est-ce qu'un soutien de la part du SCP a été requis par des partenaires ou d'autres mécanismes ?
- Comment les projets sont-ils conçus, planifiés, suivis et mis en œuvre (y compris les questions de genre et de sensibilité aux conflits) ?
- Les activités du SCP sont-elles conformes aux besoins en consolidation de la paix du pays ? Veuillez établir une brève analyse de la situation de conflits et des principaux besoins en consolidation de la paix lorsque les interventions ont débuté ainsi qu'une analyse mise à jour. Vous pouvez joindre l'analyse au formulaire d'auto-évaluation.
- A quel point la stratégie d'envoi d'experts internationaux est-elle pertinente comparée à d'autres instruments et stratégies soutenant la société civile ?
- De quelle type de qualification un expert civil pour la paix doit-il disposer dans votre contexte ? Les experts civils pour la paix impliqués satisfont-ils à ces besoins ?
- Quelles sont les théories de changement des acteurs impliqués afin d'atteindre leurs objectifs ?
- Les résultats envisagés (ou d'autres) ont-ils été atteints ?
  - Quels sont les principaux changements au sein des organismes partenaires du SCP qui sont imputables (ou ont été attribués) au travail de(s) expert(s) civil(s) pour la paix ?
  - Quels sont les principaux défis pour parvenir à des résultats ?
  - Quelle forme de mise en œuvre est plus effective et pourquoi (c'est-à-dire le détachement d'experts vers des organisations locales, détachement d'experts vers des organisations gouvernementales, ouverture de bureaux des membres du SCP, etc.) ?
- Dans quelles phases du conflit – 1) prévention de long terme avant ou après une phase de violence à grande échelle, 2) pendant un conflit armé, 3) après un conflit armé (jusqu'à 5 ans après le cessez-le-feu ou l'accord de paix) – le SCP est-il le plus efficace et / ou quel type d'activités du SCP est-il plus efficace dans quelle phase du conflit et pourquoi ?
- Si les activités du SCP n'avaient pas eu lieu, quelles auraient été les stratégies alternatives ?
- Comment serait-il possible de renforcer l'efficacité des activités du SCP ?
- Quels sont les principaux points forts et points faibles de l'administration, de la procédure et des instruments de suivi du SCP ? Comment serait-il possible de les renforcer ?
- Quel impact général les activités du SCP pourraient-elles avoir dans le soutien de la consolidation de la paix et comment le mesurez-vous ? Comment serait-il possible de renforcer l'impact ?
- Comment les questions de durabilité sont-elles intégrées dans la planification des activités du SCP dès le début du projet ? Comment ce processus (et ses jalons) ont-ils été suivis ?



- Comment le SCP garantit-il que l'expertise locale n'est pas mise à l'écart ou minimisée par les experts civils pour la paix européens ?
- Les questions de genre sont-elles prises en considération pour une consolidation durable de la paix ?
- Quelles sont les expériences de durabilité après que l'expert civil pour la paix ait quitté les projets / activités ?
- Quel type de changement dans les structures et les institutions de consolidation durable de la paix a-t-il été amélioré ou créé avec le soutien du SCP ?
- Les activités du SCP dans un pays sont-elles cohérentes et complémentaires avec
  - d'autres activités (de soutien) de la société civile dans le pays ;
  - entre elles ;
  - les stratégies-pays et priorités du BMZ ;
  - d'autres programmes / projets des organismes membres du SCP dans le pays ;
 et quelles sont les principales raisons pour le degré de cohérence et de complémentarité présent ?
- Quel type de mécanismes de coordination existent-ils ?
- Les 3C (cohérence, complémentarité et coordination) parmi les projets du SCP ainsi que les acteurs allemands sont-ils un préalable nécessaire afin d'améliorer l'efficacité de la consolidation de la paix ?
- Au cas où les 3C sont requis (du moins partiellement), comment peut-on les améliorer ?

#### **6.4 Cuestionario para la autoevaluación: Organismos miembros del Servicio Civil para la Paz (SCP) en los países de intervención**

**Nota:** El presente cuestionario debe servir de apoyo a la evaluación en curso del Servicio Civil para la Paz (SCP). En tal sentido, el objetivo de llenar este cuestionario es doble: En primer lugar, está dirigido a fomentar un aprendizaje conjunto y un proceso de reflexión entre las partes interesadas del SCP. En segundo lugar, sirve como medio para recolectar datos para la evaluación externa. Más adelante, los resultados de la autoevaluación también serán comparados con los resultados de la evaluación externa en una sesión de retroalimentación, la cual tendrá lugar hacia el final del proceso de evaluación en Alemania.

Idioma: El cuestionario puede ser respondido en alemán o español.

Forma de responder: Sugerimos que el o los "expertos para la paz" (FFK por sus siglas en alemán) y las contrapartes discutan conjuntamente las preguntas y preparen una respuesta. Esta fase de discusión juega un papel importante en el proceso de reflexión. Por ejemplo, las organizaciones podrían juntarse en un taller común, o también podría ser posible que cada proyecto completase un cuestionario por separado. Alternativamente, podría crearse un espacio para discutir las preguntas en forma conjunta, aprovechando para ello alguno de los eventos ya planificados.

- ¿Cómo se iniciaron las actividades del SCP en su país? ¿El apoyo del SCP fue solicitado por las contrapartes o mediante otros mecanismos?

- ¿Cómo se diseñan, planifican, monitorean e implementan los proyectos (incluyendo aquéllos referidos a temas como el género o la sensibilidad a los conflictos)?
- ¿Podría decirse que las actividades del SCP coinciden con los requerimientos de la consolidación de la paz en el país? Por favor presente un corto análisis de la situación del conflicto y de los principales requerimientos de consolidación de la paz al momento de comenzar las intervenciones, así como un análisis de la situación actual. Sírvase adjuntar los análisis al formulario de autoevaluación.
- ¿Cuán pertinente es la estrategia de enviar expertos internacionales si se la compara con otros instrumentos y estrategias para apoyar a la sociedad civil?
- ¿Qué tipo de calificación necesita un “experto para la paz” en el contexto de su país/sus actividades? ¿Podría decirse que los “expertos para la paz” involucrados cumplen con estos requisitos?
- ¿Cuáles son las teorías del cambio que aplican los actores involucrados para lograr sus objetivos?
- ¿Se están logrando los resultados previstos (y otros)?
  - ¿Cuáles son los principales cambios dentro de las organizaciones contraparte del SCP que son atribuibles (o han sido atribuidos) al trabajo del/de los “expertos para la paz”?
  - ¿Cuáles son los principales desafíos en el camino hacia el logro de los resultados?
  - ¿Qué estructura de implementación es más eficaz y por qué? (Por ejemplo, envío de expertos a organizaciones locales, envío de expertos a organizaciones gubernamentales, apertura de oficinas de los organismos miembros del SCP.)
- ¿En qué fases del conflicto llega a su punto máximo la eficacia del SCP? -
  - (a) Prevención de largo plazo antes o después de un estallido de violencia a gran escala,
  - (b) durante el conflicto armado, (c) en las postrimerías del conflicto armado (hasta cinco años después del cese del fuego o del acuerdo de paz). (En forma complementaria o alternativa,) ¿qué tipo de actividades del SCP son más eficaces en cada fase del conflicto y por qué?
- Si las actividades del SCP no se hubiesen llevado a cabo, ¿qué estrategias alternativas se habría podido implementar?
- ¿Cómo podría fortalecerse la eficacia de las actividades del SCP?
- ¿Cuáles son las principales fortalezas y debilidades de la gestión, los procedimientos y los instrumentos de monitoreo del SCP? ¿Cómo podrían reforzarse los aspectos positivos?
- ¿Qué tipo de impacto general podría lograrse a través de las actividades del SCP en materia de consolidación de la paz? ¿Cómo podría medirse este impacto y qué se podría hacer para fortalecerlo?
- ¿Cómo se vienen integrando los aspectos de sostenibilidad en la planificación de las actividades del SCP desde el inicio del proyecto? ¿Cómo se ha ido monitoreando este proceso (y sus hitos respectivos)?

- ¿Cómo logra el SCP asegurar que los expertos locales no se vean marginados o subestimados debido a la presencia de los “expertos para la paz” europeos?
  - ¿Se toman en cuenta los temas de género para la consolidación sostenible de la paz?
  - ¿Qué experiencias de sostenibilidad han podido detectarse después de finalizar la presencia de los “expertos para la paz” en un proyecto/ conjunto de actividades?
  - ¿Qué tipo de cambios en estructuras e instituciones dirigidas a la consolidación sostenible de la paz han podido generarse o reforzarse gracias al apoyo del SCP?
  - ¿Podría decirse que las actividades del SCP son coherentes y complementarias
    - con otras actividades (de apoyo) de la sociedad civil en el país?
    - entre sí?
    - con las estrategias y prioridades del BMZ en el país?
    - con otros programas/proyectos de organismos miembros del SCP en el país?
- ¿Cuáles son las principales razones para el grado de coherencia y complementariedad que se percibe?
- ¿Cuáles son los tipos de mecanismos de coordinación existentes?
  - ¿Podría decirse que las 3C (coherencia, complementariedad y coordinación) son prerequisites necesarios para hacer más eficaz el proceso de consolidación de la paz, tanto para los proyectos del SCP como para los actores alemanes?
  - En caso de que las 3C sean necesarias (al menos en parte), ¿cómo podrían fortalecerse?

## 6.5. Questionnaire for self-evaluation: BMZ division for peace and security

**Note:** This questionnaire supports the ongoing CPS evaluation. The objective of filling in this questionnaire is two-fold. First, it aims at supporting a joint learning and reflection process among CPS stakeholders. Second, it serves as a means of data collection for the external evaluation. Results of the self-evaluation will later also be subject to comparison with the results of the external evaluation in a feedback session towards the end of the evaluation in Germany.

Language: Questionnaire can be answered in German or English.

### Relevance of the CPS

#### Relevance of the CPS in the German context/perspective

- What is the *raison d'être* of the CPS in Germany? What are its particularities that make it different from other instruments of German peace and development policies?
- How much of a political instrument should the CPS be in order to be a relevant instrument? Should the CPS be further ‘depoliticised’?
- What would organisations do in support of civil society organisations in conflict countries in case the CPS did not exist?
- How could the CPS’s overall relevance be strengthened?

## **Efficiency of the CPS and its structures and procedures**

### Overall efficiency

- What is the overall cost-benefit relation of the CPS in the light of its utility for German peace and development policies?
- What could be alternative instruments or structures achieving similar (or better) results with a more effective cost-benefit relation?
- How is the overall principle of subsidiarity of local experts and knowledge dealt with?

### Efficiency of CPS procedures and structures

- What are the main strengths and weaknesses of the CPS's administration, procedure and monitoring instruments?
- Which procedural and administrative recommendations of the CPS evaluation from 2002 have been implemented; if not, what are the main reasons?
- How does planning for and monitoring of the overall CPS programme functions?
- What are the main recommendations to enhance the efficiency of the CPS's administrative, procedural, and monitoring instruments?
- How could trust and accountability in the CPS structural set-up be strengthened (the CPS secretariat and revision unit are currently within the same member organisation, the DED, and even in the same building and on the same floor as the DED's CPS implementation unit)? How could an alternative set-up look like that is based on administrative feasibilities in the light of the BMZ's procedures?

### **Impact**

- What kind of overall impact could the CPS as an instrument achieve within the German peace and development context? How could this impact be strengthened?

### **Coherence, coordination and complementarity (3C)**

- How does collaboration among key stakeholders function? Please list the strengths, weaknesses and possible ways of improvement (in terms of AA, BMZ country desks, CPS executing agencies, CPS Group, CPS secretariat, etc.)

### **Meaning of the 2002 evaluation**

- Please add a few sentences as to how you dealt with the recommendations of the evaluation of CPS.

## **6.6 Questionnaire for self-evaluation: CPS secretariat at the DED**

**Note:** This questionnaire supports the ongoing CPS evaluation. The objective of filling in this questionnaire is two-fold. First, it aims at supporting a joint learning and reflection process among CPS stakeholders. Second, it serves as a means of data collection for the external evaluation. Results of the self-evaluation will later also be subject to comparison with the results of the external evaluation in a feedback session in Germany towards the end of the evaluation.

Language: Questionnaire can be answered in German or English.

1. Antragsverfahren
  - a. Bitte beschreiben Sie den Ablauf des Antragsverfahrens.
  - b. Wie beurteilen Sie das Antragsverfahren (Stärken, Schwächen, Verbesserungsvorschläge)?
  - c. Wie überprüfen Sie, ob die Anträge konform sind mit dem ZFD-Rahmenkonzept und den ZFD-Standards?
2. Zusammenarbeit mit dem BMZ-Referat 210 für Frieden und Sicherheit
  - a. Wie verläuft die Zusammenarbeit vom Prozess her?
  - b. Wie beurteilen Sie die Zusammenarbeit (Stärken, Schwächen, Verbesserungsvorschläge)?
3. Zusammenarbeit mit den Trägerorganisationen (TOs)
  - a. Wie verläuft die Zusammenarbeit mit den einzelnen TOs?
  - b. Wie verläuft die Zusammenarbeit mit dem Konsortium?
  - c. Wie beurteilen Sie die Zusammenarbeit für Punkt 3 a) und b) (Stärken, Schwächen, Verbesserungsvorschläge)?
4. Welche Empfehlungen (administrativer und verfahrensmässiger Art) der ZFD Evaluation von 2002 wurden umgesetzt; wenn nicht, weshalb?
5. Welches sind die Vor- und Nachteile (Vertrauen, Unabhängigkeit, usw. im Verhältnis zu den TOs) der räumlichen Zusammenlegung des ZFD-Sekretariats mit dem DED, der auch TO ist und zudem mit der Revision beauftragt ist? Wie könnte man sich eine Alternative zur gegenwärtigen Struktur vorstellen, die kompatibel wäre mit den BMZ-Prozeduren?
6. Allgemeine Frage: Was ist die Quintessenz des ZFDs?
7. Sonstige Bemerkungen

## **7. Case study interview guides <sup>11</sup>**

### **7.1 Burundi**

#### **7.1.1 Guides d'entretiens : guide pour la conduite des entretiens auprès des bénéficiaires**

##### **Question générale:**

0. Quels sont les changements les plus significatifs apportés par le projet ? Qu'est-ce que les actions menées ici avec l'appui du projet ont changé dans la vie locale ?

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<sup>11</sup> The interview guides for the case studies of Niger, Colombia, and Serbia are not available electronically.

## **Evaluation des résultats obtenus fonction par fonction et analyse des déterminants de ces résultats**

### **Fonction n°1 : protection** des citoyens contre la violence

1. Quelles sont aujourd'hui les sources d'insécurité ?
2. Des actions sont-elles menées pour protéger les citoyens contre les sources de violence ? Comment? Par qui?
3. Pour l'avenir, qu'est-ce qui peut menacer la sécurité ?
4. Des actions sont-elles menées pour que, dans le futur, si la violence revient, les civils puissent mieux s'en protéger ? Comment? Par qui?
5. Quelle évaluation faites-vous de l'efficacité de ces actions ? Quels points forts, points faibles, difficultés rencontrées ?

### **Fonction n°2 : vigilance** : suivi et surveillance des violations des droits de l'homme, du respect des droits de chacun, de chaque catégorie sociale (rapatriés, démobilisés...)

6. Dans votre zone de travail, y a-t-il des violations des droits de la personne ? Lesquelles ?
7. Les droits des différentes catégories sociales (y/c rapatriés, démobilisés...) sont-ils respectés ? Quels types de violation
8. Qui assure, dans la zone de travail, le suivi des violations des droits des personnes ?
9. Participez-vous à ce suivi ? Comment?
10. Si vous avez connaissance de violations des droits de la personne, que faites-vous ?
11. Quelle évaluation faites-vous de l'efficacité du suivi des violations des droits de la personne

### **Fonction n°3 : plaidoyer** pour la paix et les droits de l'homme

12. Exprimez-vous des demandes / revendications / plaidoyer relatifs à la paix et aux droits de l'homme ?
13. Auprès de qui et par quels moyens ?
14. Quels sont les sujets précis sur lesquels vous avez exprimé des demandes, durant ces dernières années ?
15. Depuis quand le faites vous ? L'appui de X (projet soutenu par le SCP) vous-a-t-il incité ou aidé à le faire ?
16. Vos demandes ont-elles été entendues ? Quelle évaluation faites-vous de l'efficacité de vos actions de plaidoyer ?

### **Fonction n°4 : socialisation** : intégration des valeurs de paix et de démocratie dans l'identité du groupe, intégration des groupes marginalisés dans l'identité du groupe

17. Y a-t-il des groupes marginalisés dans la zone ?
18. Y a-t-il une ethnie marginalisée ou dominée par l'autre, dans la zone ? Comment cela se traduit-il ?

19. Travaillez-vous à ce que les groupes marginalisés / dominés soient mieux intégrés dans la communauté locale / nationale ? Comment?
20. Travaillez-vous à l'intégration de valeurs de paix et de démocratie par tous les membres de la communauté locale / nationale ? Comment?
21. Quelle évaluation faites-vous de l'efficacité de ces travaux ? Quels points faibles et points forts ?
22. Depuis quand le faites vous ? L'appui de X (projet soutenu par le SCP) vous-a-t-il incité ou aidé à le faire ?

**Fonction n°5 : cohésion** entre les groupes sociaux. Rapprochement, création de liens entre les groupes sociaux

23. Que faites vous pour rapprocher des groupes qui ont des difficultés à se parler / se comprendre / s'accepter ?
24. Depuis quand le faites vous ? L'appui de X (projet soutenu par le SCP) vous-a-t-il incité ou aidé à le faire ?
25. Des liens durables ont-ils été créés ? Si oui, qu'est-ce qui vous fait penser qu'ils sont durables et résisteraient à des événements du type de ceux de 1993 ? Si non, que manque-t-il pour qu'ils deviennent durables ?
26. Des personnes / leaders jouent-ils un rôle de passerelle entre ces groupes ? Qui sont-ils ? Qu'est-ce qui leur permet de jouer ce rôle ?
27. Travaillez-vous avec ces leaders ? Comment ?

**Fonction n°6 : dialogue** : facilitation du dialogue au niveau national et local entre tous types d'acteurs

28. Participez-vous à des instances de dialogue dans la zone ?
29. Avez-vous mis en place des instances de dialogue dans la zone ?
30. Depuis quand ? Avec l'aide de qui ?
31. Dans ces instances, qui participe ? Comment ont été choisis les participants ? Qui représente quel groupe d'acteurs ? Ces représentants sont-ils légitimes : sont-ils acceptés comme représentants par ceux qu'ils sont supposés représenter
32. Ces instances se réunissent avec quelle fréquence ? Pour quoi faire ?
33. Qui anime le dialogue ? Quelles techniques / outils sont utilisés pour favoriser l'expression de tous les participants ?
34. Quel est l'intérêt de ces instances de dialogue ? Quelle évaluation en faites-vous : quels points forts, points faibles, difficultés.
35. Participez-vous à des instances nationales de dialogue ? Avez-vous contribué à les créer / les renforcer ?
36. Depuis quand ? L'appui de X (projet soutenu par le SCP) vous-a-t-il incité ou aidé à le faire ?
37. Quel intérêt de ces instances nationales de dialogue ?

**Fonction n°7 : services** permettant aux acteurs de la zone de mieux assumer certaines des fonctions précédemment présentées (fonctions n°1 à 6)

38. Avez-vous mis en place des services pour permettre à vos interlocuteurs dans la zone, de mieux jouer leur rôle en ce qui concerne les 6 fonctions précédentes.

39. Avez-vous identifié des initiatives locales dont les objectifs rejoignent des 6 fonctions ?

40. Les avez-vous appuyées ? Comment ?

**3. Si des évènements du type de ceux de 1993 venaient à se reproduire, en quoi les actions que vous menez changeraient certaines choses ?**

41. Changeraient-elles quelque chose ?

42. Qu'est-ce que cela changerait ?

### **7.1.2 Guide d'entretien auprès des organisations partenaires du SCP**

#### **Description de la structure qui porte le projet**

1. Quand votre association a-t-elle été créée ? Dans quel contexte, par qui (être précis à ce sujet) ?

2. Qu'est-ce qui a motivé la création de l'association ?

3. Quels sont les objectifs actuels de l'association ?

4. Sur quels mécanismes de changement des individus / de la société agissez-vous pour atteindre vos objectifs ? Quelles théories du changement supportent vos actions ?

5. Quels sont les ressources humaines et financières mobilisées par votre association ?

6. Qu'est-ce qui a changé durant les trois dernières années, dans votre association, en termes de 51. leadership ; 52. Ressources humaines ; 53. Ressources financières ; 54. Projets ; 55. Partenaires ; 56. Compétences

7. Que vous manque-t-il aujourd'hui pour mieux remplir votre mission ?

#### **Description générale de l'action soutenue par le SCP et de son organisation**

8. Pouvez-vous nous décrire l'action soutenue par le SCP ? Présentation générale (dans le compte rendu, il faudra noter la réponse donnée, quitte à se répéter dans les réponses apportées aux questions suivantes : cela nous intéresse de savoir comment l'action est présentée)

9. Précisez les objectifs (l'évaluateur récupèrera le cadre logique, s'il existe).

10. Sur quels mécanismes de changement des individus / de la société agissez-vous pour atteindre vos objectifs ? Quelles théories du changement supportent vos actions ?

11. Quelles ressources humaines et financières sont mobilisées ? Quel financement vient du SCP ? Quels autres financements ?

12. Quelles méthodologies sont employées, pour chaque type d'action ?



13. Quelles instances de dialogue, quels mécanismes de prévention ou de gestion des conflits devront continuer à exister une fois que le projet sera terminé ?

### **Evaluation par fonction**

#### **Fonction n°1 : protection des citoyens contre la violence**

14. Quelles sont aujourd'hui les sources d'insécurité ?
15. Agissez-vous pour protéger les citoyens contre les sources de violence ? Comment ?
16. Pour l'avenir, qu'est-ce qui peut menacer la sécurité ?
17. Agissez-vous pour que, dans le futur, si la violence revient, les civils puissent mieux s'en protéger ? Comment ?
18. Quelle évaluation faites-vous de l'efficacité de ce travail ? Quels points forts, points faibles, difficultés rencontrées ?

#### **Fonction n°2 : vigilance : suivi et surveillance des violations des droits de l'homme, du respect des droits de chacun, de chaque catégorie sociale (rapatriés, démobilisés...)**

19. Dans votre zone de travail, y a-t-il des violations des droits de la personne ? Lesquelles ?
20. Les droits des différentes catégories sociales (y/c rapatriés, démobilisés...) sont-ils respectés ? Quels types de violation
21. Qui assure, dans la zone de travail, le suivi des violations des droits des personnes ?
22. Participez-vous à ce suivi ? Comment ?
23. Si vous avez connaissance de violations des droits de la personne, que faites-vous ?
24. Quelle évaluation faites-vous de l'efficacité du suivi des violations des droits de la personne

#### **Fonction n°3 : plaidoyer pour la paix et les droits de l'homme**

25. Exprimez-vous des demandes / revendications / plaidoyer relatifs à la paix et aux droits de l'homme ?
26. Auprès de qui et par quels moyens ?
27. Quels sont les sujets précis sur lesquels vous avez exprimé des demandes, durant ces dernières années ?
28. Vos demandes ont-elles été entendues ? Quelle évaluation faites-vous de l'efficacité de vos actions de plaidoyer ?

#### **Fonction n°4 : socialisation : intégration des valeurs de paix et de démocratie dans l'identité du groupe, intégration des groupes marginalisés dans l'identité du groupe**

29. Y a-t-il des groupes marginalisés dans la zone ?
30. Y a-t-il une ethnie marginalisée ou dominée par l'autre, dans la zone ? Comment cela se traduit-il ?
31. Travaillez-vous à ce que les groupes marginalisés / dominés soient mieux intégrés dans la communauté locale / nationale ? Comment ?

32. Travaillez-vous à l'intégration de valeurs de paix et de démocratie par tous les membres de la communauté locale / nationale ? Comment ?
33. Quelle évaluation faites-vous de l'efficacité de ces travaux ? Quels points faibles et points forts ?

**Fonction n°5 : cohésion** entre les groupes sociaux. Rapprochement, création de liens entre les groupes sociaux

34. Que faites vous pour rapprocher des groupes qui ont des difficultés à se parler / se comprendre / s'accepter ?
35. Des liens durables ont-ils été créés ? Si oui, qu'est-ce qui vous fait penser qu'ils sont durables et résisteraient à des événements du type de ceux de 1993 ? Si non, que manque-t-il pour qu'ils deviennent durables ?
36. Des personnes / leaders jouent-ils un rôle de passerelle entre ces groupes ? Qui sont-ils ? Qu'est-ce qui leur permet de jouer ce rôle ?
37. Travaillez-vous avec ces leaders ? Comment ?

**Fonction n°6 : dialogue** : facilitation du dialogue au niveau national et local entre tous types d'acteurs

38. Participez-vous à des instances de dialogue dans la zone ?
39. Avez-vous mis en place des instances de dialogue dans la zone ?
40. Dans ces instances, qui participe ? Comment ont été choisis les participants ? Qui représente quel groupe d'acteurs ? Ces représentants sont-ils légitimes : sont-ils acceptés comme représentants par ceux qu'ils sont supposés représenter
41. Ces instances se réunissent avec quelle fréquence ? Pour quoi faire ?
42. Qui anime le dialogue ? Quelles techniques / outils sont utilisés pour favoriser l'expression de tous les participants ?
43. Quel est l'intérêt de ces instances de dialogue ? Quelle évaluation en faites-vous : quels points forts, points faibles, difficultés.
44. Participez-vous à des instances nationales de dialogue ? Avez-vous contribué à les créer / les renforcer ?
45. Quel intérêt de ces instances nationales de dialogue ?

**Fonction n°7 : services** permettant aux acteurs de la zone de mieux assumer certaines des fonctions précédemment présentées (fonctions n°1 à 6)

46. Avez-vous mis en place des services pour permettre à vos interlocuteurs dans la zone, de mieux jouer leur rôle en ce qui concerne les 6 fonctions précédentes.
47. Avez-vous identifié des initiatives locales dont les objectifs rejoignent des 6 fonctions ?
48. Les avez-vous appuyées ? Comment ?

**Evaluation générale**

49. Pour vous, quels ont été, dans le passé, les motifs essentiels/profonds des explosions de violence ? Quels ont été les mécanismes aggravants ? (Cette question

est délicate mais très importante : il est demandé à l'évaluateur de consigner les réponses obtenues sans manifester aucun signe d'approbation ou de désapprobation et sans donner aucun avis personnel, y compris dans la façon dont il posera la question).

50. Avec vos actions, agissez-vous vraiment sur ces causes et mécanismes ? Comment?

### **Le rôle des apports du SCP, notamment des experts du SCP (FFK)**

51. Que vous ont apporté les experts du service civil pour la paix ? Quelle plus-value pour votre association d'une part, pour les actions d'autre part ? Quels changements dans votre organisation attribuez-vous aux apports des experts SCP ?
52. Etes-vous satisfait de leurs apports ?
53. Qu'est-ce qui est le plus efficace : apport d'expertise FFK, financement d'experts locaux, apport de financement ?
54. Quels types de changements, en termes de construction de la paix, ont été induits par le projet, grâce au travail des experts du SCP ? Quels types de contributions à la paix sont cités par les partenaires comme les conséquences du travail des experts du SCP ?
55. Quels sont les conditions essentielles pour avoir plus d'impacts dans le futur ?
56. Comment l'impact pourrait-il être renforcé ?
57. Quelles sont les principales forces et faiblesses des procédures permettant d'accéder à l'appui du SCP ?

### **7.1.3 Guide d'entretien auprès des experts du SCP**

1. Quel est votre parcours personnel ?
2. Qui a demandé votre intervention ? Qui a construit votre fonction, fiche de poste... ? Quel rôle de l'organisation SCP / du partenaire ?
3. Qu'entendez-vous changer dans l'organisation partenaire ?
4. Quels impacts en termes de construction de la paix peuvent avoir ces changements ?
5. Qu'avez-vous changé dans l'organisation partenaire depuis votre arrivée ? Qu'est-ce qui a changé, dans l'organisation partenaire, à partir de votre travail ou de celui de vos prédécesseurs éventuels ?
6. Avec qui travaillez-vous ? Quels interlocuteurs directs ? Qui est supposé acquérir vos compétences / poursuivre votre travail ?
7. Pour vous, quels sont les facteurs déterminants de la violence actuelle ou potentielle au Burundi ?
8. En quoi votre action agit-elle sur ces déterminants ?
9. En quoi votre action complète-t-elle d'autres interventions en faveur de la paix ?
10. Quelle efficacité de votre action ? On interprètera les effets des experts du SCP à partir du schéma suivant :

- Quels apports / input ? (expert avec ou sans budget additionnel)
  - Quelles activités de l'expert du SCP
  - Quels produits / output (capacités des partenaires, renforcement...)
  - Quels effets (des outputs) ? (les partenaires apportent un service plus efficace...)
  - Quels impacts (des effets) ? Sur la construction de la paix et une réconciliation plus globale
11. (suite schéma précédent) Quels types de changements, en termes de construction de la paix, ont été induits par le projet, grâce à votre travail ? Quels types de contributions à la paix sont cités par les partenaires comme les conséquences du travail des experts du SCP ?
12. Quels sont les conditions essentielles pour avoir des/plus d'impacts dans le futur ?
13. Comment l'impact pourrait-il être renforcé ?
14. Quelles sont les principales forces et faiblesses des procédures d'administration et de pilotage de l'action de votre organisation (membre SCP) ?

#### **7.1.4 Guide d'entretien auprès des coordonnateurs de chaque organisation membre du SCP et du SCP au Burundi**

1. Pouvez-vous nous présenter le SCP/votre organisation : sa philosophie, sa mission, sa motivation, sa vision de la situation burundaise et son intérêt pour intervenir au Burundi
2. Quelle est la stratégie du SCP/de votre organisation au Burundi ? Comment, par vos actions, voulez-vous contribuer à la paix ?
3. Pour vous, quels ont été les principaux déterminants de la violence intercommunautaire dans le passé ?
4. Sur quels déterminants de la violence vos actions agissent-elles ?
5. Sur quels mécanismes de changement des individus / de la société agissez-vous pour atteindre vos objectifs ? Quelles théories du changement supportent vos actions ?
6. Comment la stratégie du SCP/de votre organisation pour le Burundi a-t-elle été construite ? Quand ? Par qui ?
7. Est-elle révisée périodiquement ? A partir de quels travaux de veille stratégique ?
8. Quelle est votre stratégie de partenariat ? Quels critères de choix de vos partenaires ? Etes-vous prêts à changer de partenaires s'ils ne donnent pas satisfaction ? A appuyer d'autres partenaires ?
9. Au-delà des partenaires avec lesquels vous travaillez directement, avez-vous d'autres alliances, collaborations, réseaux ?
10. Quel est votre plan d'intervention ? Quels résultats attendus ? Comment planifiez-vous vos actions ? Quel dispositif de planification-suivi et évaluation ?

11. Comment tenez-vous compte d'exigences de durabilité lors de la planification des actions ?
12. Comment sont considérées les questions de genre ?
13. Le monitoring des actions est-il efficace ? Sinon, quels sont les principaux problèmes ?
14. Comment adaptez-vous votre action à un contexte évolutif ?
15. Dans le cadre de la construction de la paix et la résolution des conflits, le Burundi a aussi sa stratégie et a aussi initié des actions dans ce sens, depuis 2005. Quelle cohérence et intégration dans la stratégie globale du pays et face à celle d'autres intervenants dans ce domaine.
16. Les activités du SCP dans le pays suivent-elles la stratégie et les standards définis par le SCP (*Rahmenkonzept*) ?
17. Quelle cohérence et complémentarité de l'action avec ce que font d'autres acteurs : du SCP ? d'autres organes de coopération ? de la société civile ?
18. Quelles principales raisons d'une complémentarité ou d'un manque de cohérence ?
19. Quels mécanismes de coordination ?
20. Comment améliorer les 3C, s'il y a lieu (Cohérence, Coordination, Complémentarités) ?
21. Quelles sont les principales forces et faiblesses des procédures d'administration et de pilotage de l'action du SCP / de votre organisation (membre SCP)
22. Comment améliorer ces procédures ?
23. Pour quelles raisons le recrutement d'experts du SCP continue à être difficile pour les organisations membres du SCP ? Combien de postes approuvés n'ont pas pu être pourvus ?
24. Le recrutement vous donne-t-il satisfaction ?
25. Comment améliorer l'efficacité du recrutement ?
26. Favorisez-vous des experts et structures locales ?
27. Comment vous assurez-vous que les experts européens ne négligent pas l'expertise locale, mais au contraire la valorisent ?
28. Quelles expériences avez-vous en termes de durabilité des actions après l'arrêt d'un projet / d'un soutien ?
29. Quels pourraient être les instruments alternatifs mis en œuvre pour atteindre des résultats similaires ou meilleurs avec un meilleur coût bénéfique et une plus grande durabilité ?
30. Faut-il renforcer le réseau SCP dans le pays, renforcer les liens existant entre les structures ? Si oui dans quel but et comment ?
31. En tant que réseau, le SCP a-t-il provoqué des changements dans les structures et institutions, pour la construction de la paix ? Quels changements n'auraient pas pu être obtenus par des organisations isolées, si le SCP n'existait pas ?

## 7.2 Cambodia

This is a general interview guide for all groups; however, some questions only apply to certain groups and have been adapted for other groups before interviews.

Phases of Interview	Key questions	Possible follow-up questions or relevant information	Expected results
<b>Phase I:</b> Welcome	<ul style="list-style-type: none"> <li>Welcome and thanking for readiness for cooperation with evaluation mission</li> <li>Presentation of the mission members and interview partners</li> </ul>		The interview partners know to whom they are talking
<b>Phase II:</b> Introduction	<ul style="list-style-type: none"> <li>Introduction to the evaluation mission background + objectives</li> <li>Explanation of the objectives of this specific interview</li> <li>Explanation of the proposed main structure of the interview (see right-hand side points)</li> <li>Guarantee of anonymity (the list of interview partners will be put in the mission report annex, however the people interviewed will not be quoted in the report)</li> </ul>	<ul style="list-style-type: none"> <li>Political Situation and peacebuilding in the area and other actors</li> <li>Information on partner organisations</li> <li>Information on main activity lines and projects (one part with and one part without CPS expert contribution)</li> <li>Changes as identified by interviewees</li> <li>DED/EED and CPS specific issues and management issues (only with management level) without CPS expert contribution</li> </ul>	The interview partner is informed about the objectives of the interview and those of the evaluation in general as well as for Cambodia (CPS expert knows that there is a part of interview with and without her/his contribution) => openness for interview created
<b>Phase III:</b> 1. Political situation	<ul style="list-style-type: none"> <li>How does the interview partner assess the political situation both in Cambodia and in their area of work?</li> </ul>	<ul style="list-style-type: none"> <li>Main issues</li> <li>Positive developments</li> <li>Main challenges/problems</li> <li>Future trends</li> </ul>	Information on how interviewees perceive the political situation;  Further data collection for area-specific situations
2. Information on partner organisation	<ul style="list-style-type: none"> <li>Can you give us a briefing on your organisation? (if not partner; Do you know of organisation 'X' and its activities in this specific area?)</li> </ul>	<ul style="list-style-type: none"> <li>Organisational structure</li> <li>Staffing</li> <li>Main activity lines in peacebuilding</li> <li>Other activities besides peacebuilding</li> <li>CPS support, timeline of support, and relevance for organisation</li> <li>Other support (donors, funding etc.)</li> </ul>	The mission understands the organisation structure (or how the organisation is seen by others), its activities, and the relevance of CPS support for the organisation's projects

Phases of Interview	Key questions	Possible follow-up questions or relevant information	Expected results
3. Information on main activity lines projects	<ul style="list-style-type: none"> <li>• What are the main activity lines of the partner organisations?</li> </ul>	<ul style="list-style-type: none"> <li>• When have activities been started and why?</li> <li>• What peacebuilding needs do these activities address?</li> <li>• How are other needs addressed (or not), and why?</li> <li>• How do the theories of change fit into your activities? What did you expect to change and how?</li> <li>• What are the mains challenges of project/activity design?</li> <li>• How are the issues of sustainability integrated into the planning?</li> <li>• How is the gender issue dealt with?</li> <li>• How is conflict sensitivity dealt with?</li> <li>• Who else is working in the field of peacebuilding? How are you linked?</li> <li>• Further case-specific questions could be asked if needed</li> </ul>	Relevance, sustainability, and effectiveness of activities; gender-specific structures or activities, 'do no harm' approach, 3C approach, etc.
4. Changes achieved?	<ul style="list-style-type: none"> <li>• What kinds of changes have you seen since activity/activities have started?</li> <li>• With regard to closed projects, are there on-going activities that have been started under the CPS?</li> <li>• How do you monitor these changes?</li> </ul>	<ul style="list-style-type: none"> <li>• What are the perceived levels of change with regard to issues like reconciliation, the creation of a culture of peace and justice, as well as mitigating the consequences of past violence and the possible reduction in and prevention of violence?</li> <li>• In which phases of the conflict are project activities most effective?</li> <li>• What is the impact of these changes?</li> <li>• What are the monitoring measurements used (baselines, indicators, issues)?</li> <li>• How do you capitalise the learning experience?</li> </ul>	Effectiveness and sustainability of data is assessed; triangulation of project documents' data with that of partners, CPS experts, target groups and others is possible
5. CPS issues	<ul style="list-style-type: none"> <li>• DED/EED and CPS-specific issues on effectiveness:</li> <li>• What is the role of CPS experts within the organisation?</li> </ul>	<ul style="list-style-type: none"> <li>• What does a partner organisation need to fulfil its activities?</li> <li>• Is external support needed? If yes, what type of support?</li> <li>• Who supports the partner</li> </ul>	Relevance, effectiveness, efficiency, sustainability, and cooperation of CPS experts and other CPS support is

Phases of Interview	Key questions	Possible follow-up questions or relevant information	Expected results
	<ul style="list-style-type: none"> <li>• What type of funding do you get?</li> <li>• What type of administrative and financial procedures do you face? What are the challenges associated with these procedures?</li> <li>• What is the role of CPS coordinators?</li> </ul>	<p>organisations and how?</p> <ul style="list-style-type: none"> <li>• What role does the CPS support play?</li> <li>• How and why has engagement in the field started?</li> <li>• How does engagement look like?</li> <li>• CPS expert--specific questions</li> <li>• What do CPS experts do? What have CPS experts done?</li> <li>• What is the status of CPS experts within the organisational structure?</li> <li>• What are/have been the main CPS expert contributions?</li> <li>• What are the Pros and Cons of CPS expert placement?</li> <li>• What are the main challenges to CPS expert placement?</li> <li>• What are the alternatives to CPS expert placement?</li> <li>• Management-specific questions</li> <li>• What are the Pros and Cons of administrative and financial procedures</li> <li>• With whom do you deal in case of questions/issues?</li> <li>• How do you see the role of CPS coordinators?</li> <li>• How is learning capitalised?</li> <li>• What type of cooperation and exchange is established within the CPS group?</li> <li>• What type of cooperation and exchange is established with other peacebuilding organisations?</li> </ul>	<p>assessed. The interview is threefold; a part assesses the CPS expert contribution, a part focuses on management only, and a third part on the totality</p>
<p><b>Phase IV:</b> End of interview</p>	<ul style="list-style-type: none"> <li>• Greeting and thanking</li> <li>• Information on follow-up</li> <li>• Interview partner is asked if he/she has more to add or if he/she has any questions to the evaluation team</li> </ul>	<ul style="list-style-type: none"> <li>• Information on the process, i.e. info on next steps how the results of the evaluation are being shared with interviewees (Debriefing Workshop, draft report for comments, etc.)</li> </ul>	<p>Open questions Good atmosphere created</p>



### **7.3 Israel/Palestine**

The General Interview Guide presented below and used by the evaluation team has been slightly adapted according to the interviewees (CPS experts, coordinators, partner's staff, beneficiaries, experts). A number partner's interviews have been conducted in Arabic and in the absence of the CPS experts.

#### **Phase I: Welcome**

- Presentation of the mission members and interview partners

#### **Phase II: Introduction**

- Introduction to the evaluation mission background + objectives
- Interviewees' expectations from the evaluation
- Explanation of the objectives of the interview

#### **Phase III:**

##### **1) Political situation**

- Information on how interviewees perceive the political situation, both in Israel/Palestine and in their area of work. Assessment of the main issues, of the current context and future trends

##### **2) Partner organisations**

- Organisation structure and activities: can you give us a briefing on your organisation?
- What's the biography of the organisation's director? What's the history of the organisation? What are the main activity lines in peacebuilding?
- How many staff members? What's the average annual funding?
- When did the CPS support begin? How?
- What are the other supports and donors?

##### **3) Main activity lines projects**

- What are the main activity lines of the partner organisations?
- When have activities been started and why? How did CPS organisations integrate past activities of the partner organisations?
- What peacebuilding needs do these activities address? What do you expect to change and how? What are the strategy's peculiarities of your CPS organisation? What are the theory of change and the intervention logic of the organisation partner?
- What about activities in the fields of protection and monitoring, with spoilers (e.g.refugees or settlers)?
- Information about beneficiaries (selection of participants, reasons of Israeli-Palestinian mixed presence, what's normalisation,...)
- What are the main achievements and challenges?
- How is the gender issue dealt with?

- How is conflict sensitivity dealt with?
- What other organisations are working in the same field of peacebuilding? How are you linked?
- How did your activities change in the different phases of the conflict? In which phases of the conflict are project activities most effective?
- What are the monitoring tools used? What about learning experience?

#### **4) CPS issues**

- What is the role of the CPS experts within the organisation? Is an external support needed? What type of support? What do CPS experts do and previous CPS experts have done? What are (have been) their main contributions? What are the challenges/alternatives to CPS expert placement? What kind of skills should the CPS experts have? How their recruitment is done? What is the relationship between the CPS experts and the staff?
- Which type of funding do you get? What type of administrative and financial procedures do you face? What is the calendar of application for projects?
- What is the role of CPS coordinators?
- How are experiences and learning capitalised?
- What type of cooperation and exchange is established within the CPS Group, with other (German) peacebuilding organisations, with the German Development Cooperation and with other international NGOs and international organisations?

#### **Phase IV: End of interview**

- Greeting and thanking
- Information on follow-up
- Open questions

### **7.4 Guatemala**

#### **Guía básica para entrevistas semi-estructuradas**

Adjunto, una lista más específica de preguntas bajo cada criterio de evaluación en apoyo a los entrevistadores. No obstante, es un punto de partida y se dejará a la persona entrevistada desarrollar sus pensamientos y capturar así información no prevista (inducción) en apoyo a la evaluación. Es decir, no será posible utilizar todas las preguntas adjuntas, es necesario considerarlas como guía general resaltando la cobertura de los criterios de evaluación. La entrevista tendría una duración idónea de 90-120 minutos, dependiendo de la cercanía o familiaridad con la labor del SCP que tenga la persona. Se prevé que las entrevistas sean conducidas por uno o dos evaluadores.

#### **Contrapartes y expertos externos del SCP**

Esta guía está dirigida a actores/expertos externos del SCP, por lo que dedica menos atención a los aspectos de la organización interna y gerencia del SCP; dependiendo el área

de conocimiento y experiencia de la persona entrevistada se omitirán algunos aspectos y se profundizará en otros temas, por ejemplo utilizando las clasificaciones de tipo de actividad por sociedad civil en relación a construcción de paz.

<b>Datos de Identificación</b>
Nombre de la persona entrevistada
Agencia/Institución para la cual trabaja
Cargo que desempeña – Área especializada de trabajo
Las metas/objetivos principales de la organización (si pertinente)
(se preguntará únicamente información complementaria o detalle para agregar a la que ya se tiene antes de la entrevista, de ser necesario también se preguntara información sobre el tipo de relación de la persona entrevistada con el SCP)

<b>CONTENIDO/CRITERIO</b>	<b>PREGUNTAS/COMENTARIOS</b>
<b>Introducción:</b> Resumen breve del propósito de la evaluación del SCP y de la entrevista.	El propósito esencial de la Evaluación es fortalecer el trabajo del SCP y su capacidad de respuesta a las características actuales guatemaltecas. La Evaluación se concibe como un ejercicio de generación de conocimiento -basado en el análisis de la experiencia y en el dialogo-, orientado a identificar lecciones y recomendaciones útiles para dicho fortalecimiento.
<b>Relevancia</b>	<ul style="list-style-type: none"> <li>• ¿Podría decirse que los resultados esperados del SCP coinciden con los requerimientos de la consolidación de la paz en el país?</li> <li>• ¿Cual relevantes son las contrapartes del SCP para construcción de paz en Guatemala? (Expertos)</li> <li>• ¿Cuán pertinente es la estrategia de enviar expertos internacionales si se compara con otros instrumentos y estrategias para apoyar a la sociedad civil? La orientación hacia la sociedad civil, aparte de PDH, es adecuada o debe también incluir experto del SCP situados en instituciones del estado?</li> <li>• ¿Podría decirse que los “expertos para la paz” involucrados cumplen con los requisitos necesarios? (Contrapartes)</li> <li>• ¿Cuáles son las teorías del cambio que aplican su organización para lograr sus objetivos? (Contrapartes)</li> <li>• ¿Cómo se relaciona su organización a la situación generalizada de violencia armada en Guatemala con el programa del SCP?</li> </ul>
<b>Eficacia/Impacto</b>	<ul style="list-style-type: none"> <li>• ¿Se están logrando los resultados previstos? (y otros)</li> <li>• ¿Cuáles son los principales cambios dentro de las organizaciones contraparte del SCP que son atribuibles (o han sido atribuidos) al trabajo del/de los “expertos para la paz”?</li> <li>• ¿Qué estructura de implementación es más eficaz y porqué? (Por ejemplo, envío de expertos a organizaciones locales, envío de expertos a organizaciones gubernamentales, apertura de oficinas de los organismos miembros del SCP.)</li> <li>• ¿Cómo podría fortalecerse la eficacia de las actividades del SCP?</li> <li>• ¿Qué tipo de impacto general podría lograrse a través de las actividades del SCP en materia de consolidación de la paz?</li> </ul>

CONTENIDO/CRITERIO	PREGUNTAS/COMENTARIOS
<b>Eficiencia</b>	<ul style="list-style-type: none"> <li>• ¿Cuáles son las principales fortalezas y debilidades de la gestión, los procedimientos y los instrumentos de monitoreo del SCP? ¿Cómo podrían reforzarse los aspectos positivos?</li> <li>• ¿En relación a otros posibles apoyos de Alemania (financiar expertos locales o internacionales, financiamiento de proyectos etc.), hay alternativas para lograr los resultados/impactos, hasta mejorarlos, con costos más bajos?</li> <li>• ¿Es decir, es eficiente el uso de expertos alemanes para lograr los objetivos de las organizaciones contrapartes en Guatemala?</li> </ul>
<b>Sostenibilidad</b>	<ul style="list-style-type: none"> <li>• ¿Cómo se vienen integrando los aspectos de sostenibilidad en la planificación de las actividades del SCP desde el inicio del proyecto? ¿Cómo se ha ido monitoreando este proceso (y sus hitos respectivos)?</li> <li>• ¿Qué experiencias de sostenibilidad han podido detectarse después de finalizar la presencia de los “expertos para la paz” en un proyecto/ conjunto de actividades?</li> </ul>
<b>Coherencia, Coordinación y Complementaridad</b>	<ul style="list-style-type: none"> <li>• ¿Podría decirse que las actividades del SCP son coherentes y complementarias?</li> <li>• ¿Con otras actividades (de apoyo) de la sociedad civil en el país?</li> <li>• ¿Entre sí?</li> <li>• ¿Con las estrategias y prioridades del BMZ en el país?</li> <li>• O, ¿Con otros programas/proyectos de organismos miembros del SCP en el país?</li> <li>• ¿Con proyectos/programas del Estado o otros cooperantes internacionales?</li> <li>• ¿Cuáles son los tipos de mecanismos de coordinación existentes?</li> </ul>
<b>Transversales y principios claves</b>	<ul style="list-style-type: none"> <li>• ¿Se toma en cuenta en los proyectos la dimensión de género para la consolidación sostenible de la paz?</li> <li>• ¿Se ha tomado en cuenta los derechos de grupos étnicos y especialmente mujeres de de minorías étnicas?</li> <li>• ¿Se toma en cuenta el tema de “acción sin daño” actuando en una manera sensible hacia la conflictividad?</li> <li>• ¿Se ha utilizado mecanismos programáticos para asegurar la incorporación de los temas mencionados arriba?</li> </ul>
<b>Otras observaciones o ideas que la persona entrevistada quiere desarrollar.</b>	<ul style="list-style-type: none"> <li>• Espacio adicional para reflexión, abierto a comentarios adicionales.</li> </ul>
<b>Agradecimiento y cierre</b>	<ul style="list-style-type: none"> <li>• Reiterar que las respuestas se tratarán con confidencialidad.</li> </ul>

## 7.5 Uganda

### CPS evaluation Uganda case study

This is a general interview guide for all groups; however, some questions only apply to certain groups and have been adapted for other groups before interviews.

Phases of interview	Key questions	Possible follow-up questions or relevant information	Expected results
<b>Phase I:</b> Welcome	<ul style="list-style-type: none"> <li>Welcome and thanking for readiness for cooperation with evaluation mission</li> <li>Presentation of the mission members and interview partners</li> </ul>		The interview partners know to whom they are talking
<b>Phase II:</b> Introduction	<ul style="list-style-type: none"> <li>Introduction to the evaluation mission background + objectives</li> <li>Explanation of the objectives of this specific interview</li> <li>Explanation of the proposed main structure of the interview (see right-hand side points)</li> <li>Guarantee of anonymity (the list of interview partners will be put in the mission report annex, however the people interviewed will not be quoted in the report)</li> </ul>	<ul style="list-style-type: none"> <li>Political situation and peacebuilding in the area and other actors</li> <li>Information on partner organisations</li> <li>Information on main activity lines and projects (one part with and one part without CPS expert contribution)</li> <li>Changes as identified by interviewees</li> <li>AGEH/DED/EED and CPS specific issues and management issues (only with management level) without CPS expert contribution</li> </ul>	The interview partner is informed about the objectives of the interview and those of the evaluation in general as well as for Uganda (CPS expert knows that there is a part of interview with and without her/his contribution) => openness for interview created
<b>Phase III:</b> 1. Political situation	<ul style="list-style-type: none"> <li>How does the interview partner assess the political situation both in Uganda and in their area of work?</li> </ul>	<ul style="list-style-type: none"> <li>Main issues</li> <li>Positive developments</li> <li>Main challenges/problems</li> <li>Future trends</li> </ul>	Information on how interviewees perceive the political situation; Further data collection for area-specific situations
2. Information on partner organisation	<ul style="list-style-type: none"> <li>Can you give us a briefing on your organisation? (if not partner: Do you know of organisation 'X' and its activities in this specific area?)</li> </ul>	<ul style="list-style-type: none"> <li>Organisational structure</li> <li>Staffing</li> <li>Main activity lines in peacebuilding</li> <li>Other activities besides peacebuilding</li> <li>CPS support, timeline of support, and relevance for organisation</li> <li>Other support (donors, funding etc.)</li> </ul>	The mission understands the organisation structure (or how the organisation is seen by others), its activities, and the relevance of CPS support for the organisation's projects

Phases of interview	Key questions	Possible follow-up questions or relevant information	Expected results
3. Information on main activity lines projects	<ul style="list-style-type: none"> <li>• What are the main activity lines of the partner organisations?</li> </ul>	<ul style="list-style-type: none"> <li>• When have activities been started and why?</li> <li>• What peacebuilding needs do these activities address?</li> <li>• How are other needs addressed (or not), and why?</li> <li>• How do the theories of change fit into your activities? What did you expect to change and how?</li> <li>• What are the main challenges of project/activity design?</li> <li>• How are the issues of sustainability integrated into the planning?</li> <li>• How is the gender issue dealt with?</li> <li>• How is conflict sensitivity dealt with?</li> <li>• Who else is working in the field of peacebuilding? How are you linked?</li> <li>• Further case-specific questions could be asked if needed</li> </ul>	Relevance, sustainability, and effectiveness of activities; gender-specific structures or activities, 'do no harm' approach, 3C approach, etc.
4. Changes achieved?	<ul style="list-style-type: none"> <li>• What kinds of changes have you seen since activity/activities have started?</li> <li>• With regard to closed projects, are there on-going activities that have been started under the CPS?</li> <li>• How do you monitor these changes?</li> </ul>	<ul style="list-style-type: none"> <li>• What are the perceived levels of change with regard to issues like reconciliation, the creation of a culture of peace and justice, as well as mitigating the consequences of past violence and the possible reduction in and prevention of violence?</li> <li>• In which phases of the conflict are project activities most effective?</li> <li>• What is the impact of these changes?</li> <li>• What are the monitoring measurements used (baselines, indicators, issues)?</li> <li>• How do you capitalise the learning experience?</li> </ul>	Effectiveness and sustainability of data is assessed; triangulation of project documents' data with that of partners, CPS experts, target groups and others is possible
5. CPS issues	<p><i>AGEH/DED/EED and CPS-specific issues on effectiveness:</i></p> <ul style="list-style-type: none"> <li>• What is the role of CPS experts within the organisation?</li> <li>• What type of funding do you get?</li> </ul>	<ul style="list-style-type: none"> <li>• What does a partner organisation need to fulfil its activities?</li> <li>• Is external support needed? If yes, what type of support?</li> <li>• Who supports the partner organisations and how?</li> <li>• What role does the CPS</li> </ul>	Relevance, effectiveness, efficiency, sustainability, and cooperation of CPS experts and other CPS support is assessed. The interview is threefold; a part assesses the CPS

Phases of interview	Key questions	Possible follow-up questions or relevant information	Expected results
	<ul style="list-style-type: none"> <li>• What type of administrative and financial procedures do you face? What are the challenges associated with these procedures?</li> <li>• What is the role of CPS coordinators?</li> </ul>	<p>support play?</p> <ul style="list-style-type: none"> <li>• How and why has engagement in the field started?</li> <li>• How does engagement look like?</li> <li>• CPS expert-specific questions</li> <li>• What do CPS experts do? What have CPS experts done?</li> <li>• What is the status of CPS experts within the organisational structure?</li> <li>• What are/have been the main CPS expert contributions?</li> <li>• What are the pros and cons of CPS expert placement?</li> <li>• What are the main challenges to CPS expert placement?</li> <li>• What are the alternatives to CPS expert placement?</li> <li>• Management-specific questions</li> <li>• What are the pros and cons of administrative and financial procedures</li> <li>• With whom do you deal in case of questions/issues?</li> <li>• How do you see the role of CPS coordinators?</li> <li>• How is learning capitalised?</li> <li>• What type of cooperation and exchange is established within the CPS Group?</li> <li>• What type of cooperation and exchange is established with other peacebuilding organisations?</li> </ul>	<p>expert contribution, a part focuses on management only, and a third part on the totality</p>
<p><b>Phase IV:</b> End of Interview</p>	<ul style="list-style-type: none"> <li>• Greeting and thanking</li> <li>• Information on follow-up</li> <li>• Interview partner is asked if he/she has more to add or if he/she has any questions to the evaluation team</li> </ul>	<ul style="list-style-type: none"> <li>• Information on the process, i.e. info on next steps how the results of the evaluation are being shared with interviewees (Debriefing Workshop, draft report for comments, etc.)</li> </ul>	<p>Open questions Good atmosphere created</p>

## 8. Lessons Learnt Report Pilot Case Study

### Uganda CPS Pilot Evaluation

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The **purpose** of this paper is to share the lessons learnt from the Uganda pilot CPS evaluation. This is done with regards to process, content and procedures as a means of facilitating the implementation of the other seven CPS country evaluations to be conducted in January and February 2010. The note has been sent on 17<sup>th</sup> of December to the BMZ evaluation division as well as to all country evaluators.

The note summarises lessons with regards to:

1. The planning of the mission including communication
2. Conducting of Workshops
3. Evaluation as a learning opportunity
4. Evaluation Criteria, Methodology and Data Collection

#### **1. Planning of the mission**

Though the main process of the evaluation is spelled out in the Inception Report, below are some important lessons to be considered for mission planning:

Cooperation with the CPS: We have experienced a great deal of cooperation with the CPS coordinators in Uganda. However, it is necessary to make use of this support and keep a good and friendly information and communication record as a means to give the mission a positive start. Moreover, many of the CPS partners had complained that they were not sufficiently and timely informed about the evaluation. This is the task of the CPS coordinators. However, they might have not been properly briefed by their headquarters. **We therefore felt the need for the evaluators to communicate to the coordinators what partners need to know and receive prior to the evaluation** (e.g. briefing note &



introducing the evaluation that they had received from their headquarters as well as the Inception Report). Moreover, though one CPS staff served as the official coordinator in the country (in our case the DED coordinator), he was only the first contact. After establishing the first contact through him, it was necessary to **ALWAYS communicate with all CPS coordinators of all implementing CPS agencies in the country** (in our case AGEH only). It seems that the role of the CPS country coordinator is so far not fully developed and was only recently introduced (even it functions fairly well in Uganda).

Arranging meetings: We have seen that there is a limit to what can be arranged by the evaluation team, especially with regards to partners and community meetings. We have learned the following lessons from Uganda:

- Partners have to be contacted first by the CPS coordinators, i.e. now with Christmas holidays coming up, **the CPS coordinators have to be informed best before Christmas** about which partners shall be visited.
- Focus group discussions with communities etc. are difficult to arrange without a partner introducing the evaluation and the team.
- Meetings with other people, like school teachers, government officials, other organisations working in peacebuilding, UN agencies etc. was easily organised without any logistical support from the CPS; (we found short meetings with UNOCHA in every district helpful, as they provided lists of organisations working for peacebuilding in the same area).
- Group meetings with partners worked very well and took place in a very open atmosphere. We made very good experiences in separating these meetings into three parts. We first talked with all staff and the CPS expert, then had a separate meeting with the management of the organisations without the CPS expert, followed by a separate meeting with the CPS expert. To save time, we often had dinner with the CPS experts. Moreover, we also interviewed a number of staff and CPS experts (especially from projects we did not visit) on the side of the workshops. We also experienced that CPS experts that had arrived in the country only a couple of weeks ago were a very good source of discussion in the workshops and meetings, as they were themselves very much interested in learning from the evaluation and already had critical questions about their assignments.
- We also experienced that the national workshop to be held with other civil society organisations (planned according to the Inception Report) in order to better understand the context in which CPS partners work, was not necessary in the case of Uganda. In Uganda, there are so many different conflict settings on the sub-national level that we held many meetings of this kind with organisations working in peacebuilding in the districts and different project locations. We found this more enriching than having a single national workshop.
- We, hence, advise evaluation teams to budget more free time into the mission schedules as to enable meetings that cannot be arranged in advance.

How to plan for evaluating closed (old) projects. Our lesson is to request contacts from the involved organisations in good time ahead of the mission. For example, in Uganda the EED had a former project that has been closed for a number of years. We requested EED headquarters to provide us with contacts of the former CPS experts and the main project

staff. We then contacted the CPS expert and asked him to fill in the self-evaluation form and we held telephone interviews with all former project staff. When closed projects were in the same areas we visited, we included the main questions into our general assessments. For the old projects we mainly focussed on a few criteria with strong emphasis on relevance and effectiveness of the CPS expert and former project activities, but most of all looking into sustainability.

Project documents: The biggest challenge in planning and preparing the evaluation mission was the tremendous amount of inconsistent and unclear documents that are mostly written in German. The need to change procedures, documents and reporting is, hence, already a finding of the evaluation at this point in time. Non-German speakers might think that the problem is the language. However, this is only true to a certain extent. We learned the following lessons:

- Disconnection of project proposals from reality on the ground, i.e. the project proposals only serve the purpose of following donor guidelines; they do not serve as a working document and none of the partners (and most of the CPS experts) had ever seen them. Therefore, the logframe attached to the documents is not used by the organisations as a planning and monitoring instrument.
- The project proposals also present a sum up of many projects under one heading, which adds to the confusion. As a consequence, it is very difficult to understand how many projects have been and are actually implemented)
- The list of former and present partners gives a better idea of the number of projects, seeing that most CPS organisations count projects per partner.
- In a few cases we managed to receive project documents from the local partners during the mission. Only one partner had presented a comprehensive strategic plan that could serve as a proper planning and monitoring instrument (SSD Moroto).

Reporting is similarly confusing, as there are many different reports that partners, CPS experts, coordinators and headquarters have to submit. Most reports, however, focus only on the output level of activities. When asked which reports they found helpful, the CPS staff only mentioned one document, the *Entwicklungshelferbericht* (Development Worker's Report). This might, however, be only true for the DED. Local partners had tremendous problems with most reports being only available in German.

Local evaluation teams: In the Inception Report (while all CPS coordinators received, this document, most CPS experts and all partners never did so) there is a passage that notes that a local evaluation team will conduct a pre-study/assessment. In the case of Uganda this took only place parallel to the main evaluation mission due to organisational problems. The lesson learned from this, however, is positive. There is a need to start the evaluation jointly with the entire team instead of having a pre-assessment. This means that during the first meeting with the CPS coordinator(s) as well as during the briefing workshop, the entire evaluation team has to be presented, explaining tasks and roles. The evaluation can then go ahead and the local team (in my case there was a local lead person who had sub-teams for different regions) can do assessments in parallel to the main team. **It is crucial that CPS partners and stakeholders are informed who is doing what and when**, i.e. a mission schedule has to be provided to all CPS staff and partners in due time and during the briefing workshop it has to be explained who is doing what!

## 2. Workshops

The briefing workshop serves for communicating the evaluation, and needs to take place soon upon arrival. If not everybody is present, this is not a big problem as it is understandable that not all partners can travel long distances twice. The Debriefing workshop at the end is MOST important for an interaction with as many people as possible, as this will be the place for exchange and learning. The workshop agendas from Uganda are attached. We planned both workshops together with the CPS coordinators as a means of integrating the needs of the involved people and organisations. We also budgeted in flexibility to be free to add on to the agenda during the afternoons. For the de-briefing workshop, we originally had foreseen two parts: one part for the CPS and partners only and another part for interested guests such as the German Embassy or other German organisations working in the country. It is important to find out from the coordinators who can be invited. In order to avoid repetitions, we started with the presentation of the results in the morning (where more people were present) and after lunch we went into groups and only the CPS staff and partners stayed.

Logistics of workshops:

- The invitation to the workshops has to come from the evaluation team. This means that evaluators need to draft the invitation (as soon as possible), and send it to the CPS coordinators and ask them to distribute it.
- The evaluation teams have to book the venue etc. Please consult your budget for this.
- We used a projector for our presentations and the DED provided the projector as the rent of the projects would have been extremely expensive.
- More time is needed for data analysis. We had initially allocated one day for preliminary analysis, which was not adequate. Evaluation teams should take note of this.

Content of workshops:

- The knowledge about evaluation among the CPS and partners' staff was very limited. It was therefore necessary to have sufficient time available to elucidate what is understood by evaluation criteria and how the evaluation team proceeds in answering the main evaluation questions.
- The understanding of peacebuilding, including the question of what kind of 'peace' the peacebuilding activities of projects are intended to achieve, was very unclear and not debated within and amongst organisations. It is, therefore, a good discussion point in one of the workshops.
- During the debriefing workshop we had planned to make a comparison between the self evaluation and the external evaluation. We had to drop this exercise (after consultation with the coordinators), as the self-evaluation reports, which were only presented in a summary form for all projects, were not sufficiently informative to allow for a detailed comparison. We instead engaged in a long presentation of the evaluation results using the projects and their activities as examples. We then had a long and general discussion followed by group work on jointly identified issues.

- During the workshops it is very important that the evaluation team explains what kind of information will be fed back to the concerned stakeholders during and after the mission, e.g. first feedback during the De-briefing workshop. Every organisation and CPS expert should have an opportunity to give feedback to the draft evaluation report. We also requested people to send us a **coordinated response** to make the redrafting easier.

### **3. Evaluation as a learning opportunity**

We designed workshops, meetings and interviews as a learning exercise. This means that while accountability is a key aspect, immediate and long-term learning was of high relevance, too. As the general evaluation results will not be published before May 2010 **the immediate learning opportunity through the evaluation is very important**. We therefore used every opportunity with partners, CPS staff and others for discussion and reflection. We also received very good feedback on the learning process during the final workshop. People were very thankful to have an evaluation as an occasion for reflection and rethinking and also expressed the need to have more joint reflection events among all CPS experts and partners

### **4. Evaluation criteria, methodology and data collection**

The methodology, as developed in the Inception Report under each evaluation criterion, worked very well. We developed key interview guides using the evaluation questions. Starting discussions about the assessment of the country situation always proved to be a good entry point.

The results of the ‘civil society and peacebuilding’ project served very well to measure activities against (please have a look at the power point presentation from the de-briefing workshop Uganda).

M&E (Monitoring and Evaluation) within the projects is practically nonexistent, however, implicit results chains are existent and you will find them during discussions with partners and CPS experts.

Self-evaluation. As a lesson learned for future self-evaluation processes, the instructions on how to fill out the self evaluation forms (including who should do this) need to be even more detailed. People found it, furthermore, difficult to answer questions that were not 100% directed to them but needed a certain degree of flexibility in answering. As a consequence, it is probably necessary to design a self-evaluation form for each potential stakeholder. Nevertheless, people felt that the self-evaluation was a helpful occasion for self-reflection. It, hence, fulfilled its learning purpose. We were also able to obtain some triangulation relevant information in this way.

#### **Attachments**

- Planned time schedule for country case study Uganda
- Final time schedule for country case study Uganda
- Workshop agendas
- Power point presentations

## **Inception Report**

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## Abbreviations and acronyms

AA	Auswärtiges Amt (German Federal Foreign Office)
AGDF	Aktionsgemeinschaft Dienste für den Frieden e.V. (Action Committee Service for Peace)
AGEH	Arbeitsgemeinschaft für Entwicklungshilfe e. V. (Association for Development Cooperation)
ArGE ZFDiD	Arbeitsgemeinschaft Ziviler Friedensdienst in Deutschland
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (German Federal Ministry for Economic Cooperation and Development)
CCDP	Centre on Conflict Development and Peacebuilding
CFI	Christliche Fachkräfte International
CIDA	Canadian International Development Agency
CIM	Centrum für internationale Migration und Entwicklung (Centre for International Migration and Development)
CPS	Civil Peace Service
CSO	Civil society organisation
DED <sup>12</sup>	Deutscher Entwicklungsdienst (German Development Service)
ECPS	European Civil Peace Service
EED	Evangelischer Entwicklungsdienst e.V. (Church Development Service)
EU	European Union
EZ	Entwicklungszusammenarbeit (development cooperation)
FSJ/FÖJ	Das Freiwillige Soziale- oder Ökologische Jahr im Ausland (Social or Ecological Voluntary Service)
GTZ <sup>11</sup>	Deutsche Gesellschaft für Technische Zusammenarbeit (German Agency for Technical Cooperation)
INGO	International non-governmental organisation
IYIP	International Youth Internship Programme (Canada)
NATO	North-Atlantic Treaty Organisation
NGO	Non-governmental organisation
NORDEM	Norwegian Resource Bank for Democracy and Human Rights
NP	Non-violent Peace Force

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<sup>12</sup> DED, GTZ and InWent were merged into Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) on 1 January 2011. As this evaluation was conducted in 2009 and 2010, the then names are used in this report.



OECD-DAC	Development Assistance Committee of the Organisation for Economic Cooperation and Development
OEFD	Austrian Peace Service
PBI	Peace Brigades International
SCI	Service Civile International
TO	Trägerorganisationen (Member Organisations of the CPS)
UN	United Nations
ÜSK	Übersektorales Konzept Krisenprävention, Konfliktbearbeitung und Friedensentwicklung in der deutschen Entwicklungszusammenarbeit (BMZ's cross-sectoral strategy for peacebuilding)
VCP	Volunteer Cooperation Programme (Canada, CIDA)
WFD	Weltfriedensdienst
ZFD	Ziviler Friedensdienst (civil peace service)
ZKB	Zivile Konfliktbearbeitung (civil conflict resolution)



# 1. Introduction

About a decade ago, crisis prevention and peacebuilding became an integral part of the foreign policy and development agendas of the OECD countries. Germany, jointly with the governments of Great Britain, Canada, Norway, Switzerland and others, assumed a pioneering role, creating the foundations for a coherent whole-of-government approach with its action plan “Zivile Krisenprävention, Konfliktlösung und Friedenskonsolidierung”. This plan seeks to pool efforts across the different government departments, thereby reflecting current OECD-DAC discussions.<sup>13</sup> In addition, the BMZ’s cross-sectoral strategy for peacebuilding (ÜSK) has helped to define implementation processes for crisis prevention and peacebuilding within German development cooperation (EZ).

The EZ also boasts a variety of innovative implementation instruments, including the conflict-sensitive set-up of EZ-portfolios for conflict countries. Furthermore, the Civil Peace Service (CPS) was founded in 1999 as an instrument of the German Government for civil society peacebuilding. The CPS has a number of features that makes it a unique instrument not existing in other countries. From its inception, the CPS has been a joint project by governmental and non-governmental organisations involved in peacebuilding and development activities (i.e. crisis prevention, violence reduction, and all other types of peacebuilding efforts also undertaken in the aftermath of large scale violence).

The CPS mainly functions on the basis of project-related capacity building implemented with the help of European CPS experts that are primarily sent to partner organisations in conflict contexts. At the end of 2007, the CPS had granted 387 CPS expert positions in 43 countries. The CPS now also serves as a model for other countries, as can be seen by the Norwegian Initiative “NORPEACE”, which aims at creating an institution similar to that of its German counterpart.

An initial evaluation of the CPS was undertaken in 2002, leading to important insights with regard to its continuing establishment. Yet ever since the inception of the CPS ten years ago, the German Bundestag has repeatedly requested a comprehensive evaluation of the CPS. The BMZ is now following up on this request with the present external evaluation.

The Centre on Conflict, Development and Peacebuilding (CCDP) at the Graduate Institute of International and Development Studies in Geneva, Switzerland responded to the public tendering procedure, and obtained the mandate for the evaluation. The core CCDP evaluation team is comprised of Dr Thania Paffenholz (lead), Daniel Fino (senior team member), Dr Oliver Jütersonke (overall management), Sandra Reimann (administration and communications), and two research assistants. The team is supported by an internal CCDP advisory group set up especially for this evaluation (Prof. Dr Keith Krause, Prof. Dr Gilles Carbonnier, Dr Robert Muggah, and Susanna Campbell), as well as by a number of CCDP regional experts (Prof. Dr Riccardo Bocco—Middle East; Prof. Dr Jean-Luc Maurer—Asia; Prof. Dr Gilles Carbonnier—Latin America and Africa; Prof. Dr Roberto Belloni—South Eastern Europe). These individuals advise the team on matters of preparation and

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<sup>13</sup> Most recently by means of the 3C-approach (coherence, coordination and complementarity) to fragile states and situations.

implementation of the case study evaluations.<sup>14</sup> The members of the two groups will also ensure overall quality control of the work undertaken.

The **objectives** of this Inception Report, as outlined on page 7 of the Terms of Reference, are as follows:

1. to give an overview of the international and national context in which the CPS operates (Sections 2 and 3);
2. to present a preliminary analysis of the CPS's main achievements and current challenges, and translate these into evaluation questions (Sections 3.3 and 4);
3. to specify the evaluation design, methodologies, process, timing and products (Section 5);
4. to develop criteria for the selection of country case studies and propose a set of countries accordingly (Annex 3);
5. to provide questionnaires for a self-evaluation of the CPS by its main stakeholders (Annexes 4-7), as well as a preliminary table of contents for the case study evaluations and the final report (Annexes 8-9).

The present Inception Report is based on a series of consultations with the CPS's main stakeholders in Germany,<sup>15</sup> as well as on background research on civil society, peacebuilding, civil peace services and evaluation (specifically evaluation in peacebuilding)<sup>16</sup>. Key documents of the CPS have been carefully studied, numerous meetings held and telephone interviews conducted with international non-governmental organisations (INGOs) and people involved in civil peace services in other countries. Moreover, this report has been subject to a consultation process. Comments have been inculcated into this final version of the report.

## **2. The international context of the CPS**

### **2.1 Civil society, development and peacebuilding**

This chapter presents a historical and conceptual overview of the current understanding of civil society in the context of development cooperation and peacebuilding. This will serve to better understand the context in which the CPS was developed as well as its objectives and strategies.

Civil society is generally understood as the arena of voluntary, collective actions of an institutional nature around shared interests, purposes, and values that are distinct from those of the state, family, and market.<sup>17</sup> Civil society consists of a large and diverse set of voluntary

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<sup>14</sup> See the team structure in Annex 2 of this report.

<sup>15</sup> Cf. Annex 1 for a list of people consulted.

<sup>16</sup> OECD/DAC (1999). *Guidance for Evaluating Humanitarian Assistance in Complex Emergencies*. OECD and OECD/DAC (2008). *Guidance on Evaluating Conflict Prevention and Peacebuilding Activities*. Paris, OECD. BMZ (2005). *Krisenprävention, Konfliktbearbeitung und Friedensförderung in der deutschen Entwicklungszusammenarbeit*. Bonn, Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung. See also the bibliography attached to this report.

<sup>17</sup> Paffenholz, T. and C. Spurk (2006). *Civil Society, Civic Engagement, and Peacebuilding*. Social Development Paper No. 100. Washington, DC, The World Bank.

organisations, and comprises of non-state actors and associations that are not purely driven by private or economic interests, are autonomously organised, show civic virtue, and interact in the public sphere. In the context of peacebuilding,<sup>18</sup> civil society is understood as an important pillar for preventing armed conflicts, stabilising peace and contributing to the transition from peacebuilding to democratisation.

Many peace, human rights and development related activities have been implemented by voluntary agencies or non-governmental organisations (NGOs), especially during and in the aftermath of the two world wars. However, the concept of “civil society” has gained increasing importance in development cooperation starting from the 1980s onwards. This rising attention can primarily be attributed to the “neo-liberal” policy of the 1980s, which encouraged a highly sceptical attitude towards the state and favoured the privatisation of state welfare and infrastructure services. As a result of such policies, NGOs were assigned new service functions—especially in the social and health sectors—which had previously been the responsibility of the state. The trend toward supporting civil society was enforced by a series of UN world conferences in the 1990s, which gave substantial incentives to the founding of new NGOs or the enlargement of existing ones. According to one source, the average amount of funds channelled by OECD countries via NGOs was US \$3.1 billion in 1985–86 and increased to \$7.2 billion in 2001.<sup>19</sup> Other sources mention even higher figures.<sup>20</sup>

Subsequently, civil society gained even more momentum at the beginning of the 1990s. As the Cold War ended, democratic governance, respect for human rights, and the rule of law became priority objectives, and civil society came to be seen in development cooperation circles as a means of improving governance and democratisation.

Moreover, the debate about a role for civil society in peacebuilding was also fostered in the 1990, even though different non-governmental actors such as various religious organisations have always been involved in “peacebuilding” of one sort or another. Prior to the 1990s civil society involvement came to be considered to render more complex the efforts of professional diplomats involved in peacebuilding. In the 1990s, one of the main research debates within peacebuilding was the question of which external actors would achieve the best results in efforts to end armed conflicts and sustain peace after war, and with what approach. The important work of John Paul Lederach then shifted the focus of attention from external actors to the role of local actors within the conflict country, arguably leading to a paradigm shift within both the international research and practitioner communities.<sup>21</sup> Indeed, the question for external actors had mainly been about how to support national actors within

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<sup>18</sup> It is difficult to find an equivalent for the term ‘peacebuilding’ in German, and currently a number of words are in usage, including ‘Zivile Konfliktbearbeitung’, ‘Friedensförderung’ and ‘Friedensentwicklung’. In the context of the ZFD, we found ‘Zivile Konfliktbearbeitung’ (ZKB) to be the most common. In English, peacebuilding could in certain instances also include military measures, whereas this is not the case with ZKB in the German meaning. In this report, we will use ‘peacebuilding’ as a translation of ZKB.

<sup>19</sup> Debiel, T. and M. Sticht (2005). *Towards a New Profile? Development, Humanitarianism and Conflict-Resolution NGOs in the Age of Globalisation*. INEF Report 70. Duisburg, Institute for Development and Peace.

<sup>20</sup> Schmidt, S. (2000). *Die Rolle von Zivilgesellschaften in afrikanischen Systemwechseln*. Systemwechsel 5. Zivilgesellschaft und Transformation. W. Merkel, Opladen: Leske + Budrich: 295-334.

<sup>21</sup> Lederach, J. P. (1997). Building Peace: Sustainable Reconciliation in Divided Societies. Washington DC, United States Institute of Peace Press.

countries experiencing armed conflict so as to best enhance their capacity building; now, support to civil society became routine in peacebuilding. Since then, many different peacebuilding approaches and initiatives, such as peace funds, dialogue projects, peacebuilding training, and capacity building programmes for local actors have been tested. Today, a wide array of civil society actors such as NGOs, associations, religious entities, business and grassroots organisations, communities, or individuals, are increasingly involved in different peacebuilding activities.

The rise of civil society peacebuilding initiatives also shows the dilemmas of donor-driven NGO civil society support.<sup>22</sup> The “NGOisation” of social protest<sup>23</sup> has arguably led to a “taming of social movements” and has shifted the focus of peacebuilding away from peace movements and grassroots civic engagement for peace.<sup>24</sup> Following the logic of development aid delivery, most external support from donors goes directly to international NGOs (INGOs) or through them to national, mainly urban, elite-based NGOs. Empirical evidence from different countries shows that donors tend to support mainly moderate, middle-class groups that often act as “gatekeepers” vis-à-vis other strata of society.<sup>25</sup> New national, urban NGOs have also been criticised for their weak membership base, lack of countrywide and/or balanced political or ethnic representation, and are often linked to the political establishment through kin relationships. Obviously, some of the negative effects of donor-driven support that occur in peacebuilding has already been analysed decades earlier in development practice.

There have, however, also been many positive effects of civil society attention and support. There is now general acceptance that national actors from within conflict countries should be the main stakeholders in peacebuilding and that the role of outsiders should be limited to supporting them.<sup>26</sup> We have also seen the emergence of an understanding that civil society peace initiatives are as much a requirement as official or unofficial diplomatic efforts to build peace. Civil society groups monitor human rights violations, use this information for advocacy, and effectively manage to protect people from violence.<sup>27</sup> Civil society movements also successfully advocate the signing of peace agreements, as for example the “YES” campaign in Northern Ireland, or the end of authoritarian rule due to the people’s movement in Nepal in April 2006.<sup>28</sup> Next to advocacy for protection-related issues, civil society groups have advocated for the inclusion or implementation of issues into peace agreements (e.g. Guatemala) or for the recognition of the rights of marginalised groups. When aid initiatives

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<sup>22</sup> Paffenholz, T. (2009). Civil Society. Post-Conflict Peacebuilding: A Lexicon. V. Chetail. Oxford, Oxford University Press: 60-73.

<sup>23</sup> Orjuela, C. (2004). Civil Society in Civil War, Peace Work and Identity Politics in Sri Lanka. Departement of Peace and Development Research. Göteborg, University of Göteborg.

<sup>24</sup> Kaldor, M. (2003). Global Civil Society: An Answer to War. Cambridge, Polity Press.

<sup>25</sup> Paffenholz, T. and C. Spurr (2006). Civil Society, Civic Engagement, and Peacebuilding. Social Development Paper No. 100. Washington, DC, The World Bank.

<sup>26</sup> Lederach, J. P. (1997). Building Peace: Sustainable Reconciliation in Divided Societies. Washington DC, United States Institute of Peace Press.

<sup>27</sup> Paffenholz, T. (2009). Civil Society and Peacebuilding. Summary of the Results for a Comprehensive Research Project. CCDP Working Paper, The Graduate Institute of International and Development Studies. 4.

<sup>28</sup> Paffenholz, T. (2009). Civil Society. Post-Conflict Peacebuilding: A Lexicon. V. Chetail. Oxford, Oxford University Press: 60-73.

were systematically used for peacebuilding, they have also often created good entry points for civil society action in protection, monitoring, and social cohesion.

It is also important to acknowledge that a number of contextual factors enable or disable civil society in its support of peacebuilding, with the level of violence and the role of the state being the most important examples. The media may also strengthen civil society through professional reporting of civil society activities. The composition and characteristics of civil society itself also influence its effectiveness, as does the influence of external actors, including donors. Their resources might have a double-sided effect: while they enable many civil society activities, they also contribute to transforming social movements into NGOs, which changes power relations and responsibilities. Nevertheless, as professional protection initiatives show, NGOs do also contribute effectively to peacebuilding.

The understanding of civil society peacebuilding to date is also closely linked to a particular understanding of the term “peacebuilding” itself. First used by Johan Galtung in an essay written in 1975, the term constituted one of three approaches to peace: peacemaking, peacekeeping and peacebuilding.<sup>29</sup> Developed from an analysis of violence, Galtung’s understanding of peacebuilding was based on the conceptual distinction between negative peace (end of violence) and positive peace (peaceful society at all levels). While negative peace achieves the absence of physical violence through peacekeeping, only positive peace can achieve the absence of structural violence through peacemaking and peacebuilding. Peacemaking aims at bringing the conflict parties to the negotiation table and strives for a peace agreement that forms the precondition for sustaining the peace thereafter. Peacebuilding attains positive peace by creating structures and institutions of peace based on justice, equity and cooperation, thereby permanently addressing the underlying causes of conflict and preventing their turn to violence.<sup>30</sup> Most current definitions and understandings of peacebuilding reflect these two antipodes of positive and negative peace as introduced by Johan Galtung.

In the context of the CPS, peacebuilding mainly follows the understanding of Galtung’s positive peace and its conceptualisation by Lederach. Hence, the essence is to support local actors in conflict countries to pave the way towards positive peace. While a number of CPS activities are also more closely linked to peacemaking, the majority of activities conducted within the CPS are in support of preventing violent outbreaks of conflicts and sustaining peace after large-scale violence has ended.

## **2.2 Peacebuilding and civil peace services**

To better understand the specificity of civil peace services in general, this chapter will provide a short historical overview to further contextualise the CPS.

Historically, the idea of a civil peace service has been influenced by the non-violence and peace movements, and can be traced back to the 18<sup>th</sup> century. While the roots of these movements date back to the European enlightenment and the religiously inspired moral reform movement in Great Britain and the United States, the peace movement gained

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<sup>29</sup> Galtung, J. (1975). *Three Approaches to Peace: Peacekeeping, Peacemaking, Peacebuilding. Peace, War, and Defence - Essays in Peace Research*. J. Galtung. Copenhagen, Christian Ejlers.

<sup>30</sup> Gawrec, M. (2006). "Peacebuilding: Theoretical and Concrete Perspectives." *Peace and Change* 31(4): 435-478.

momentum before and during the two World Wars. It was later reshaped in the form of different anti-war (e.g. Vietnam) and pro-disarmament movements during the Cold War.<sup>31</sup>

The rise of pacifism was another important step in the direction of peace mass movements. The term “pacifism” was coined in 1901 by the French activist E. Arnaud, although the radical rejection of all war is much older notion, and can be found as a commandment not to use violence in many religions and philosophies. World War I was probably the first war during which there were people in most of the involved countries who refused to take part in the war. The demand for a civil alternative to military service, which was non-existent at that time, led to the foundation of the first peace service, the Service Civile International (SCI). This growing élan for peace movements was continued with the founding of the League of Nations after World War I and later the United Nations with its Charters as well as its various Covenants on civil and human rights.

After World War II, peace movements became more prominent, mostly emerging in response to the political events of the time. Issues that were fought for using peaceful means included the dissolution of the British Empire, the rejection of imperialism by the United States and the Soviet Union, as well as the opposition to the nuclear arms race. The famous peace movement in the 1960s in the United States succeeded in ending U.S. involvement in the Vietnam War. The decision of Lyndon Johnson not to run for re-election as president was the direct result of anti-war protests.

While in the first half of the 1960s only one more influential organisation, the World Peace Brigade, was founded (and incidentally dissolved soon after), activists participating in such actions and in the World Peace Brigade were later involved in leading positions in the founding of the Peace Brigades International (PBI), Witness for Peace, Christian Peacemaker Teams, and others.

## **2.3 Current situation of civil peace services**

This section summarises what type of civil peace services, movements and networks exist in the international context and provide a brief region-by-region summary of the status and development of civil peace services in different countries. This overview thereby aims first at further contextualising the CPS in the international context. Second, it provides information on different models of how other civil peace services are organised that might generate ideas for the CPS’s set-up and functioning in the future.

Hereby, a broad definition of civil peace services will be considered, including organisations offering volunteer programmes.

### **2.3.1 Types of civil peace services**

The first criterion by which types of civil peace services can be differentiated relates to whether or not these services are governmental. “Governmental” means that an organisation is not only funded by a country’s government, but that its operational structure is run by the government itself, possibly in cooperation with NGOs. The CPS is the best and one of the

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<sup>31</sup> Cortright, D. (2008). Peace. A History of Movements and Ideas. Cambridge, Cambridge University Press as well as Barash, D. and C. P. Weibel (2002). Peace and Conflict Studies. Oxford, Oxford University Press and also Barash, D. (2000). Approaches to Peace: A Reader in Peace Studies. Oxford, Oxford University Press.



very few examples of a civil peace organisation that is governmental in this sense, i.e. it is funded by the government and functions as a joint endeavour between governmental and non-governmental organisations. As almost all other civil peace organisations are non-governmental – for example NGOs – many examples could be given. One such example is the Service Civil International (SCI), which is an international non-governmental voluntary service organisation and peace movement with 43 branches and groups. SCI organises both short-term (work camps of 2-4 weeks) and long-term (3-12 months) projects. Volunteers have to provide their own funding and tend to be aged between 18 and 25, mostly without work-experience.

The second criterion relates to the type of personnel sent or placed by a civil peace service organisation. This relates to the type of specialisation of the personnel as well as the amount of work experience held. Due to the level of qualification of the peace personnel, civil peace organisations vary greatly. Whereas youth volunteer programs, such as the Canadian Youth Internship Program (YIP), pose little requirements in terms of work experience, most civil peace services require at least a completed university degree. For the latter type of organisations, the average age of the personnel tends to be around the mid-thirties. Furthermore, peace-workers differ in regard to their level of professional specialisation. Whereas some civil peace services engage primarily in the civil society and peacebuilding arena, such as the Non-violent Peaceforce (NP) and Peace Brigades International (PBI), most other organisations engage in a wider field of activities, including the private and health sectors.

The third criterion pertains to how civil peace services differ with regard to the financing of the peace personnel. Generally, three possibilities exist. A civil peace services organisation can work with voluntary peace personnel who receive no funding (or only minimum funding for transport and basic living expenses). Alternatively, an organisation can partially fund peace personnel, leaving the remaining funding to the local partner organisation. This method is a way of “topping up” a local organisation’s staff funding. Lastly, a civil peace services organisation can fully fund its peace personnel. This involves providing them with a salary approximately equivalent to a salary earned in the peace worker’s home country or a high local salary for the standards of the country in which the peace-worker operates. Most organisations work on a full-funding basis if possible or, alternatively, on a voluntary basis. In organisations based on voluntary commitment, such as PeaceWatch Switzerland, the peace-worker’s salary tends to be negligible. On the other side of the spectrum, salaries can be at a relatively high level, as in the case of the CPS. The only known example of “topping up” is the *Centrum für internationale Migration und Entwicklung* (CIM), which is the human resources placement organisation for the BMZ. Its partners are independent employers within the civil services, private sectors and civil societies of its partner countries. On their behalf, CIM recruits experts from EU countries on the German labour market. About 800 European managers and technical experts are currently working through the CIM Integrated Experts Programme in roughly 75 countries throughout the world.

### **2.3.2 The international context of the CPS**

The CPS is one of the few civil peace services that is a joint venture of governmental and non-governmental institutions. In Europe, no other country has a governmental civil peace service. However, a variety of countries have made attempts or currently attempt to set up civil peace services similar to the CPS.

In Switzerland, a Coalition for a Civil Peace Service was formed by 26 Swiss organisations in 1998, launching a referendum for the introduction of a governmental Civil Peace Service. However, the referendum failed. The Austrian Development Agency (ADA), has recently restructured its guidelines for “deployment of personnel in development cooperation”, integrating it as one project category for NGO co-funding for projects that focus on conflict resolution, peacebuilding and reconciliation. The Austrian Consortium for Civil Peace Services is further pushing for a separate Civil Peace Services akin to the German CPS. In France, there exists a “Steering Committee Civil Peace Service” to advocate for a civil peace service to be recognised under French law—however, not much progress has been made so far. Norway is currently in the process of establishing a Norwegian Civil Peace Service (NORPEACE), with the aim of building on the model of the German CPS through the creation of a group with a limited number of civil society organisations (CSOs) that are responsible for carrying out projects in co-operation with partners in the global South. The group should, just like in Germany, consist of both development CSOs and peace CSOs that already have the competence and infrastructure for carrying out projects. Furthermore, the Norwegian Refugee Council has various programmes through which it sends peace personnel abroad, including personnel from Africa, Asia and the Middle East.<sup>32</sup> In Spain, the NGO NoVA – *Centre per a la Innovació Social* presented a proposal for an “Agency of civilians for peace”. The proposal is supported by the Foreign Affairs commission of the Spanish parliament, although parliament has yet to vote on the matter. On an EU level, the campaign “Europe, Vote for Peace!”, set up by the Nonviolent Peaceforce and the German *forumZFD*, attempts to establish a civil peace service akin to the CPS on an EU-level through the creation of a peacebuilding directorate under the new EU commission.

Outside of Europe, Canada and the USA have governmental organisations, although they tend to be more focused on volunteer work. There are two governmental programmes of relevance in Canada: the International Youth Internship Program (IYIP) and CIDA’s Volunteer Cooperation Programme (VCP).<sup>33</sup> In the USA by far the biggest governmental organisation working abroad is the Peace Corps, set up by John F. Kennedy in 1961.<sup>34</sup>

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<sup>32</sup> NORSTAFF is a versatile emergency preparedness roster, consisting of more than 300 women and men. NORDEM, the Norwegian Resource Bank for Democracy and Human Rights, is a specialty roster with assignments within the areas of human rights monitoring, election supervision/observation and investigation of serious human rights violations. NORAFRIC, NORASIA and NORMIDEAST are emergency rosters built on the same base as NORSTAFF, but consisting of personnel from Africa, Asia and the Middle East respectively.

<sup>33</sup> IYIP is a programme for Canadian graduates to gain international experience and increase their employment opportunities. Its goals also include increased awareness of international development as well as active contribution towards CIDA’s mandate of reducing poverty and increasing sustainable development. The programme functions by selecting partner organisations to deliver IYIP projects, whereas CIDA allocates approximately CAD 15,000 per volunteer. CIDA’s VCP provides financial support to the programs of volunteer-cooperation agencies. A special focus is given to the Millennium Development Goals. Civilian Peace Service Canada (a Canadian NGO) working in co-ordination with existing NGOs and training institutions, the private sector and government, is advocating to establish the first Canadian vehicle for professional training and accreditation of qualified civilians (Peace Professionals) to promote and facilitate the non-violent resolution of conflict.

<sup>34</sup> The Peace Corps is a government-organised volunteer program that sends American volunteers to more than 70 countries to work with governments, schools, non-profit organisations, non-government organisations, and entrepreneurs in the areas of education, business, information technology, agriculture, and the environment. There are currently about 8,000 volunteers abroad, whereas most of the volunteers are recent graduates. Peace Corps operates with an annual budget of US\$ 300 million and volunteers are provided minimum salaries. Recent thematic foci include the information technology and aids-awareness campaigns. One important project of the organisation is the “Peace

Another governmental volunteer programme is AmeriCorps created under Bill Clinton in 1993. There are a variety of civil peace service organisations working on the international level, none of which are governmental. The most important ones have already been previously referenced in this report, such as the *Service Civile Internationale* (SCI), which works with relatively little qualified peace workers, and Peace Brigades International (PBI) and Nonviolent Peaceforce (NP). The two latter organisations work to protect human rights and promote non-violent transformation of conflicts. Whereas PBI works more with volunteers, NP works with professional peace keepers.

Concerning funding and the peace worker's professional background, it can generally be said that most countries tend to have volunteer civil peace services organisations that demand relatively little qualification from their peace personnel. Countries with a bigger history of civil peace services, especially with governmental ones, tend to have more organisations with better funding, which are also more demanding regarding the professional background of the peace workers. Accordingly, Germany, Switzerland and Austria tend to have many organisations with well-funded peaceworkers in their mid-thirties with specialised skills. The same holds for the Scandinavian countries, and to a lesser extent to France, Spain, Romania, Italy and the UK. Countries with organisations that place most emphasis on volunteer programmes and use less qualified peace workers include the USA, Canada and the UK. The US-American and Canadian volunteer programmes stand out in relation to other volunteer programmes insofar as they provide substantial funding for their volunteers.

**In sum, in comparison to other civil peace services the CPS stands out due a number of unique features, i.e. the collaboration between governmental and non-governmental organisations; the joint set-up within the CPS Group, the 100% funding provided by the German government as well as the deployment and funding of qualified experts as compared to purely volunteers.**

### **3. The CPS in the German context**

#### **3.1 The CPS within the German political and institutional context**

In Germany there has been a specific historical context in which civil society engagement evolved. Through the experience of the second world war and the related poverty in Germany thereafter, many non-governmental organisations, especially church based groups, started providing services for people in need. This formed a basis for a two-fold understanding of civil society peacebuilding: the link between developmental and peacebuilding needs on the one hand and a strong non-violence orientation due to the experiences of the war on the other hand.

Much of the civil society related peacebuilding activities have thus far taken place outside of the implicit recognition that they are in fact under the category of "peacebuilding". It was only through the political debates associated with the wars in the former Yugoslavia in the early 1990s that peacebuilding activities gained a stronger momentum in Germany. During this time, the peace camp in Germany (including peace activists, researchers, and politicians)

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Corps Response", which sends former Peace Corps volunteers to foreign countries to take on short-term, high-impact assignments that typically range from three to six months in duration.

was divided into two main factions: those in favour of military action to protect people, and those believing in non-violent conflict resolution. The pro-military faction far outnumbered the latter, and the German government went on to support military action within the framework of the NATO mission. As an alternative response, the notion of a Civil Peace Service (CPS) was debated among a number of German NGOs. The start-up phase for such a CPS was planned to coincide with the implementation phase of the 1995 Dayton Agreement. Although political support was still missing for such a project, in 1996 a CPS Group was founded to further pursue the project. With the change in government in 1998, conditions were ripe for the establishment of a civil peace service with governmental support. The CPS was subsequently founded in 1999 as a pillar of peacebuilding in the context of the German development cooperation.

Today, the CPS aims to promote non-violent ways of dealing with conflicts and potential for conflict.<sup>35</sup> The objective of the CPS is not only to contribute towards securing peace in the long-term by developing structures to promote peace after conflicts (post-conflict peacebuilding), but also to seek to prevent violent conflicts from erupting (crisis prevention) and to help strengthen peaceful conflict resolution (mitigation of violence).

In particular, this means strengthening the peace potential of local partners in a whole range of different areas, for example using confidence-building measures, playing the part of intermediary in conflicts between different interest groups, ethnic groups or religions; observing and supporting the human rights and democracy parameters and strengthening legal certainty; reintegrating and rehabilitating groups of persons particularly affected by violence; and contributing to reconciliation and reconstruction.

These tasks are carried out by seven development and peace services, which together make up the CPS Group. It consists of the Association for Development Cooperation (AGEH), Christian Service International (CSI), the German Development Service (DED), EIRENE – International Christian Service for Peace, the Church Development Service (EED – an Association of the Protestant Churches in Germany), the Civil Peace Service Forum (*forumZFD*), and the *Weltfriedensdienst* (WFD), as well as the Action Committee Service for Peace (AGDF). Their work is financed by the BMZ and coordinated with the Federal Foreign Office. The CPS has its own secretariat, which is attached to the DED and is meant to serve as a point of interface between all players.

Peacebuilding has since been rapidly institutionalised in various German organisations. New units and posts have been created in both the BMZ and AA, within governmental development organisations and NGOs. Moreover, the BMZ sector programme for Crisis Prevention and Peacebuilding was established to mainstream peacebuilding into German development cooperation; the German Foundation for Peace Research (*Deutsche Stiftung Friedensforschung*) was created to support the development of Conflict and Peace Studies at universities and academic institutions; and the group FriEnt was founded to foster cooperation and exchange between and among governmental and non-governmental organisations. These developments culminated in a number of official policy documents such as the “Aktionsplan Zivile Krisenprävention, Konfliktlösung und Friedenskonsolidierung“ and the BMZ-Sector policy paper “*Friedensentwicklung und Krisenprävention im Rahmen der Entwicklungszusammenarbeit*“.

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<sup>35</sup> Cf. <http://www.zivilerfriedensdienst.org/>

There are also a number of organisations sending out experts in the field of peacebuilding. Apart from the CPS, there is also the *Centrum für internationale Migration und Entwicklung* (CIM), which is the human resources placement organisation for the BMZ. They only have, however, a few positions in the peace field. CIM recruits experts from EU countries on the German labour market, and also partner-country experts who have been educated in Germany and would like to return to their home countries. CIM's mission is to support their partners' contributions to the development of their particular country, and the attainment of the goals set jointly by each partner country and the BMZ. The GTZ also sends out experts in the peace field, most of them either in the related field of conflict sensitivity, i.e. experts supporting a conflict-sensitive approach to development; or else experts are being placed in support of German development partner's institutions with special needs in the peace field (e.g. security sector reform, legal issues, etc.). The DED in its standard development programme can also send out experts in the peace field, but does so rarely as most experts are sent through the CPS.

Furthermore, there are those organisations sending mainly young volunteers to work in civil service projects abroad, many of them counting as substitutes for the alternative, non-military civilian service. These organisations include: Der Andere Dienst im Ausland (ADIA), Das Diakonische Jahr im Ausland (DJiA), Das Freiwillige Soziale- oder Ökologische Jahr im Ausland (FSJ/FÖJ), Der Europäische Freiwilligendienst (EFD), Kulturweit, Weltwärts and MissionarIn auf Zeit (MaZ), the latter not BMZ funded. Some volunteer programmes for people beyond the age of thirty also exist.

In contrast, The Senior Experten Service (SES) is a non-profit organisation that offers interested retirees the opportunity to pass on their skills and knowledge to others, both within Germany and abroad. They usually do not work in the peace field.

Another organisation is the Arbeitsgemeinschaft Ziviler Friedensdienst in Deutschland (ArGe ZFDiD), which provides civil peace services for conflicts within Germany. It provides conflict intervention, conflict-coaching and policy advice and works in collaboration with the CPS, *Aktionsgemeinschaft Dienst für den Frieden* (AGDF), the *Bundesausländerbeirat* and the Interior Ministry of Lower Saxony.

In comparison to these different organisations, the CPS's characteristics can be summarised in 3 points:

- it is a joint initiative (*Gemeinschaftswerk*) of German non-governmental and governmental organisations;
- qualified personnel (expatriate) are sent to conflict countries, mostly for two to three years, to contribute to peacebuilding;
- the personnel collaborates with local organisations of the civil society of these countries and support them in various ways.

### **3.2 The CPS: Preliminary analysis of achievements and challenges**

The following section presents a *very preliminary* analysis of the CPS's main achievements and challenges as seen by its main stakeholders in Germany. The analysis, specified on page 7 of the Terms of Reference, builds on the results of the consultation process that took place between June, August and September 2009.

*The most commonly agreed achievements of the CPS are the following:*

1. The CPS contributes to the acceptance and establishment of civil society peacebuilding within German foreign and development policy and action. This concerns official as well as non-governmental policies, strategies and action. The establishment of the CPS has also given the German peace and development NGO sector a (re-) focus on peacebuilding. The CPS enables organisations to work for peace more directly. While established peace organisations were able to continue their work in a more systematic way, others managed to refocus their work on peace issues. More development-oriented organisations now engage in a process of reflection about the peace validity of their work. With the establishment of the CPS, they are more flexible to assess the integration of peace issues into development work and to focus more directly on peacebuilding.
2. The establishment of the CPS as a specific title for peacebuilding within the BMZ enables organisations to place the emphasis on more long-term work with partners in conflict countries. Though CPS experts are only sent for 2 to 3 years, they are meant to stimulate long-term engagement of partners. This is particularly needed in peacebuilding and differs from the practise of other funding titles for conflict zones that often allow individuals only to work with short-term experts for 3 to 6 months. CPS activities are being perceived by the majority of consulted stakeholders as being particularly effective in the long-term prevention of violence and sustaining of peace in the aftermath of armed conflict or war.
3. The establishment of the CPS as a joint endeavour among non-governmental and governmental organisations has also greatly contributed to enhanced dialogue and joint learning processes. The role of the CPS Group as an instrument – though difficult in the beginning of its formation – is now generally perceived by all concerned stakeholders as an effectively functioning structure that should, however, be used more pro-actively by its members. Cooperation between BMZ and AA on this issue is well established.
4. The existence of a (by now) reasonable financial volume for the CPS is also seen as an asset (all consulted stakeholders agree to this, however, many members of the CPS Group also aim at receiving higher financial allocations for the CPS in the future to respond to the enormous challenges of civil society peacebuilding).
5. While overall there is agreement among CPS stakeholders that the current main CPS procedures for project proposals and approvals are a huge administrative effort and hence not suitable for work in conflict contexts (see below point 4), there are also some assets to be found within the financial procedures of the CPS as compared to other BMZ funding provisions, e.g. flexible reallocation of funds between countries and organisations, 100% financial contribution, etc.)

*The main challenges faced by the CPS can be summarised as follows:*

1. The CPS currently does not have a vision and a mission statement. Though general objectives, priority areas of engagement and standards for operations have been defined, a sharpened focus with a common understanding is yet to be more clearly communicated. This includes the nexus between peacebuilding and development cooperation (poverty reduction), as well as the link between in-country activities and lobbying.

2. Sending European CPS experts to partners and conflict countries is only *one* strategy of supporting civil society peacebuilding efforts. Other strategies include for example direct project funding to local organisations or national or local expert funding. The CPS is centred mainly on sending European experts. It is to be further analysed whether an instrument such as the CPS should continue to put its main emphasis solely on the CPS expert, or whether it should establish a variety of strategies adapted to the contextual needs including a mix of combining CPS expert assignments in a coherent manner with other support strategies.
3. Procedural, management and institutional issues: Although some procedures within the CPS are clearly an asset (see above), all involved stakeholders find the current main CPS procedures for project proposals and approval a huge administrative effort and hence not suitable for work in conflict contexts. The long period from the beginning of the development of a project proposal until the CPS expert arrives in the country (18 to 24 months) is also the subject of criticism. The reasons for this long period are to be found in certain procedural matters, and also matters related to bureaucratic delays in the countries of assignment (e.g. visa) or general recruitment difficulties (see point below). While all member organisations aim for the establishment of a programme fund, the BMZ does not appear too keen to change overall procedures, instead favouring changes to specific procedural matters. Moreover, the insufficient staffing of the BMZ division for peace and security does not allow for an effective monitoring of the CPS. This BMZ division is also criticised for not being sufficiently clear in its decision-making. The institutional set-up of the CPS secretariat with the DED, and now also the revision unit, is seen as a problem for the otherwise good collaborative work.
4. Staff recruitment for CPS projects remains difficult for some member organisations.<sup>36</sup> Stakeholders are, however, of different opinions as to why this occurs. The main arguments centred on the legal situation ("*Entwicklungshelfergesetz*"); the short establishment of the peacebuilding field; insufficient career opportunities within the CPS; and a lack of proper junior programmes. Others believe that the general profile of CPS staff is insufficiently clarified, i.e. is the CPS an instrument for voluntary or professional work, or both?
5. Overall orientation of the CPS in a country: Opinions diverge concerning the validity of a stronger orientation of CPS activities along BMZ priorities in conflict countries. While NGO member organisations are strictly against such a link, the DED is (and arguably has to be) more open to such a strategic approach. However, some BMZ country desks would like to see more coherence between the official German portfolio in a country and the CPS activities as a means of attaining a comprehensive approach. The BMZ division for peace and security sees a need for the CPS to operate independently of an official strategy; it wants, however, the CPS to be of greater use for a German peace policy. There is, however, agreement among many official development cooperation actors that the CPS should have a common overall strategy per country, whether linked or not to the BMZ orientation.
6. Another issue is the slow establishment of results-based management and evaluation, including the assessment and monitoring of the peacebuilding relevance and

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<sup>36</sup> This concerns some organisations more than others. Within the DED, almost 50 per cent of the approved CPS expert posts are not filled.

effectiveness of CPS projects. Organisations are only now beginning to establish routine procedures, even though the need for such procedures had already been addressed by the CPS evaluation in 2002. In addition, gender issues do not seem to be systematically mainstreamed within CPS activities.

## 4. Evaluation design, process, criteria, questions, methodology

The following chapter lays out the overall evaluation design as well as criteria and questions relevant to this evaluation. Different ways of data collection might be used in the different countries pending on the type of projects to be evaluated as well as on the availability of data. However, there is a standard process and a common set of methodologies applied for this evaluation, also across countries. The following section will elaborate on this: section 4.1. explains the overall evaluation design; section 4.2. describes the evaluation process and its general methodologies, i.e. phases, activities, products and timing; section 4.3. lays out the evaluation questions under each evaluation criterion as well as the specific methodologies used to answer these questions.

### 4.1 Overall design

The main purpose of this evaluation is **learning and accountability**. To satisfy these two objectives, we would like the evaluation to trigger a broad learning process, while at the same time preserving the independence of the evaluation.

This learning process should take place on two parallel levels. Firstly, the knowledge gained will result in specific recommendations relevant for implementation. The knowledge produced in this way corresponds closely to the pre-given evaluation criteria and also provides greater accountability.

Secondly, the evaluation process is supposed to trigger learning processes amongst the participating actors. Evaluation is a learning opportunity that gives the involved stakeholders a chance to take time to reflect upon their work both through self-reflection as well as through feedback from and exchange with the external evaluation team (see details under 4.2). This is particularly important within peacebuilding, as the instrument of evaluation is often not sufficiently integrated in the operating processes of peace organisations.<sup>37</sup> For this reason, there will be a guided **self-evaluation** prior to the external evaluation. This self-evaluation will take place with the involved organisations in Germany (member organisation, CPS secretariat, BMZ division for peace and security) as well as at the local level, i.e. CPS experts and partner organisations. This procedure will not only result in joint learning but also in a broad participation of the partner organisations at a local level. Moreover, the process of external evaluation has built in a variety of feedback and discussion loops to ensure continued learning and a joint understanding of the evaluation (see details under 4.2).

The evaluation shall allow for a *utilisation-focused* and *real world* evaluation based on the needs of the involved stakeholders as well as pragmatic feasibilities.<sup>38</sup>

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<sup>37</sup> Cf. the *OECD-DAC Guidance on Evaluating Conflict Prevention and Peacebuilding Activities*.

<sup>38</sup> Bamberger, M., J. Rugh, et al. (2006). *RealWorld Evaluation. Working under Budget, Time, Data and Political Constraints*. London and New Dehli, Sage Thousand Oaks. Patton, M. Q. (1997). *Utilization Focused Evaluation*. London and New Dehli, Sage Publications Thousand Oaks.



The following **countries** have been jointly selected by all stakeholders based on a set of selection criteria (see annex 3):

- Burundi
- Uganda
- Niger
- Palestine/Israel
- Guatemala
- Columbia
- Cambodia
- Serbia

For evaluating the CPS's activities within these countries, we have developed a **comprehensive** evaluation framework that allows for a systematic comparison of data across cases. The data will be generated using four evaluation approaches (theory-based; results-based; outcome-oriented; process-oriented) that are being applied in parallel in all eight countries subject to this evaluation (see details under 4.2 and 4.3). The comprehensive evaluation framework is an adapted version of the framework developed by Paffenholz and Spurk<sup>39</sup> and comprises of four main elements: context, functions, assessment and conclusions.

The **context analysis** for the eight countries will have the following elements:

- General historical, political, economic and socio-cultural analysis including gender relations;
- Context analysis of potential, current or past armed conflicts and peacebuilding processes including identifying the key enabling and disabling context variables for peacebuilding efforts;
- Civil society context analysis including gender analysis;
- Analysis of civil society functions for peacebuilding;
- Description of German development portfolio and German actor's involvement in peacebuilding efforts
- Description of CPS activities in the country.

With the help of the country context analysis, all CPS activities will be clustered into seven **civil society functions** based on the Paffenholz/Spurk 2006 framework for the analysis of civil society peacebuilding (see Annex 10). These functions are protection; monitoring; advocacy; in-group socialisation; social cohesion; facilitation; and service delivery to create entry points for peacebuilding. Thereafter, the data from each country evaluation for the criteria relevance, effectiveness and impact will be put into a joint table combining the level of relevance, effectiveness and impact (i.e. high, medium, low) with three phases of

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<sup>39</sup> Paffenholz, T. and C. Spurk (2006). Civil Society, Civic Engagement, and Peacebuilding. Social Development Paper No. 100. Washington, DC, The World Bank; see the framework in the annex to this report.

conflict/peacebuilding (i.e. a) prevention of violence, b) during armed conflict, c) post-conflict/long-term prevention).

The data will be gathered through the external evaluation as well as the above mentioned self-evaluation process.

#### **4.2 The evaluation process: phases, activities, products, timing,**

The evaluation has different phases with particular evaluation processes. **During the inception phase**, the evaluation team has further clarified – jointly with the commissioning agency (BMZ evaluation division) and the involved CPS stakeholders (BMZ division for peace and security, BMZ country desks, CPS member organisations, CPS secretariat) – the needs and expectations of the involved actors. Moreover, a consultation process has taken place in Germany with the main CPS stakeholders as listed above. Parallel to this process, a number of processes have also taken place.: an assessment of the national and international context in which the CPS is operating in has been conducted with the help of internet research, telephone interviews and meetings; a study of background information and documents about the CPS as well as its evaluability options has been conducted; and selection criteria for the eight evaluated countries has been developed. This information enabled the team to further specific the evaluation questions and methodology and resulted in the writing of a draft inception report including a set of evaluation questionnaires (both for the external as well as the self-evaluation process). The draft inception report was thereafter subject to written comments and a joint discussion in early September 2009 in Bonn. As a follow up of that meeting that included an introduction into the self-evaluation process, an introductory letter to the evaluation was formulated and translated into several relevant languages as a means to facilitate the self-evaluation process for the CPS member organisations and their partners in the eight countries.

**The self-evaluation phase** will take place from end of September until early/mid November 2009 pending on the particular time frames and availabilities of the involved stakeholders. Subject to the self-evaluation process is the work of all relevant CPS stakeholders in Germany (headquarters of member organisations; the BMZ division for peace and security, CPS secretariat; CPS *Fachkräfte* and partner organisations in the eight countries (pending on their availability also former *Fachkräfte* and partners from finalised projects). The CPS stakeholders are to answer a set of questions thereby applying all kinds of suitable methods, e.g. strength and weakness analysis during workshops, open discussions during meetings, collection of narratives, etc. At the end of this phase, each CPS member organisation in question has to present a self-evaluation report comprised out of the self-evaluation at headquarters and the in-country evaluations of the countries in question. It has been agreed at the meeting of September 10 in Bonn that all self-evaluation reports are being treated as **confidential** information and will not be shared outside of the evaluation team. They will consequently also not be put on the web platform.

At the same time, the preparation of the **external in-country evaluation** has started. International and local evaluators are being contacted and selected on the basis of the following main knowledge: country context and actors; civil society in the country concerned; and evaluation methodologies. The CVs of the evaluators will be sent to the BMZ evaluation division prior to contracting arrangements. Moreover, in–country contact points with the CPS member organisations will be established, and programme documents studied, etc. The

objective in this phase is also to clarify what kinds of activities will be subject to the evaluation in each country. As a result of a first assessment of country programme documents it has been decided within the evaluation team to assess as many projects as possible in order to allow for a sound quantity of data for comparison. Due to the way this evaluation will be conducted in the countries, i.e. with pre-studies commissioned to local evaluators, we believe that it will be possible to reach for a sufficient level of depth in the assessment of each project. We might have to adapt this approach pending on the very particular situation in a country (access, actual conflict situation, distances, etc.)

The external evaluation will be conducted between December 2009 and February 2010 pending on the country contexts and the availability of the involved actors. In all eight countries the following process design will be applied for the external in-country evaluation:

- A context analysis will be conducted comprised of a number of key elements described above in chapter 4.1.
- The need for pre-studies will be assessed.
- Upon the arrival of the international evaluator(s), an initial CPS stakeholder workshop will be held to introduce the external evaluation in general and its process and methodologies to all relevant CPS stakeholders in the country; the workshop will be used at the same time to share lessons from evaluation in peacebuilding and civil society peacebuilding.
- The external evaluation will continue with interviews, workshops and other methods to collect data pending on the situation in the different countries (see below under criteria, questions and methodologies).
- A workshop will be held with a group of civil society experts that are not related to the CPS activities as a means of further data generation;
- At the end of the country assessment phase another CPS stakeholder workshop will be held with the relevant CPS stakeholders to share and discuss the preliminary results of both, the external evaluation and the self-evaluation in a narrative form as a means of transparency and joint learning.
- A draft country evaluation report will thereafter be written for each of the eight countries already taking into consideration comments and reactions of the CPS stakeholders in the countries made during the in-country workshop. The draft report will then be submitted through the BMZ evaluation division to the concerned stakeholders.
- The draft report will then be subject to written comments by all concerned actors in the country and at headquarters of the involved organisations (in a coordinated and agreed manner to facilitate the process) before the final country reports will be delivered and shared with all CPS stakeholders on the internet platform.

Parallel to the in-country evaluation, the ***CPS's administrative and financial procedures*** as well as its institutional set-up in Germany will be subject to further evaluation. Many of the results of the 2002 evaluation shall be used as baseline.

During the **synthesis phase** in March/April 2010, all results will be assessed with the help of a common analytical framework based on qualitative and quantitative methods (see section 4.1).

The final draft results shall be presented to and discussed with the CPS evaluation reference group in form of a power point presentation end of April or early May 2010 in Bonn. Thereafter a draft report will be presented and subject to written comments. The final report will be placed on the Internet platform for the CPS evaluation. A summary shall be placed on the BMZ's general webpage. The final report will also be translated into different languages. At the end of the evaluation process the evaluation team will also write a short lessons learned report about the evaluation process and methodology.

	<b>Inception</b>	<b>Self-evaluation</b>	<b>External in-country evaluation, incl. reporting</b>	<b>Synthesis and reporting</b>	<b>Feedback</b>
<b>Activities</b>	<ul style="list-style-type: none"> <li>• Clarification of tasks</li> <li>• Consultations in Germany</li> <li>• CPS int./nat. context analysis</li> <li>• Evaluation framework</li> <li>• Self-evaluation questionnaires</li> <li>• Self-evaluation explanatory meeting</li> <li>• Case study selection criteria and proposals</li> <li>• Start selection of country evaluation teams</li> </ul>	<p><u>In Germany:</u></p> <ul style="list-style-type: none"> <li>• BMZ division for peace and security</li> <li>• CPS secretariat</li> <li>• Member organisations</li> </ul> <p>according to questionnaires</p> <p><u>In countries:</u></p> <ul style="list-style-type: none"> <li>• CPS expert with partners</li> <li>• according to questionnaire</li> </ul>	<ul style="list-style-type: none"> <li>• Introductory workshop with stakeholders</li> <li>• External evaluation along criteria and questions following evaluation framework</li> <li>• Comparison of self- and external evaluation</li> <li>• Meeting with in-country advisory group</li> <li>• Debriefing and feedback; workshop with stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Assess country case studies against joint framework</li> </ul>	<ul style="list-style-type: none"> <li>• Presentation of results and recommendations in Germany</li> <li>• Feedback meeting and comments</li> <li>• Revision of draft report</li> </ul>
<b>Products</b>	<ul style="list-style-type: none"> <li>• Draft Inception Report</li> <li>• Final Inception Report</li> </ul>	<ul style="list-style-type: none"> <li>• different self-evaluation reports (confidential)</li> </ul>	<ul style="list-style-type: none"> <li>• 8 power point presentations</li> <li>• 8 draft reports</li> <li>• 8 final reports</li> </ul>	<ul style="list-style-type: none"> <li>• 1 power point presentation</li> <li>• 1 draft evaluation report</li> </ul>	<ul style="list-style-type: none"> <li>• final evaluation report</li> <li>• translation of report</li> <li>• summary of main findings and recommendations online</li> <li>• lessons learned paper</li> </ul>
<b>Timing</b>	Draft: 28 Aug. 09; final report: 30 Sept. 2009	14 Nov. 2009	1 Dec.2009-28 Febr. 2010	Mar./April 2010	Apr./May 2010

## 4.3 Evaluation criteria, questions and specific methodology

### 4.3.1 Introduction

A set of criteria and questions for the evaluation of the CPS has already been defined by the concerned stakeholders in the Terms of Reference. The evaluation team has studied and fine-tuned these questions and assessed possible methodologies to answer the questions taking under consideration the following components:

- the TOR themselves (i.e. the questions proposed in the TOR have been taken into consideration, some reformulated or stronger focused after the consultation process);
- consultations with the main CPS stakeholders in Germany: during the consultation process the priorities and needs of the involved stakeholders became clearer, hence allowing for a more focused formulation of the evaluation questions.
- standards in evaluation research;<sup>40</sup>
- guidance and experiences in peacebuilding evaluation;<sup>41</sup>
- specific monitoring/evaluation models for staff secondment/expert assignment<sup>42</sup>;
- empirical based theory knowledge about civil society peacebuilding.<sup>43</sup>

The following chapter is organised as such: following the evaluation criteria as written in the TOR, the fine-tuned evaluation questions are being listed under each criterion followed by a description of the methodologies to be used for answering the questions.

### 4.3.2 Relevance of the CPS

To assess relevance the following set of questions has been developed:

#### Relevance of the CPS activities in countries of operation

- Are CPS activities in line with the countries' peacebuilding needs?
  - Do CPS activities adapt to changing conflict contexts?

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<sup>40</sup> Bamberger, M., J. Rugh, et al. (2006). RealWorld Evaluation. Working under Budget, Time, Data and Political Constraints. London and New Dehli, Sage Thousand Oaks. Patton, M. Q. (1997). Utilization Focused Evaluation. London and New Dehli, Sage Publications Thousand Oaks. Rossi, P., H. E. Freeman, et al. (1999). Evaluation: A Systematic Approach. London and New Dehli, Thousand Oaks.

<sup>41</sup> OECD and DAC (2008). Draft Guidance on Evaluating Conflict Prevention and Peacebuilding Activities. Paris, OECD. Paffenholz, T. and L. Reyhler (2007). Aid for Peace. A Guide to Planning, Assessment and Evaluation for Conflict Zones. Baden-Baden, Nomos.

<sup>42</sup> Egli, Walther (2008), Herausforderungen der Wirkungserfassung von Personaleinsätzen in der EZA. Vortrag an der Tagung 'Mehr-Wert Mensch: Fachkräfte zeigen Wirkung: Methoden und Instrumente der Wirkungserfassung in der Personellen Entwicklungszusammenarbeit, Lindau am Bodensee, 2/3 April 2008 and Quark, M. (2009). Ziviler Friedensdienst - Exemplarische Wirkungsanalysen. PhD Dissertation. Tübingen.

<sup>43</sup> Collaborative Learning Projects, C. (2004). Reflecting on Peace Practice Project. C. Collaborative Learning Projects. Paffenholz, T. (2009). Civil Society. Post-Conflict Peacebuilding: A Lexicon. V. Chetail. Oxford, Oxford University Press: 60-73.

- How relevant are CPS activities as compared to other civil society support activities?
- How relevant are CPS activities for gender issues?
- How relevant is sending European peace experts as compared to other instruments and strategies as a means of civil society support (also in the light of the recruitment difficulties the CPS is experiencing)?

#### Relevance of the CPS in the German context/perspective

- What is the *raison d'être* of the CPS in Germany? What are its particularities that make it different from other instruments of German peace and development policies?
- What would organisations do in support of civil society activities in conflict countries if the CPS did not exist?
- Are CPS activities in countries of operation following the CPS framework ("*Rahmenkonzept*") and standards?
- Are CPS activities also relevant in the context of German peace policies in the partner countries?
- How could the CPS's overall relevance be strengthened?

#### Methodological approach to assess relevance

*Relevance with regard to the country context and peacebuilding:* The evaluation of relevance will be based on a "peacebuilding needs assessment",<sup>44</sup> that will be conducted for the countries selected. In short, a peacebuilding needs assessment entails four consecutive steps:

- 1) Analysing the conflict and peacebuilding environment including root and proximate causes of conflicts, potential tensions, main actors involved, etc;
- 2) Anticipating conflict dynamics and peacebuilding efforts;
- 3) Analysing peacebuilding deficiencies using different methods, e.g. taking the causes and tension analysis as a basis for comparison; eliciting the peacebuilding vision(s) of the main actors in the country (including the main external actors) ;
- 4) Specifying the needs for peacebuilding in the country, region or area.

The *peacebuilding needs* will be identified for all countries concerned and for all phases of conflict since the beginning of CPS activities. Scientific analysis of the contexts will be combined with those of donors and implementation agencies, enriched by participatory stakeholder assessments.

Furthermore, all CPS projects will be grouped according to civil society functions. The relevance of these functions will be assessed in relation to the context analysis.

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<sup>44</sup> See Paffenholz, T. and L. Reyhler (2007). *Aid for Peace. A Guide to Planning, Assessment and Evaluation for Conflict Zones*. Baden-Baden, Nomos. See also parts of the übersektorales Konzept: BMZ (2005). *Krisenprävention, Konfliktbearbeitung und Friedensförderung in der deutschen Entwicklungszusammenarbeit*. Bonn, Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung.

*Relevance of the CPS concept frame and the standards for projects:* There will be an analysis of existing documents, e.g. project proposals, plans and reports, etc.

#### **4.3.3 Effectiveness of the CPS (outcome level)**

To assess effectiveness the following set of questions has been developed:

- What are the theories of change of the involved actors to achieve their goals?
- Are the theories of change translated into clear objectives, results and a process design? Which level of effectiveness is being addressed for what kind of CPS strategy (i.e. CPS expert assignment, local experts, project funding, etc.)?
- Are these objectives and results being achieved?
  - If yes or no, what are the main reasons?
  - What are the main changes within CPS partner organisations that they attribute to the work of the CPS expert?
  - What are the differences in effectiveness of various CPS implementation mechanisms (i.e. sending European experts, supporting local experts, providing project funding, etc.)?
  - What are the differences in effectiveness with regard to different partner structures (established partnerships, new partners, difficult partners, etc.)?
  - What are the strengths/weaknesses of the different set-ups? (i.e. secondment of experts to local organisations, secondment of experts to governmental organisations, opening of CPS member offices, etc.)?
- In which phases of conflict—(a) long-term prevention before or after large scale violence, b) during armed conflict, c) aftermath of armed conflict (until 5 years after ceasefire or peace agreement)—is the effectiveness of the CPS is highest and/or what kind of CPS activities are more effective in which phase of conflict and why?
- Are the needs of men and women being integrated in CPS activities in a fair manner?
- How could the effectiveness of CPS activities be strengthened?

#### Methodological approach to assess effectiveness

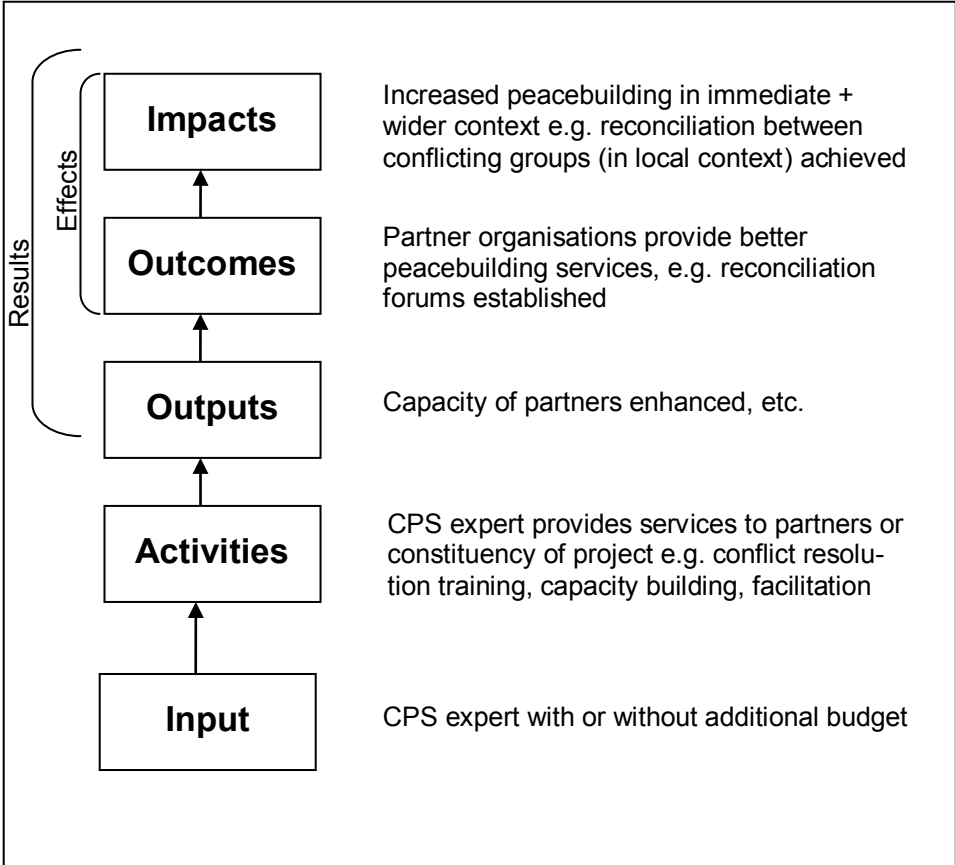
In general, effectiveness will be assessed in combining different approaches as a means to respond to the complex context of peacebuilding and work in conflict environments that have some specificities as compared to traditional development contexts, e.g. political sensitivity, high risks, access problems of target groups, long-term results focus of many activities, strong dependency on contextual variables that are difficult to be influenced, etc..

**The CPS expert will be at the centre of the assessment of effectiveness.** The objective of assessing the effectiveness of CPS's activities in countries of operations is to understand how the CPS experts (and the attached activities) could contribute to desired processes of change in their immediate peacebuilding context, which is often in terms of the partner organisation itself.

In order to assess effectiveness we will use first a **results-based approach**, i.e. analysing the theories of change of the involved actors and the degree of result achievement.

The focus of such a results-based approach is to understand the project’s intervention logic based on the goals set by the involved actor’s themselves (member organisation, partners, etc.). Taking the project documents and the information provided by the self-evaluation as a starting point, the evaluation team will assess the degree of results achievement (in other words, the changes initiated) on the different levels of the results chain (see graphic below) until the outcome level.

Figure 1: **CPS results chain**



This serves to isolate independent (context) from dependent (CPS projects) variables and their causalities in order to assess if the relevant initiatives managed to fulfil their objects well, on average or only rarely, and at the same time to identify the causalities of the reasons behind these results. This will be done with the help of analysis of project documents and stakeholder interviews and/or workshops (CPS expert, partners), comparing baselines (to be reconstructed if needed) with project documents and context analyses, etc. How gender and “do no harm” aspects are taken into consideration will be also assessed.

Second, we will use an **outcome-oriented approach** independently of the results-based approach. As shown in the graphic above, outcomes are part of a results chain and, hence, of an assessment using a results-based approach. However, there is an added value in applying additionally a separate outcome-oriented approach. Here the focus is on the perceived outcomes and a broader variety of people will be interviewed on how they see the outcomes of the projects independently of the set objectives of the projects. This approach is particularly relevant in peacebuilding in two main ways: initial objectives might be obsolete or



changing due to changing conflict dynamics; and the way people perceive an intervention might weight heavier in peacebuilding as actual realities. Pending on the particular situation in a country interviews will be combined with group discussions.

Third, there will be an evaluation of the **process design** of CPS projects, i.e. what kind of process has been initiated in order to achieve outcomes? This is important as in peacebuilding processes are as important as direct outcomes and can also be itself results. We want to find out how the CPS expert has contributed to peacebuilding goals including gender and “do no harm” relevant in the local country context through the process design established for the implementation of the work with the constituency.

Fourth, a theory based approach will also be used to assess the effectiveness of CPS activities around the CPS expert. This is, however, limited as there are not so many theories available that explain the kind of change that can be achieved though external expert input. Most theories available serve to assess the next level of results (i.e. outcome 2 or impact), i.e. what kinds of change can an intervention achieve under which conditions in order to contribute to peacebuilding in its immediate context or in the societal context at large. There are, however, a few theories that provide results for organisational processes that need to be in place as preconditions for peacebuilding success. These can be used on this level, i.e. what kind of institutional and procedural processes need to be in place in order to create the conducive environment for peacebuilding effectiveness.<sup>45</sup>

#### **4.3.4 Impact**

To assess impact, the following set of questions has been developed:

- What kinds of changes (i.e. peacebuilding impact) have been initiated by the project beyond the CPS expert?,(i.e. what kinds of peacebuilding contributions do for example partner organisations give as a consequence of the support by the CPS expert?)

or else

- What are the main preconditions to achieve possible peacebuilding impacts in the future?
- How could the impact be strengthened?

#### Methodological approach to assess impact

Assessing impact is never an easy task. First of all, it needs to be defined what the understanding of impact is in the context of the CPS. While the focus of outcome evaluation is the CPS expert, the focus of impact assessment goes beyond the CPS expert, i.e. after having assessed the changes initiated directly by the intervention of the CPS expert (see effectiveness), an impact assessment on this level tries to capture what types of changes in the wider context (i.e. peacebuilding impact) have been initiated by the project after having been supported by the CPS expert.

An actual evaluation of peacebuilding impact has so far rarely taken place. This is not only due to the difficult assessment of single activities, but also to the complexity of peacebuilding

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<sup>45</sup> Campbell, S. (2008). "When Process Matters: The Potential Implications of Organizational Learning for Peacebuilding Success." Journal of Peacebuilding and Development 4 (2): 20-32.

in general. Attempts are currently made to evaluate aggregated effects in the pilot evaluations for the DAC peacebuilding guidelines for the evaluation of conflict prevention and peacebuilding activities (January 2008), but they remain difficult to measure. At the same time, the DAC evaluation of the donor countries in Sri Lanka that was terminated at the beginning of 2009 demonstrated that it is possible to establish assumptions on trends and plausibility of these types of effects. However, a reliable measurement of effects is still difficult to operationalise for evaluations as changes of behaviour can only be captured through long-term and repeated surveys, for example. If such data is not already available, it will be difficult to assess the overall impact of these types of initiatives.

The OECD-DAC guidance for the evaluation of conflict prevention and peacebuilding activities suggests the following methodological approach to address the challenges of peacebuilding impact assessment:

It is not necessary to hold a conflict prevention and peacebuilding intervention to an ultimate standard of 'achieving peace.' Rather, the evaluation should identify the effects of the intervention on the key driving factors and actors of the conflict.

Changes in behaviour and attitude, in addition to being difficult to measure and subject to setbacks, often take a long time. With this in mind, if evaluators determine that it is not reasonable to expect significant conflict impacts yet, they should focus on outcomes and test the theory of change and programme logic to predict whether the current strategies are likely (over the long run) to make a contribution to peace.<sup>46</sup>

In consequence, this evaluation has put the main emphasis on the outcome level as already been elaborated under the previous criterion "effectiveness". However, the DAC Guidance (see last sentence of quotation above) also suggests that the plausibility of achieving impact should be further understood – i.e. what kinds of conditions must be in place for achieving peacebuilding impact?

Methodologically we like to answer the impact questions with the help of two different evaluation approaches that can be also compared at a later stage.

First, we will take the results of the assessment of outcomes as described under "effectiveness" above and try to develop impact hypotheses (i.e. plausibility) through the anticipation of a continued results chain (see graphic 1 above). The question to be answered is the following: Is it likely or not that the intervention in place can achieve peacebuilding impact with the established intervention logic (i.e. theory of change)? The information for this assessment can be generated through interviews and group discussions but also developed out of the intervention logic itself.

Second, we developed a theory-based methodology to assess existing preconditions for peacebuilding impact based on the current scientific knowledge. These preconditions for peacebuilding impact will in turn be compared to CPS conducted activities, results and theories of change in order to establish plausibility.

For example, in recent years there have been a number of research projects assessing the outcomes and impacts of dialogue-oriented civil society projects.<sup>47</sup> From all these studies,

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<sup>46</sup> OECD and DAC (2008). *Guidance on Evaluating Conflict Prevention and Peacebuilding Activities*. Paris, OECD. 41.

<sup>47</sup> See the following: Agha, H., et al. (2003). *Track II Diplomacy: Lessons Learned from the Middle East*. Cambridge, MIT Press. Atieh, A. e. a. (2004). *Peace in the Middle East: P2P and the Israeli-Palestinian Conflict*. Geneva, United Nations Publications UNIDIR. Çuhadar-Gurkaynak, E. and O. Genc (2006). *Evaluating Peacebuilding Initiatives Using Multiple Methodologies: Lessons Learned*

there is sufficient evidence of what works under which conditions. These results have been transferred into a list of “preconditions for peacebuilding impact” for the type of projects by the evaluation team. This list serves as a basis for assessing existing CPS initiatives of this kind.

The precondition for effectiveness/impact (pending on the level of analysis) of social cohesion initiatives is a low level of violence or an absence of violence. The effectiveness/impact of these initiatives increases when initiatives aim at bringing people together for a common cause with a concrete outcome-orientation. Effective initiatives thereby aim at behavioural, instead of attitudinal change. Long-term systematic initiatives are more effective than short-term sporadic events, especially when they focus on all cleavages in society and also attempt to bridge difficult groups.

The following conditions need to be in place as a precondition for peacebuilding impact:

The initiative

- is implemented in conflict phases with low levels of violence, in particular after large scale violence has already ended or in the prevention phase, where a potential escalation of violence could take place in the proximate (not immediate) future;
- Pays attention to other divides in society than the obvious group divisions as a measure of prevention;
- Bridges difficult groups within society and not only the “easy to reach”;
- Does not bring people together for the sake of it but uses or creates a purpose for dialogue;
- Is not a short-term scattered isolated initiative but part of a larger longer-term process;
- Aims at behavioural change;
- Has a monitoring system in place in order to assess whether it is on the right track to achieve its results.

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#### **4.3.5 Efficiency of the CPS and its structures and procedures**

To assess efficiency the following set of questions has been developed:

##### Efficiency of CPS procedures and structures

- What are the main strength and weaknesses of the CPS's administration, procedure and monitoring instruments?
- Which procedural and administrative recommendations of the CPS evaluation from 2002 have been implemented; if not, what are the main reasons?
- How are CPS projects initiated, planned and implemented?
- How does planning for and monitoring of the overall CPS programme results function? How are the results and milestones of CPS activities monitored? What kind of mechanisms exists to adapt activities to changing contexts? Is monitoring effective? If not, what are the main problems and recommendations? How is gender and conflict sensitivity been integrated into monitoring?
- What are the main reasons why staff recruitment for CPS experts continues to be challenging for the majority of CPS member organisations? How many approved CPS expert posts per annum could not be filled? Are there differences according to organisations? How can the efficiency of staff recruitment be improved?
- What are the main recommendations to enhance the efficiency of the CPS's administrative, procedural, and monitoring instruments?
- How could trust and accountability in the CPS structural set-up be strengthened (the CPS secretariat and revision unit are currently within the same member organisation, the DED, and even in the same building and on the same floor as the DED's CPS implementation unit)? How could an alternative set-up look like that is based on administrative feasibilities in the light of the BMZ's procedures?

##### Efficiency of CPS as an instrument

- What is the added value of CPS in light of its general cost and utility for German peace and development policies?
- What could be alternative instruments or structures achieving similar (or better) results with a more effective cost-benefit relation and with better perspectives of sustainability?
- How does CPS align with the subsidiary principle (to favour local experts and structures)?

##### Methodological approach to assess efficiency

For assessing the efficiency of the procedures and structures the 2002 CPS evaluation will serve as a baseline for comparison. Moreover, the self-evaluation and interviews with the stakeholders in Germany and in the countries will add additional data. Also a comparison with other BMZ budget lines helps to assess the strengths and weaknesses of CPS's procedures. For assessing the efficiency of the CPS as an instrument, the overall added

value can be only assessed at the end of the evaluation as a conclusion coming from the case study evaluations and the evaluation in Germany. With regard to alternatives and the subsidiary principle we will try to assess these questions as part of the country evaluations through key informant interviews with partners and constituencies.

#### **4.3.6 Sustainability**

To assess sustainability the following set of questions has been developed:

- How are issues of sustainability been integrated into the planning of CPS activities from the beginning of a project? How has this process (and its milestones) been monitored?
- How does the CPS ensure that local expertise is not sidelined or downplayed by European CPS experts?
- Are gender issues being considered for sustainable peacebuilding?
- What are experiences of sustainability after the CPS expert leaves projects and activities?
- What kind of change in structures and institutions for sustainable peacebuilding have been enhanced or created with the support of the CPS?

#### Methodological approach to assess sustainability

We use some of the RPP criteria for assessing sustainability (see CDA 2004, p. 17). These have been developed from the results of a joint learning process among international NGOs working for peacebuilding. Furthermore, we will conduct interviews and group discussions with both, project staff as well as partners and the wider constituency around the projects.

#### **4.3.7 Coherence, coordination and complementarity (3C)**

To assess the 3Cs, the following set of questions has been developed:

- Are CPS activities in a country coherent and complementary with
  - other civil society (support) activities in the country;
  - each other;
  - BMZ country strategies and priorities;
  - other programmes/projects of CPS member organisations in the country;
  - what are the main reasons for the degree of coherence and complementarity witnessed?
- What kind of coordination mechanisms exist?
- Is 3C among CPS projects as well as among German actors a necessary precondition for enhancing peacebuilding effectiveness?
- In case 3C is required (at least in part), how could it be enhanced?

### Methodological approach to assess 3Cs

We use a combination of different methods, i.e. the country context analysis will already give some information on the level of coherence of CPS activities with other civil society initiatives in the country as well as the coherence with other German initiatives. Moreover, project documents will be compared with BMZ country strategies and priorities and interviews will elaborate on coordination mechanisms.

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## **Annexes**

## Annex 1

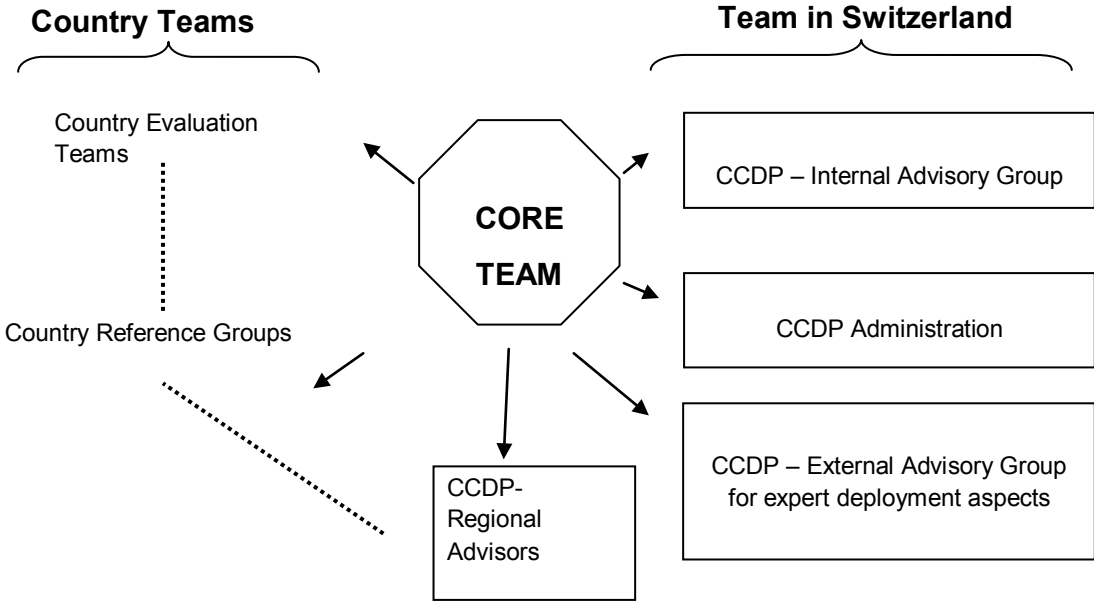
### List of persons and organisations consulted during the inception phase

Organisation/division	Persons consulted
Auswärtiges Amt Referat 401 „Entwicklungspolitik: Grundsätze und Koordinierung; umsetzungsfördernde Organisationen, Kleinstprojekte, multilaterale Entwicklungsbanken, EBWE, OECD (DAC); EU-Entwicklungspolitik“	Herrn Ziegler (Stellvertreter von Gerhard Thiedemann)
Auswärtiges Amt Referat VN02 „Krisenprävention; Friedenskonsolidierung nach Konflikten; State-building; Demokratieförderung; Ausstattungshilfe“	Margret Uebber
Arbeitsgemeinschaft für Entwicklungshilfe e.V. (AGEH)	Anne Storcks Martin Vehrenberg
Aktionsgemeinschaft Dienst für den Frieden e.V. (AGDF)	Bernd Rieche
Bethlehem Mission Immensee – Schweiz	Claudia Küng
BMZ Referat 110 „Vorhaben privater Träger; Entwicklungsdienste; DED“	Hans-Peter Baur Daniel Schellenberger Susanne Schröder
BMZ Referat 110 „Grundsätze der Zusammenarbeit mit zivilgesellschaftlichen Kräften, Zusammenarbeit mit Kirchen, politischen Stiftungen“	Annette Chammas
BMZ Referat 120 „Evaluierung der Entwicklungszusammenarbeit; Außenrevision“	Rita Walraf Michaela Zintl
BMZ Referat „Friedensentwicklung und Krisenprävention; Außen- und Sicherheitspolitik; Forschung; abteilungsübergreifende Grundsatzfragen“	Elke Kröger Eckhard Volkmann Christine Toetzke
BMZ Referat 321 „West Afrika I“	Claudia Krämer Mandy Hupfer
BMZ Referat 325 „Naher Osten“	Jaqueline Groth
Centrum für internationale Migration und Entwicklung (CIM) – Deutschland	Oliver Kepler
Christliche Fachkräfte International e.V. (CFI)	Deborah Jung
Deutscher Entwicklungsdienst (DED)	Monika Schimmelpfennig Matthias Ries
Eidgenössisches Departement für auswärtige Angelegenheiten – <b>Politische Abteilung IV</b> (Menschliche Sicherheit) – Schweiz	Jürgen Störck

Evangelischer Entwicklungsdienst e.V. (EED)	Margret Knollmann-Ehrlich
EIRENE – Deutschland	July Armbruster Günter Schönegg
EIRENE - Schweiz	Jerôme Strobel
Fondazione Alexander Langer – Italien	Sabine Hofer Messiah Cehajic
FriEnt	Anja Justen Natascha Zupan
Groupe Volontaires d'Outre Mer – Schweiz	Sekretariat
<b>Hilfswerk der evangelischen Kirchen Schweiz (HEKS) - Schweiz</b>	Una Hombrecher Katri Hoch
Interteam – Schweiz	Angelika Gehring
Kurve Wostrow	Jochen Neumann
Mission 21 – Schweiz	Daniela Maritz
Nonviolent Peaceforce – Belgien	Javier Delgado
Peace Brigades International (PBI) – Deutschland	Cathrin Schmock
Peace Brigades International (PBI) – Schweiz	Lisa Huber
Peaceworkers UK (International Alert) – Großbritannien	Herrn Heckert
Sekretariat ZFD	Renate Huber
Unité Basel – Schweiz	Sekretariat
Weltfriedensdienst e.V. (WFD)	Hans Jörg Friedrich

# Annex 2

## Structure of the CCDP evaluation team



## Annex 3

### Selecting countries for evaluation

#### Kriterien für Länderauswahl

In den Terms of Reference (TORs) (siehe Seite 3 und 7) sind bereits einige Kriterien für die Länderauswahl benannt. In den Konsultationen mit den Trägern und dem BMZ in Deutschland wurden diese Kriterien bestätigt sowie zusätzlich ergänzt:

1. Dauer des ZFD-Engagements im Land = das Engagement des ZFD insgesamt in den auszuwählenden Länder hat bereits einige Jahre Laufzeit;
2. Faire Berücksichtigung aller Träger = alle Träger werden evaluiert;<sup>48</sup>
3. Anzahl von Träger in einem Land = mehrere Träger sind in einem Land tätig;
4. Vielzahl von Ansätzen und Handlungsfeldern in einem Land = in einem Land sind möglichst verschiedene Ansätze und Handlungsfelder im ZFD-Gesamtportfolio enthalten, wobei es auch eine Region in einem Land geben kann, in dem nur ein einziger Träger agiert oder eine Einzelaktion stattfindet.
5. Konfliktphasen und Kontexte = Aktivitäten des ZFDs finden in allen Konfliktphasen und daher auch in verschiedenen Konfliktkontexten statt. Diese sind wie folgt definiert:
  - a. *langfristige Prävention* (hohes Potenzial für politische Gewalt oder Länder, in denen vor mehr als fünf Jahren ein Krieg oder bewaffneter Konflikt beendet wurde);<sup>49</sup>
  - b. *während bewaffneten Konflikten* oder Kriegen;
  - c. *Nachkriegsphase* (unmittelbar nach einem Krieg oder bewaffneten Konflikt).

Es ist wichtig für die Auswahl, dass ein Schwergewicht der ZFD-Interventionen in die Phase der Prävention fällt; daher sollten insgesamt mehr Präventionsländer vertreten sein.

6. Regionale Verteilung = eine faire regionale Verteilung sollte gegeben sein, wobei durch die starke Afrikaorientierung der Bundesregierung in der Friedensförderung durchaus verhältnismäßig mehr afrikanische Länder für die Evaluation ausgewählt werden können.
7. Ausrichtung des ZFD-Portfolios an BMZ-Schwerpunkten = in zwei der Länder sollte das ZFD-Engagement an der BMZ-Länderstrategie ausgerichtet sein.<sup>50</sup>

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<sup>48</sup> Das Evaluationsteam hat das Wort ‚fair‘ ergänzt, da einige Trägerorganisationen in den Vorgesprächen betonten, dass gerade die ZFD- Projekte der allerersten Phase ggf. nicht aussagekräftig für die Arbeit einer Organisation im ZFD seien und daher nicht Länder gewählt werden sollten, bei denen das für einen Akteur ausschließlich der Fall ist.

<sup>49</sup> Quantitative Studien haben gezeigt, dass in einem Zeitraum von bis zu fünf Jahren nach Beendigung des Krieges (mehr als 1000 Tote pro Jahr) bzw. des bewaffneten Konflikts (unter tausend Tote pro Jahr) Länder eine erhöhte Anfälligkeit auf Wiederausbruch bewaffneter Kampfhandlungen aufweisen.

<sup>50</sup> In den Konsultationen wurde eine stärkere Ausrichtung des ZFDs an den BMZ-Strategien von Seiten der BMZ-Ländereferate gewünscht. Um in der Evaluation Aussagen über Unterschiede zwischen Tätigkeiten mit oder ohne Bezug zu BMZ-Schwerpunkten treffen zu können, sollten zwei Länder an einem Schwerpunkt im weitesten Sinne angelehnt sein.

## Mögliche Länder für Evaluation des ZFD 2009/2010

Werden diese Kriterien an die Liste der Länder, Aktivitäten und Organisationen des ZFDs angewandt, ergeben sich folgende zehn mögliche Länder für die Evaluation, wobei acht davon auszuwählen sind:

Land	Beginn ZFD	Anzahl Träger	Konfliktphase	Region	Entlang BMZ-Schwerpunkt	Evaluation 2002
1. Palästina <sup>51</sup>	1999	forumZFD, WFD, DED, Kurve Wustrow, AGEH	<i>Während Konflikt</i>	Naher Osten	Nein	
2. Kolumbien	1999	AGEH, EED, PBI	<i>Während Konflikt</i>	Latein-Amerika	Nein	
3. Niger	2000	DED, Eirene	<i>Prävention</i>	Afrika		
4. Uganda	1999	AGEH, DED	<i>Prävention/ Während Konflikt</i>	Afrika	Teilweise	Ja
5. Kambodscha	2000	EED, DED	<i>Prävention</i>	Asien	Teilweise	
6. Burundi	2005	DED, WFD, Eirene	<i>Nachkriegsphase</i>	Afrika	Nein	
7. Serbien	2000	Forum ZFD, Kurve Wustrow, CFI	<i>Prävention</i>	Europa	Nein	
8. Nepal	2004	DED, PBI, Kurve Wustrow	<i>Nachkriegsphase</i>	Asien	Nein	
9. Bolivien	2000	DED, Eirene, AGEH	<i>Prävention</i>	Latein-Amerika	Nein	
10. Guatemala	2000	DED, PBI	<i>Prävention</i>	Latein-Amerika	Teilweise	Ja

<sup>51</sup> Länder 1 bis 4 wurden vorab durch die ZFD-Stakeholder ausgewählt und gelten als gesetzt für die Evaluation.



## Annex 4

### Questionnaire for self-evaluation: CPS member organisations (*Träger*) in Germany

**Note:** This questionnaire supports the ongoing CPS evaluation. The objective of filling in this questionnaire is two-fold. First, it aims at supporting a joint learning and reflection process among CPS stakeholders. Second, it serves as a means of data collection for the external evaluation. Results of the self-evaluation will later also be subject to comparison with the results of the external evaluation in a feedback session towards the end of the evaluation in Germany.

Language: Questionnaire can be answered in German or English.

Mode of answering: We suggest that each organisation jointly discusses the questions with the relevant involved staff and prepare an answer. This discussion process is an important event in a reflection and learning process. A small internal workshop would enhance this process.

Timing: Questionnaire should be sent back to the CPS evaluation team in Geneva (Ms Reimann: Sandra.Reimann@graduateinstitute.ch) by **30 October 2009**.

#### Relevance of the CPS

##### Relevance of the CPS in the German context/perspective

- What is the *raison d'être* of the CPS in Germany? What are its particularities that make it different from other instruments of German peace and development policies?
- How much of a political instrument should the CPS be in order to be a relevant instrument? Should the CPS be further 'depoliticised'?
- What would organisations do in support of civil society activities in conflict countries if the CPS did not exist?
- How could the CPS's overall relevance be strengthened?

##### Relevance of the CPS activities in countries of operation

- How does your organisation assess the needs for peacebuilding in a country?
- Do CPS activities adapt to changing conflict contexts?
- How do CPS activities integrate gender issues?
- How relevant is sending European peace experts as compared to other instruments and strategies as a means of civil society support (also in the light of the recruitment difficulties the CPS is experiencing)?

#### Effectiveness of CPS projects

- Are objectives and results being achieved?
  - If yes or no, what are the main reasons?
  - Could the same results also be achieved with other strategies, i.e. project funding, local expert funding, etc.?

- What are the differences in effectiveness of various CPS implementation mechanisms (i.e. sending European experts, supporting local experts, providing project funding, etc.)?
- What are the differences in effectiveness with regard to different partner structures? (established partnerships, new partners, difficult partners, etc.)?
- What implementation set-up is more effective (i.e. secondment of experts to local organisations, secondment of experts to governmental organisations, opening of CPS member offices, etc.) for which kind of purpose?
- In which phases of conflict—(a) long-term prevention before or after large scale violence, b) during armed conflict, c) aftermath of armed conflict (until 5 years after ceasefire or peace agreement)—is the effectiveness of the CPS is highest and/or what kind of CPS activities are more effective in which phase of conflict and why?
- If CPS activities would not have been taken place, what would have been alternative strategies?
- Would the overall effectiveness of the CPS be higher if it were to be focused on a more reduced set of activities and countries?
- How could the effectiveness of CPS activities be strengthened?

#### **Efficiency of the CPS and its structures and procedures**

- How are CPS project initiated, planned and implemented?
  - Please provide a description of the main procedures of your organisation.
  - How does planning for and monitoring of the overall CPS programme results function? How are the results and milestones of CPS activities monitored? What kind of mechanisms exist to adapt activities to changing contexts? Is monitoring effective? If not, what are the main problems and recommendations? How is gender and conflict sensitivity been integrated into monitoring?
- What are the main strengths and weaknesses of the CPS's administration, procedure and monitoring instruments?
  - Please list all strong and weak points.
  - What are the main recommendations to enhance the efficiency of the CPS's administrative, procedural, and monitoring instruments?
- Staff recruitment:
  - What are the main reasons why staff recruitment for FFKs continues to be challenging for the majority of CPS member organisations?
  - How many approved CPS expert posts per annum could not be filled in your organisation?
  - How could the efficiency of staff recruitment be improved?
- How could trust and accountability in the CPS structural set-up be strengthened (the CPS secretariat and revision unit are currently within the same member organisation, the DED, and even in the same building and on the same floor as the DED's CPS

implementation unit)? How could an alternative set-up look like that is based on administrative feasibilities in the light of the BMZ's procedures?

### **Impact**

- What kind of overall impact could CPS activities achieve in countries of operation, at both the micro and macro levels? How could impact be strengthened, i.e. what are the main preconditions and measures to be taken to plan for, monitor and assess impact on the macro level?
- What kind of overall impact could the CPS as an instrument achieve within the German peace and development context? How could this impact be strengthened?

### **Sustainability**

- How are issues of sustainability integrated into planning of CPS activities from the beginning of a project? How has this process (and its milestones) been monitored?
- How does the CPS ensure that local expertise is not sidelined or downplayed by European CPS experts?
- Are gender issues being considered for sustainable peacebuilding?
- What are experiences of sustainability after the CPS experts leave projects/activities?

### **Coherence, complementarity and coordination (3C)**

- How does your organisation assess the work within the CPS Group? Please list the main achievements, deficiencies, and recommendation to improve effectiveness.
- How does cooperation with the BMZ in general (country desks and division for peace and security) function?
- What is – for your organisation – the most important German organisation when dealing with peacebuilding?

### **Meaning of evaluation 2002**

- Please add a few sentences as to how you dealt with the recommendations of the CPS evaluation in 2002.

## Annex 5

### Questionnaire for self-evaluation: CPS member organisations (*Träger*) in countries of operation

**Note:** This questionnaire supports the ongoing CPS evaluation. The objective of filling in this questionnaire is two-fold. First, it aims at supporting a joint learning and reflection process among CPS stakeholders. Second, it serves as a means of data collection for the external evaluation. Results of the self-evaluation will later also be subject to comparison with the results of the external evaluation in a feedback session towards the end of the evaluation in Germany.

Language: Questionnaire can be answered in German or English.

Mode of answering: We suggest that the CPS expert(s) and partners jointly discuss the questions and prepare an answer. This discussion process plays an important part in the reflection process. Organisations could for instance come together for a joint workshop, or else, each project fills in a separate questionnaire. Alternatively, a space to jointly discuss the questions can be created by making use of already planned events.

Timing: Questionnaire should be sent back to the CPS evaluation team in Geneva (Ms Reimann: Sandra.Reimann@graduateinstitute.ch) by **6 November 2009**.

- How have the CPS activities in your country started? Has support by the CPS been requested by partners or other mechanisms?
- How are projects designed, planned, monitored and implemented (including gender and conflict sensitivity issues)?
- Are CPS activities in line with the country's peacebuilding needs? Please present a short analysis of the conflict situation and main needs for peacebuilding when interventions started as well as an up-to-date assessment. You can attach the analysis to the self-evaluation form.
- How relevant is the strategy of sending international experts as compared to other instruments and strategies that support civil society?
- What kind of qualification does an CPS expert need in your context? And do the involved CPS experts meet these needs?
- What are the theories of change of the involved actors to achieve their goals?
- Are the envisaged (or other) results being achieved?
  - What are the main changes within CPS partner organisations that are attributable (or have been attributed) to the work of the CPS expert(s)?
  - What are the main challenges on the path to achieving results?
  - What implementation set-up is more effective and why (i.e. secondment of experts to local organisations, secondment of experts to governmental organisations, opening of CPS member offices, etc.)?

- In which phases of conflict—(a) long-term prevention before or after large scale violence, b) during armed conflict, c) aftermath of armed conflict (until 5 years after ceasefire or peace agreement)—is the effectiveness of the CPS highest and/or what kind of CPS activities are more effective in which phase of conflict and why?
- If CPS activities would not have taken place, what would have been alternative strategies?
- How could the effectiveness of CPS activities be strengthened?
- What are the main strengths and weaknesses of the CPS's administration, procedure and monitoring instruments? How could they be strengthened?
- What kind of overall impact could CPS activities achieve in support of peacebuilding, and how do you measure it? How could impact be strengthened?
- How are issues of sustainability being integrated into planning of CPS activities from the beginning of a project? How has this process (and its milestones) been monitored?
- How does the CPS ensure that local expertise is not sidelined or downplayed by European CPS experts?
- Are gender issues being considered for sustainable peacebuilding?
- What are experiences of sustainability after the CPS expert leaves projects/activities?
- What kind of change in structures and institutions for sustainable peacebuilding have been enhanced or created with the support of the CPS?
- Are CPS activities in a country coherent and complementary with
  - other civil society (support) activities in the country;
  - each other;
  - BMZ country strategies and priorities;
  - other programmes/projects of CPS member organisations in the country;
 and what are the main reasons for the degree of coherence and complementarity witnessed?
- What kind of coordination mechanisms exist?
- Is 3C (coherence, complementarity and coordination) among CPS projects as well as among German actors a necessary precondition for enhancing peacebuilding effectiveness?
- In case 3C is required (at least in part), how could it be enhanced?

## Annex 6

### Questionnaire d'auto-évaluation :

#### Organismes membres du Service Civil pour la Paix (SCP) dans les pays d'engagement

**Note** : ce questionnaire vient soutenir l'évaluation en cours du SCP. Il poursuit un double objectif : premièrement, il vise à soutenir un processus commun d'apprentissage et de réflexion parmi les acteurs du SCP. Deuxièmement, il sert à collecter les données pour une évaluation externe. Les résultats de l'auto-évaluation seront, dans un deuxième temps, comparés aux résultats de l'évaluation externe lors d'une réunion de feedback vers la fin de l'évaluation en Allemagne.

Langue : les réponses au questionnaire peuvent être faites en allemand ou français.

Mode de réponse : nous suggérons que le(s) expert(s) civil(s) pour la paix et les partenaires débattent les questions en commun et préparent des réponses. Ce processus de discussion joue un rôle important dans le processus de réflexion. Les organismes pourraient, par exemple, se réunir lors d'un atelier commun ou bien chaque projet remplir un questionnaire distinct. Une alternative est de créer un espace permettant de discuter conjointement des questions en ayant recours à des événements déjà prévus.

Calendrier : le questionnaire devrait être renvoyé à l'équipe d'évaluation du SCP à Genève (Mme Reimann : [Sandra.Reimann@graduateinstitute.ch](mailto:Sandra.Reimann@graduateinstitute.ch)) d'ici le **6 novembre 2009**.

- Comment les activités du SCP ont-elles débuté dans votre pays ? Est-ce qu'un soutien de la part du SCP a été requis par des partenaires ou d'autres mécanismes ?
- Comment les projets sont-ils conçus, planifiés, suivis et mis en œuvre (y compris les questions de genre et de sensibilité aux conflits) ?
- Les activités du SCP sont-elles conformes aux besoins en consolidation de la paix du pays ? Veuillez établir une brève analyse de la situation de conflits et des principaux besoins en consolidation de la paix lorsque les interventions ont débuté ainsi qu'une analyse mise à jour. Vous pouvez joindre l'analyse au formulaire d'auto-évaluation.
- A quel point la stratégie d'envoi d'experts internationaux est-elle pertinente comparée à d'autres instruments et stratégies soutenant la société civile ?
- De quelle type de qualification un expert civil pour la paix doit-il disposer dans votre contexte ? Les experts civils pour la paix impliqués satisfont-ils à ces besoins ?
- Quelles sont les théories de changement des acteurs impliqués afin d'atteindre leurs objectifs ?
- Les résultats envisagés (ou d'autres) ont-ils été atteints ?
  - Quels sont les principaux changements au sein des organismes partenaires du SCP qui sont imputables (ou ont été attribués) au travail de(s) expert(s) civil(s) pour la paix ?
  - Quels sont les principaux défis pour parvenir à des résultats ?
  - Quelle forme de mise en œuvre est plus effective et pourquoi (c'est-à-dire le détachement d'experts vers des organisations locales, détachement d'experts

vers des organisations gouvernementales, ouverture de bureaux des membres du SCP, etc.) ?

- Dans quelles phases du conflit – 1) prévention de long terme avant ou après une phase de violence à grande échelle, 2) pendant un conflit armé, 3) après un conflit armé (jusqu'à 5 ans après le cessez-le-feu ou l'accord de paix) – le SCP est-il le plus efficace et / ou quel type d'activités du SCP est-il plus efficace dans quelle phase du conflit et pourquoi ?
- Si les activités du SCP n'avaient pas eu lieu, quelles auraient été les stratégies alternatives ?
- Comment serait-il possible de renforcer l'efficacité des activités du SCP ?
- Quels sont les principaux points forts et points faibles de l'administration, de la procédure et des instruments de suivi du SCP ? Comment serait-il possible de les renforcer ?
- Quel impact général les activités du SCP pourraient-elles avoir dans le soutien de la consolidation de la paix et comment le mesurez-vous ? Comment serait-il possible de renforcer l'impact ?
- Comment les questions de durabilité sont-elles intégrées dans la planification des activités du SCP dès le début du projet ? Comment ce processus (et ses jalons) ont-ils été suivis ?
- Comment le SCP garantit-il que l'expertise locale n'est pas mise à l'écart ou minimisée par les experts civils pour la paix européens ?
- Les questions de genre sont-elles prises en considération pour une consolidation durable de la paix ?
- Quelles sont les expériences de durabilité après que l'expert civil pour la paix ait quitté les projets / activités ?
- Quel type de changement dans les structures et les institutions de consolidation durable de la paix a-t-il été amélioré ou créé avec le soutien du SCP ?
- Les activités du SCP dans un pays sont-elles cohérentes et complémentaires avec
  - d'autres activités (de soutien) de la société civile dans le pays ;
  - entre elles ;
  - les stratégies-pays et priorités du BMZ ;
  - d'autres programmes / projets des organismes membres du SCP dans le pays ;et quelles sont les principales raisons pour le degré de cohérence et de complémentarité présent ?
- Quel type de mécanismes de coordination existent-ils ?
- Les 3C (cohérence, complémentarité et coordination) parmi les projets du SCP ainsi que les acteurs allemands sont-ils un préalable nécessaire afin d'améliorer l'efficacité de la consolidation de la paix ?
- Au cas où les 3C sont requis (du moins partiellement), comment peut-on les améliorer ?

## Annex 7

### Cuestionario para la autoevaluación:

#### Organismos miembros del Servicio Civil para la Paz (SCP) en los países de intervención

**Nota:** El presente cuestionario debe servir de apoyo a la evaluación en curso del Servicio Civil para la Paz (ZFD por sus siglas en alemán). En tal sentido, el objetivo de llenar este cuestionario es doble: En primer lugar, está dirigido a fomentar un aprendizaje conjunto y un proceso de reflexión entre las partes interesadas del SCP. En segundo lugar, sirve como medio para recolectar datos para la evaluación externa. Más adelante, los resultados de la autoevaluación también serán comparados con los resultados de la evaluación externa en una sesión de retroalimentación, la cual tendrá lugar hacia el final del proceso de evaluación en Alemania.

Idioma: El cuestionario puede ser respondido en alemán o español.

Forma de responder: Sugerimos que el o los “expertos para la paz” (FFK por sus siglas en alemán) y las contrapartes discutan conjuntamente las preguntas y preparen una respuesta. Esta fase de discusión juega un papel importante en el proceso de reflexión. Por ejemplo, las organizaciones podrían juntarse en un taller común, o también podría ser posible que cada proyecto completase un cuestionario por separado. Alternativamente, podría crearse un espacio para discutir las preguntas en forma conjunta, aprovechando para ello alguno de los eventos ya planificados.

Plazo de entrega: Los cuestionarios deben enviarse de retorno al equipo de evaluación del SCP en Ginebra (Sra. Reimann: Sandra.Reimann@graduateinstitute.ch) antes del **6 de noviembre de 2009**.

- ¿Cómo se iniciaron las actividades del SCP en su país? ¿El apoyo del SCP fue solicitado por las contrapartes o mediante otros mecanismos?
- ¿Cómo se diseñan, planifican, monitorean e implementan los proyectos (incluyendo aquéllos referidos a temas como el género o la sensibilidad a los conflictos)?
- ¿Podría decirse que las actividades del SCP coinciden con los requerimientos de la consolidación de la paz en el país? Por favor presente un corto análisis de la situación del conflicto y de los principales requerimientos de consolidación de la paz al momento de comenzar las intervenciones, así como un análisis de la situación actual. Sírvase adjuntar los análisis al formulario de autoevaluación.
- ¿Cuán pertinente es la estrategia de enviar expertos internacionales si se la compara con otros instrumentos y estrategias para apoyar a la sociedad civil?
- ¿Qué tipo de calificación necesita un “experto para la paz” en el contexto de su país/sus actividades? ¿Podría decirse que los “expertos para la paz” involucrados cumplen con estos requisitos?
- ¿Cuáles son las teorías del cambio que aplican los actores involucrados para lograr sus objetivos?
- ¿Se están logrando los resultados previstos (y otros)?



- ¿Cuáles son los principales cambios dentro de las organizaciones contraparte del SCP que son atribuibles (o han sido atribuidos) al trabajo del/de los “expertos para la paz”?
- ¿Cuáles son los principales desafíos en el camino hacia el logro de los resultados?
- ¿Qué estructura de implementación es más eficaz y por qué? (Por ejemplo, envío de expertos a organizaciones locales, envío de expertos a organizaciones gubernamentales, apertura de oficinas de los organismos miembros del SCP.)
- ¿En qué fases del conflicto llega a su punto máximo la eficacia del SCP? -
  - (a) Prevención de largo plazo antes o después de un estallido de violencia a gran escala,
  - (b) durante el conflicto armado, (c) en las postrimerías del conflicto armado (hasta cinco años después del cese del fuego o del acuerdo de paz). (En forma complementaria o alternativa,) ¿qué tipo de actividades del SCP son más eficaces en cada fase del conflicto y por qué?
- Si las actividades del SCP no se hubiesen llevado a cabo, ¿qué estrategias alternativas se habría podido implementar?
- ¿Cómo podría fortalecerse la eficacia de las actividades del SCP?
- ¿Cuáles son las principales fortalezas y debilidades de la gestión, los procedimientos y los instrumentos de monitoreo del SCP? ¿Cómo podrían reforzarse los aspectos positivos?
- ¿Qué tipo de impacto general podría lograrse a través de las actividades del SCP en materia de consolidación de la paz? ¿Cómo podría medirse este impacto y qué se podría hacer para fortalecerlo?
- ¿Cómo se vienen integrando los aspectos de sostenibilidad en la planificación de las actividades del SCP desde el inicio del proyecto? ¿Cómo se ha ido monitoreando este proceso (y sus hitos respectivos)?
- ¿Cómo logra el SCP asegurar que los expertos locales no se vean marginados o subestimados debido a la presencia de los “expertos para la paz” europeos?
- ¿Se toman en cuenta los temas de género para la consolidación sostenible de la paz?
- ¿Qué experiencias de sostenibilidad han podido detectarse después de finalizar la presencia de los “expertos para la paz” en un proyecto/ conjunto de actividades?
- ¿Qué tipo de cambios en estructuras e instituciones dirigidas a la consolidación sostenible de la paz han podido generarse o reforzarse gracias al apoyo del SCP?
- ¿Podría decirse que las actividades del SCP son coherentes y complementarias
  - con otras actividades (de apoyo) de la sociedad civil en el país?
  - entre sí?
  - con las estrategias y prioridades del BMZ en el país?
  - con otros programas/proyectos de organismos miembros del SCP en el país?

¿Cuáles son las principales razones para el grado de coherencia y complementariedad que se percibe?

- ¿Cuáles son los tipos de mecanismos de coordinación existentes?
- ¿Podría decirse que las 3C (coherencia, complementariedad y coordinación) son prerequisites necesarios para hacer más eficaz el proceso de consolidación de la paz, tanto para los proyectos del SCP como para los actores alemanes?
- En caso de que las 3C sean necesarias (al menos en parte), ¿cómo podrían fortalecerse?

## Annex 8

### Questionnaire for self-evaluation: BMZ division for peace and security

**Note:** This questionnaire supports the ongoing CPS evaluation. The objective of filling in this questionnaire is two-fold. First, it aims at supporting a joint learning and reflection process among CPS stakeholders. Second, it serves as a means of data collection for the external evaluation. Results of the self-evaluation will later also be subject to comparison with the results of the external evaluation in a feedback session towards the end of the evaluation in Germany.

Language: Questionnaire can be answered in German or English.

Timing: Questionnaire should be sent back to the CPS evaluation team in Geneva (Ms Reimann: Sandra.Reimann@graduateinstitute.ch) by **30 October 2009**.

### Relevance of the CPS

#### Relevance of the CPS in the German context/perspective

- What is the *raison d'être* of the CPS in Germany? What are its particularities that make it different from other instruments of German peace and development policies?
- How much of a political instrument should the CPS be in order to be a relevant instrument? Should the CPS be further 'depoliticised'?
- What would organisations do in support of civil society organisations in conflict countries in case the CPS did not exist?
- How could the CPS's overall relevance be strengthened?

### Efficiency of the CPS and its structures and procedures

#### Overall efficiency

- What is the overall cost-benefit relation of the CPS in the light of its utility for German peace and development policies?
- What could be alternative instruments or structures achieving similar (or better) results with a more effective cost-benefit relation?
- How is the overall principle of subsidiarity of local experts and knowledge dealt with?

#### Efficiency of CPS procedures and structures

- What are the main strength and weaknesses of the CPS's administration, procedure and monitoring instruments?
- Which procedural and administrative recommendations of the CPS evaluation from 2002 have been implemented; if not, what are the main reasons?
- How does planning for and monitoring of the overall CPS programme functions?
- What are the main recommendations to enhance the efficiency of the CPS's administrative, procedural, and monitoring instruments?
- How could trust and accountability in the CPS structural set-up be strengthened (the CPS secretariat and revision unit are currently within the same member organisation, the DED,

and even in the same building and on the same floor as the DED's CPS implementation unit)? How could an alternative set-up look like that is based on administrative feasibilities in the light of the BMZ's procedures?

### **Impact**

- What kind of overall impact could the CPS as an instrument achieve within the German peace and development context? How could this impact be strengthened?

### **Coherence, coordination and complementarity (3C)**

- How does collaboration among key stakeholders function? Please list the strengths, weaknesses and possible ways of improvement (in terms of AA, BMZ Länderreferate, CPS Träger, CPS Group, CPS secretariat, etc)

### **Meaning of the 2002 evaluation**

- Please add a few sentences as to how you dealt with the recommendations of the CPS evaluation.

## Annex 9

### Questionnaire for self-evaluation: CPS secretariat at the DED

**Note:** This questionnaire supports the ongoing CPS evaluation. The objective of filling in this questionnaire is two-fold. First, it aims at supporting a joint learning and reflection process among CPS stakeholders. Second, it serves as a means of data collection for the external evaluation. Results of the self-evaluation will later also be subject to comparison with the results of the external evaluation in a feedback session in Germany towards the end of the evaluation.

Language: Questionnaire can be answered in German or English.

Timing: Questionnaire should be sent back to the CPS evaluation team in Geneva (Ms Reimann: Sandra.Reimann@graduateinstitute.ch) by **30 October 2009**.

1. Antragsverfahren
  - a. Bitte beschreiben Sie den Ablauf des Antragsverfahrens.
  - b. Wie beurteilen Sie das Antragsverfahren (Stärken, Schwächen, Verbesserungsvorschläge)?
  - c. Wie überprüfen Sie, ob die Anträge konform sind mit dem ZFD-Rahmenkonzept und den ZFD-Standards?
2. Zusammenarbeit mit dem BMZ-Referat für Frieden und Sicherheit
  - a. Wie verläuft die Zusammenarbeit vom Prozess her?
  - b. Wie beurteilen Sie die Zusammenarbeit (Stärken, Schwächen, Verbesserungsvorschläge)?
3. Zusammenarbeit mit den Trägerorganisationen (TOs)
  - a. Wie verläuft die Zusammenarbeit mit den einzelnen TOs?
  - b. Wie verläuft die Zusammenarbeit mit dem Konsortium?
  - c. Wie beurteilen Sie die Zusammenarbeit für Punkt 3 a) und b) (Stärken, Schwächen, Verbesserungsvorschläge)?
4. Welche Empfehlungen (administrativer und verfahrensmässiger Art) der ZFD Evaluation von 2002 wurden umgesetzt; wenn nicht, weshalb?
5. Welches sind die Vor- und Nachteile (Vertrauen, Unabhängigkeit, usw. im Verhältnis zu den TOs) der räumlichen Zusammenlegung des ZFD-Sekretariats mit dem DED, der auch TO ist und zudem mit der Revision beauftragt ist? Wie könnte man sich eine Alternative zur gegenwärtigen Struktur vorstellen, die kompatibel wäre mit den BMZ-Prozeduren?
6. Allgemeine Frage: Was ist die Quintessenz des ZFDs?
7. Sonstige Bemerkungen

## **Annex 10**

### **CPS Country Evaluation Report: Preliminary Table of Contents**

Acknowledgements

List of Abbreviations

Summary of Main Results

#### **1. Background and Introduction**

- 1.1 Objective and Purpose
- 1.2 General introduction of CPS Country Programme
- 1.3 Evaluation Design, Methodology and Process
- 1.4 Team
- 1.5 Constraints

#### **2. The Country Context**

- 2.1 General Country Profile
- 2.2 Conflict Context
- 2.3 Actor Analysis
- 2.4 Peacebuilding Efforts on Various Levels
- 2.4 Civil Society Context Analysis
- 2.5 Civil Society Conflict and Peacebuilding

#### **3. CPS Involvement**

- 3.1 German Development Cooperation and Peacebuilding Activities
- 3.2 CPS Portfolio

#### **4. Main Findings**

- 4.1 General Findings
- 4.2 Findings according to the Evaluation Criteria

#### **5. Conclusions**

- 5.1 Main Conclusions and Recommendations
- 5.2 Lessons Learned from the CPS as an Instrument
- 5.3 Lessons Learned from the CPS Country Evaluation

Annexes

# Annex 11

## Final CPS Evaluation Report: Preliminary Table of Contents

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2.2 Evaluation Criteria and Questions

2.3 Phases, Activities, Timing and Products

2.4 Evaluation team

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### **3. The International and National Context of the CPS**

3.1 Civil Society, Civil Peace Services, Development and Peacebuilding

3.2 CPS within the German Political and Institutional Context

### **4. Main Findings**

4.3 General Findings

4.3.1 CPS in the German Context

4.3.2 CPS as an International Instrument of Civil Society  
Peacebuilding

4.4 Findings according to the Evaluation Criteria

### **5. Conclusions**

5.4 Main Conclusions and Recommendations

5.5 Recommendations along Institutions

5.5.1 Recommendations for CPS Members in Germany

5.5.2 Recommendations for CPS in Partner Countries

5.5.3 Recommendations for the BMZ division for peace and security

5.5.4 Recommendations for CPS secretariat

5.6 Lessons Learned from the CPS as an Instrument

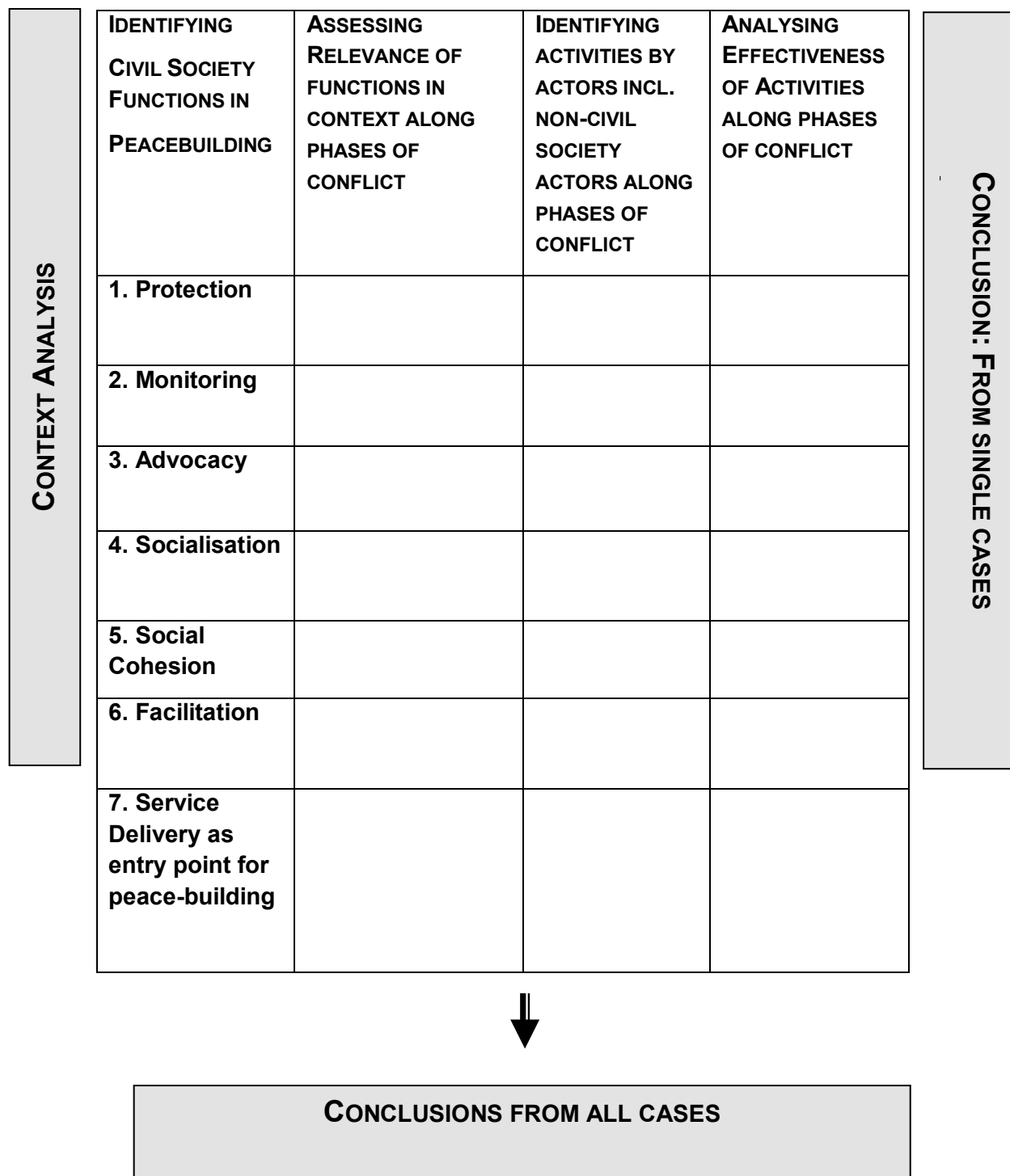
5.7 Lessons Learned from the CPS Evaluation

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## Annex 12

### Comprehensive framework for the analysis of civil society peacebuilding

(Paffenholz/Spurk 2006/2008/2010)





## **Terms of Reference**

BMZ Division for Aid Evaluation and Auditing

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## **Terms of Reference zur Evaluierung des Zivilen Friedensdienstes (ZFD)**

### **1. Hintergrund und Anlass**

#### **1.1 Einordnung des ZFD in den EZ-Kontext**

Seit mehreren Jahren sind „Krisenprävention und Friedensentwicklung“ feste Bestandteile der entwicklungspolitischen Agenda, national wie international. So wurde z.B. 2003 auf Anregung des UNO-Generalsekretärs die „Global Partnership for the Prevention of Armed Conflict“ (GPPAC) gegründet. Ein Jahr später hat die Bundesregierung den ressortübergreifenden Aktionsplan „Zivile Krisenprävention, Konfliktlösung und Friedenskonsolidierung“ beschlossen und angekündigt, die Kohärenz und Handlungsfähigkeit in diesem Bereich weiter ausbauen zu wollen. Friedensentwicklung ist eines der vier Leitmotive des BMZ und daher ein zentrales Element deutscher Entwicklungspolitik. Grundlegend für alle ist die – in der Millenniumserklärung der Vereinten Nationen erneut bekräftigte – Erkenntnis, dass Entwicklung und Frieden untrennbar miteinander verbunden sind und sich gegenseitig bedingen. Die Rolle der Zivilgesellschaft wird dabei meist sehr stark betont, denn es wird vorausgesetzt, dass zivilgesellschaftliche Akteure komplementär zu staatlichen Initiativen auf verschiedenen gesellschaftlichen Ebenen arbeiten können.

Auch die diesjährigen Ergebnisse der BMZ-Krisenfrühwarnung zeigen, dass Krisen- und Konfliktpotenziale in über 50 % der Kooperationsländer des BMZ bestehen. Daher soll Entwicklungszusammenarbeit in diesem Rahmen zur Erreichung von drei Zielen beitragen: Krisenprävention, Konfliktbearbeitung und Friedensförderung.<sup>52</sup>

Ein Instrument der deutschen Personellen Zusammenarbeit, das 1999 in diesem Kontext neu geschaffen wurde und stärker im politisch-gesellschaftlichen Raum angesiedelt ist als klassische Entwicklungsdienste, stellt der Zivile Friedensdienst (ZFD) dar, ein Dienst für berufserfahrene Männer und Frauen im Rahmen des Entwicklungshelfergesetzes (EhfG). Der ZFD ist Gegenstand der vorliegenden Evaluation.

#### **1.2 Aufbau, Ziel und Aufgaben des ZFD**

Der ZFD ist ein Gemeinschaftswerk staatlicher und nichtstaatlicher Träger der Entwicklungs- und Friedensarbeit zur Förderung des gewaltfreien Umgangs mit Konflikten und Konfliktpotenzialen, d.h. zur Krisenprävention, Gewaltminderung und Konfliktnachsorge. Es besteht insbesondere darin, analog zu Entwicklungshelfern friedensfachlich qualifizierte Fachkräfte, sog. „Friedensfachkräfte“ (FFK), zu entsenden, die gemeinsam mit lokalen Partnern vor Ort (meist NRO) Friedenspotenziale stärken sollen.

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<sup>52</sup> Vgl. BMZ (ed.): Krisenprävention, Konfliktbearbeitung und Friedensförderung in der deutschen Entwicklungszusammenarbeit, Bonn 2005, S.11 (übersektorales Konzept).

Grundlage ist das abgestimmte Rahmenkonzept zum ZFD vom 9.6.1999.<sup>53</sup> Demnach orientiert sich der ZFD auch an entwicklungspolitischen Kriterien wie dem Subsidiaritätsprinzip, dem Prinzip des geringsten Eingriffs und dem Grundsatz der Hilfe zur Selbsthilfe.

ZFD-Einsätze werden laut Konzept „grundsätzlich im Zusammenhang mit deutscher Entwicklungszusammenarbeit konzipiert und durchgeführt“<sup>54</sup>.

Zum Aufgabenbereich des ZFD gehören:

- Stärkung von Friedenspotenzialen lokaler Partner, etwa durch vertrauensbildende Maßnahmen;
- Vermittlung bei Konflikten zwischen Angehörigen verschiedener Interessengruppen, Ethnien und Religionen;
- Beobachtung und Förderung der Menschenrechts- und Demokratiesituation und Stärkung der Rechtssicherheit;
- Reintegration und Rehabilitation der von Gewalt besonders betroffenen Gruppen;
- Beiträge zur Versöhnung und zum Wiederaufbau.

Diese Aufgaben werden mit Zuwendungen des BMZ und nach Abstimmung mit dem Auswärtigen Amt von acht Entwicklungsdiensten übernommen, die gemeinsam das Konsortium Ziviler Friedensdienst bilden.<sup>55</sup> Für den ZFD wurde ein eigenes Sekretariat eingerichtet, das beim DED angesiedelt ist und als Schnittstelle zwischen den Akteuren fungieren soll. Das Konsortium ZFD ist aktives Mitglied der Arbeitsgemeinschaft entwicklungspolitische Friedensarbeit (Gruppe FriEnt).

Seit Programmbeginn 1999 bis Ende 2007 wurden für mehrjährige Einsätze insgesamt 387 Stellen von Friedensfachkräften in 43 Ländern mit einem Volumen von rd. 129 Mio. EUR bewilligt (einschl. vorbereitende und begleitende Maßnahmen); hiervon wurden bis zum 31.12.2007 ca. 97,7 Mio. EUR verausgabt. Ende Dezember 2007 befanden sich 134 Friedensfachkräfte, zurzeit sind rd. 156 im Einsatz. Die Einsatzorte liegen in Afrika südlich der Sahara, Asien, im Nahen Osten, in Lateinamerika und Südosteuropa.<sup>56</sup>

Im November 2006 leitete das BMZ mit dem Konsortium ZFD eine weitere Profilbildung in die Wege, die das Instrument stärker auf ausgewählte Länder, Regionen und Handlungsfelder konzentrieren und somit die Wirksamkeit des Instruments verstärken sollten. Im März 2005 schließlich verabschiedete das Konsortium ZFD „Standards für den Zivilen Friedensdienst“, die im Mai 2008 überarbeitet worden sind.

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<sup>53</sup> Vgl. BMZ (ed.): Ziviler Friedensdienst, BMZ spezial Nr.006, Bonn 1999

<sup>54</sup> Ebd., S.3

<sup>55</sup> Zum Konsortium gehören: Arbeitsgemeinschaft für Entwicklungshilfe (AGEH), Christliche Fachkräfte International (CFI), Deutscher Entwicklungsdienst (DED), EIRENE Internationaler Christlicher Friedensdienst, Evangelischer Entwicklungsdienst (EED), Forum Ziviler Friedensdienst (*forum*ZFD), Weltfriedensdienst (WFD) und die Aktionsgemeinschaft Dienst für den Frieden (AGDF).

<sup>56</sup> Eine umfassende Projektliste des ZFD kann nachgereicht werden.

Laut Standards haben sich in bisherigen Konfliktsituationen folgende Handlungsfelder als relevant erwiesen:<sup>57</sup>

- Aufbau von Kooperations- und Dialogstrukturen über Konfliktlinien hinweg (einschließlich Stärkung traditioneller Schlichtungsinstanzen)
- Schaffung von Anlaufstellen und gesicherten Räumen für Unterstützung und Begegnung von Konfliktparteien
- Stärkung von Informations- und Kommunikationsstrukturen zum Thema "Ursachen und Auswirkungen gewaltsamer Konflikte" (u.a. Friedensjournalismus, Vernetzung, Monitoring von Konfliktverläufen)
- Reintegration und Rehabilitation der von Gewalt besonders betroffenen Gruppen (einschließlich Maßnahmen der psychosozialen Unterstützung/ Traumabearbeitung)
- Beratung und Trainingsmaßnahmen zu Instrumenten und Konzepten ziviler Konfliktbearbeitung, sowie beim Aufbau von Strukturen
- Friedenspädagogik (einschließlich Bildungsmaßnahmen zum Abbau von Feindbildern)
- Stärkung der lokalen Rechtssicherheit (Beobachtung der Menschenrechtssituation, Schutz vor Menschenrechtsverletzungen, Aufbau und Stärkung lokaler Institutionen).

### **1.3 Anlass**

In den letzten Jahren wurden seitens des Deutschen Bundestages mehrfach im Rahmen von Haushaltsberatungen Evaluierungen zum ZFD nachgefragt. Besonders vor dem Hintergrund des bald zehnjährigen Bestehens des ZFD wurde der Wunsch geäußert, den ZFD einer Evaluierung zu unterziehen. Diesem Bedarf soll hiermit nachgekommen werden.

## **2. Zweck, Ziel und Nutzung der Evaluierung**

Vorrangiger Zweck der geplanten Evaluierung ist, Erkenntnisse und Empfehlungen zur Weiterentwicklung des Instruments ZFD zu gewinnen (Lernen). Ferner soll damit der Regierung, dem Parlament und der Öffentlichkeit, insbesondere der Fachöffentlichkeit, Rechenschaft abgelegt werden. Dabei werden erstmals vor allem auch tatsächlich eingetretene, längerfristige Wirkungen im Mittelpunkt der Untersuchungen stehen.

Ziel der geplanten Evaluierung ist es:

1. Eine unabhängige Einschätzung der friedens- und entwicklungspolitischen Wirksamkeit des ZFD sowie der Effektivität und Effizienz der Planungs- und Umsetzungsverfahren vorzunehmen.
2. Konkrete Empfehlungen für die strategische und organisatorische Weiterentwicklung des ZFD zu erhalten.

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<sup>57</sup> Nachfolgendes aus ZFD (ed.): Standards für den Zivilen Friedensdienst. Gemeinsame Grundlage des Konsortiums Ziviler Friedensdienst bei der Entwicklung von Projekten, überarbeitete Fassung, Bonn 2008, S. 3.

Hauptnutzer der Evaluierung sind – neben Regierung, Parlament und Öffentlichkeit – der ZFD mit seinen Trägerorganisationen selbst sowie insbesondere das BMZ. Weitere Nutzer sind die Partnerorganisationen des ZFD in den Einsatzländern und Kooperationspartner (z.B. andere deutsche Durchführungsorganisationen).

### **3. Aufgabenbeschreibung**

#### **3.1 Gegenstand und Untersuchungszeitraum der Evaluierung**

Gegenstand der Evaluierung sind Entwicklungsmaßnahmen des ZFD seit Programmbeginn 1999 bis heute in bis zu acht ausgewählten Ländern. Die Fallstudien werden auf der Basis eines Vorschlags des Inception Reports ausgewählt. Ein wesentliches Kriterium der Auswahl wird dabei die Dauer des ZFD-Engagements sein, um Wirkungen untersuchen zu können. Darüber hinaus sollen alle Träger berücksichtigt werden und Länder in der Stichprobe vertreten sein, in denen der ZFD mit möglichst vielen unterschiedlichen Trägern und Ansätzen aktiv war und ist. - Für Fragen, die die Organisation und administrative Verfahren des ZFD betreffen, steht der Zeitraum seit der letzten Evaluierung der Aufbauphase im Jahre 2002 im Vordergrund.

#### **3.2 Zentrale Fragestellungen**

Die Evaluierung soll den ZFD und seine Umsetzung in Bezug auf die DAC-Evaluierungskriterien Relevanz, Effizienz, Effektivität, übergeordnete entwicklungspolitische Wirkungen und Nachhaltigkeit analysieren sowie auch Fragen zur Kohärenz, Koordination und Komplementarität mit anderen Maßnahmen der deutschen EZ sowie anderer Geber nachgehen. Dabei sollen u.a. folgende Fragen beantwortet werden:

##### **3.2.1 Fragen lt. DAC-Evaluierungskriterien; Kohärenz, Komplementarität, Koordination**

###### **3.2.1.1 Entwicklungs- und friedenspolitische Relevanz**

- Inwieweit setzen die ZFD-Länderstrategien und ähnliche Bezugsdokumente einzelner oder mehrerer Träger (Ziele, Handlungsfelder, Zielgruppen) – soweit vorhanden – an den Schlüsselproblemen im Konfliktkontext an?
- Inwieweit stimmen die Einzelvorhaben (Ziele, Lösungsstrategie und Zielgruppen) mit der ZFD-Länderstrategie/Bezugsdokument – soweit vorhanden – überein und inwieweit setzen sie an den Schlüsselproblemen im Konfliktkontext an?
- Inwieweit entsprechen die Maßnahmen dem lokalen Bedarf?
- Wodurch zeichnet sich der ZFD als Personalentsendeinstrument im Vergleich zu anderen Instrumenten der Zivilen Konfliktbearbeitung aus? Was ist seine spezifische Relevanz?
- Entsprechen die Länderstrategien/ Bezugsdokumente und Einzelmaßnahmen den Vorgaben des ZFD-Rahmenkonzepts und den ZFD-Standards?

- Inwieweit zielt das Instrument ZFD, die Entsendung von Fachpersonal, auf Krisenprävention, Gewaltminderung und Konfliktnachsorge? Sind kontextspezifische Unterschiede festzustellen? Welche Rolle spielen dabei die unterschiedlichen Funktionen (z.B. Mediation, Beratung) einer Fachkraft? Sind hier kontextspezifische Unterschiede festzustellen?
- Wie kann die Relevanz der Vorhaben in Zukunft gesichert bzw. erhöht werden?

### **3.2.1.2 Werden die Ziele des ZFD erreicht (Effektivität)?**

- Sind die in den Vorhaben formulierten direkten Ziele und die ihnen zugrunde liegenden Prämissen und Theorien des Wandels dem Kontext und dem heutigen Wissensstand angemessen?
- Welche direkten positiven (und ggf. auch negativen) Wirkungen wurden auf Ebene der Partnerorganisationen/der Zielgruppen erreicht? Welche Faktoren fördern bzw. hemmen die Erreichung der Ziele? Welche Faktoren schränken die positive Wirkung der Vorhaben ein (z.B. unzureichende Qualifizierung einer Fachkraft, Partnerkonstellation, Konfliktkontext, andere Politikfelder, andere externe Akteure/ Geber)?
- Wie effektiv sind die unterschiedlichen Strategien/ Ansätze (z.B. Personalvermittlung, Projektansatz; more people/ key people Ansätze, Umgang mit spoilern/ Blockadekräften, etc.) und Handlungsfelder des ZFD? Sind hier in Abhängigkeit von Konfliktphase und Konfliktkonstellation Unterschiede festzustellen? Welche Stärken und Schwächen haben die verfolgten Ansätze?
- Können die Einzelvorhaben in angemessener Weise auf Veränderungen im Kontext reagieren?
- Wie kann in Zukunft die Effektivität des ZFD-Einsatzes dem Kontext entsprechend sichergestellt werden?

### **3.2.1.3 Ist der ZFD ein effizientes Instrument?**

- In welchem Verhältnis steht der Gesamtaufwand des ZFD zu seinem (entwicklungspolitischen) Nutzen? Sind die administrativen Kosten sowie sonstige Transaktionskosten angemessen?
- Gibt es Alternativen, die bei geringeren Kosten zu denselben Ergebnissen führen würden (z.B. Einsatz lokaler Fachkräfte oder Kurzzeitberatung)?
- In welcher Form wird das Prinzip der Subsidiarität umgesetzt (Vorrang lokalen Fachwissens, Strukturen etc. vor externem/ n)?

### **3.2.1.4 Welche übergeordneten Wirkungen werden erreicht?**

- Welche übergeordneten Wirkungen wurden v.a. auf Mikro- und Mesoebene erreicht (z.B. in Bezug auf Veränderungen von Verhalten/ Einstellungen und gesellschaftlichen Beziehungen/ Praktiken)?
- Inwiefern sind die Einsätze modellhaft, strukturbildend und breitenwirksam?

- Sind, in Abhängigkeit von Strategie und Kontext, Unterschiede in den Wirkungen feststellbar? Verstärkt eine Strategie des Transfers und Beziehungsaufbaus von einer zur anderen gesellschaftlichen/ administrativen Ebene (linkages) Wirkungen auf der Mesoebene? Welche Rolle spielen dabei die unterschiedlichen Partnerstrukturen, Zugänge und Strategien der ZFD-Trägerorganisationen, welche Rolle spielt die Fachkraft?
- Welche sonstigen – auch negative/ unbeabsichtigte – Wirkungen sind/ waren zu beobachten?
- Welche Wirkungen sind schon jetzt auf Makroebene feststellbar? Unter welchen Voraussetzungen könnten Wirkungen auf Makroebene verstärkt werden?

### 3.2.1.5 Wie nachhaltig sind die erzielten Wirkungen?

- Inwieweit sind die positiven Wirkungen der ZFD-Einsätze als dauerhaft einzuschätzen? Welche Schritte wurden unternommen oder geplant, um einen dauerhaften Beitrag zur Änderung menschlicher Einstellungen und menschlichen Handelns zu erreichen und dauerhafte friedensfördernde Prozesse, Strukturen und Institutionen zu schaffen? Werden neue Institutionen überleben und werden sie genutzt?
- Inwiefern sind die Partner und die Zielgruppe(n) langfristig in der Lage und bereit, ohne Unterstützung die positiven Wirkungen der Einsätze zu erhalten (u.a. Ownership; Legitimität)? Welche Risiken und Potenziale zeichnen sich ab? Wie können diese Risiken minimiert bzw. Potenziale gestärkt werden?
- Sind Partner in der Lage und bereit, auch ohne externe Unterstützung lokale Netzwerke fortzuführen?

### 3.2.1.6 Kohärenz, Komplementarität und Koordination

- Inwieweit wird die Wirksamkeit der ZFD-Einsätze von anderen Politikfeldern beeinflusst? (Kohärenz)
- Welche Verknüpfungen bestehen mit anderen Programmen/ Akteuren (z.B. deutsche bilaterale EZ, Projekte aus Stammprogrammen der ZFD-Träger, andere internationale NRO oder multilaterale Institutionen)? Welche Synergieeffekte werden hierbei erzielt? (Komplementarität)
- Tragen die bislang etablierten Koordinationsmechanismen – und verfahren dazu bei, Komplementarität und Synergiebildung unter den ZFD-Trägern sowie zwischen ZFD und anderen Akteuren in Deutschland und vor Ort zu fördern? Stehen für Abstimmung und Koordination ausreichend personelle und finanzielle Mittel zu Verfügung und werden diese effizient genutzt?
- Wie komplementär arbeiten die ZFD-Träger untereinander in einem Land? Welche Faktoren fördern bzw. hindern die Synergiebildung und wie können diese in Zukunft gestärkt bzw. minimiert werden?



### 3.2.2 Fragen zu Verfahren und Organisation des ZFD

- Sind die wesentlichen Empfehlungen der letzten Evaluierung des ZFD von 2002 umgesetzt worden? Inwiefern ist die Weiterentwicklung des ZFD seit der Aufbauphase gelungen?
- Sind die entwickelten Planungs-, Steuerungs- und Koordinationsverfahren im Sekretariat Ziviler Friedensdienst, bei den Trägern des ZFD und im BMZ angemessen (u.a. friedens- und konfliktsensibel, do-no-harm) und effizient? Stehen hierfür in angemessener Weise Mittel zu Verfügung und werden diese effizient eingesetzt?
- Welche Systeme und Instrumente für Monitoring und Evaluierung (M+E) wurden entwickelt und benutzt?
- Wie wird die Partizipation lokaler zivilgesellschaftlicher Akteure sichergestellt?
- Ist das administrative Verfahren der ZFD-Einsätze den Erfordernissen (z.B. Flexibilität, Reaktionsfähigkeit) angemessen?
- Ist das Auswahl- und Qualifizierungsverfahren des ZFD den Erfordernissen angemessen? Gibt es ausreichend Orientierung und Rollenklärung für die ZFD-Fachkräfte?
- (Wie) Ist sichergestellt, dass lokal verfügbare Fachkräfte nicht substituiert werden?
- Wie kann in Zukunft die Effektivität und Effizienz der genannten Verfahren gesichert bzw. verbessert werden?

### 3.3 Querschnittsthemen

- Inwiefern werden Querschnittsthemen wie Gender und „Do-no-harm“ bei der Planung und Durchführung durchgängig berücksichtigt?

Diese Fragen sollen im Rahmen der Entwicklung des detaillierten Evaluierungsdesigns in enger Abstimmung mit den beteiligten BMZ-Referaten und dem Konsortium des ZFD im Rahmen des Vorbereitungsberichts durch die Gutachter/innen weiter präzisiert werden. Aus ihrer Beantwortung sollen in einer Synthese konkrete Empfehlungen erarbeitet werden, wie der ZFD zukünftig ausgerichtet werden soll.

## 4. Zeitlicher Ablauf und Vorgehensweise

Die nachfolgende Zeitplanung hat vorläufigen Charakter:

### 1. Phase der Auftragserteilung

- |                                                 |                           |
|-------------------------------------------------|---------------------------|
| • Interessensbekundung                          | <b>Januar - März 2009</b> |
| • Einholung von Angeboten                       | <b>März/ April 2009</b>   |
| • Auswertung und Vergabe an Firma oder Institut | <b>April/ Mai 2009</b>    |
| • Vertragsklärung mit Firma oder Institut       | <b>Mai/ Juni 2009</b>     |
| • <b>Vertragsabschluss/ Arbeitsbeginn:</b>      | <b>15.06.2009</b>         |

## 2. Vorbereitungsphase

***Juni - August 2009***

- Auftaktgespräch zur Auftragsklärung mit den Beteiligten in Deutschland --- Termin 26.06.09
- Auswertung relevanter (Länder-)Strategien, Projektunterlagen u.a. Dokumenten zum ZFD, einschlägiger Literatur aus dem Bereich Rolle von Zivilgesellschaft in Transformationsprozessen, zu anderen Personalentsendern, *Lessons Learned* einzelner Themen/Handlungsfelder, etc.
- Interviews mit ZFD (Sekretariat und Trägern), Untersuchung von Abläufen, Verfahren u.a. Organisationsfragen (vgl. 3.2.2)
- Interviews mit BMZ, AA, FriEnt
- Entwurf und Endfassung eines erweiterten Inception Reports mit einer Literaturlauswertung über Personalentsendeorganisationen generell und speziell mit vergleichbaren Zielsetzungen wie der ZFD; Übersicht und erste Analyse des Untersuchungsgegenstands, Darstellung des Untersuchungsdesigns, des Analyserahmens (Interventionslogik, detaillierte Evaluierungsfragen, Bewertungsraster) und der geplanten Methoden der Datenerhebung sowie – auswertung. Dieser Bericht sollte darüber hinaus auch einen Vorschlag für die Auswahl von bis zu acht Länderfallstudien (auch unter Berücksichtigung verschiedener Konfliktkontexte/ Governance-Situationen, auch Länder mit nur wenigen Friedensfachkräften) sowie eine Zeit-, Aktivitäten- und Produktplanung und einen Gliederungsentwurf für die Fallstudienberichte und den Hauptbericht enthalten.
- Diskussion des Entwurfs mit dem Konsortium ZFD, BMZ, AA und ggf. anderen auf Basis ihrer Stellungnahmen und ggf. Überarbeitung
- Identifikation von internationalen und lokalen Gutachter/innen für die Fallstudienphase, Abstimmung mit dem BMZ;

## 3. Fallstudienphase

***September 2009 – Januar 2010***

- Vorbereitung und Durchführung von Untersuchungen in bis zu acht ausgewählten Ländern/ Projektregionen gemäß Inception Report
- Konfliktanalysen
- am Ende der Feldaufenthalte Debriefings gegenüber den Interviewpartnern/ Partnerorganisationen anhand von Powerpoint-Präsentationen
- *Debriefing Notes*

## 4. Synthesephase

***Februar – April 2010***

- Entwurf und Endfassung des Hauptberichts
- Diskussion des Entwurfs mit BMZ, Konsortium ZFD und allen Beteiligten auf Grundlage ihrer Stellungnahmen und ggf. Überarbeitung

- Entwurf einer Kurzfassung für die Internet-Seite des BMZ
- Vorschlag für die wesentlichen Empfehlungen im Umsetzungsplan der Evaluierung

#### 5. Follow-up-Phase durch das BMZ

- Abstimmung des Umsetzungsplans im BMZ und mit dem Konsortium ZFD
- Monitoring durch BMZ

## **5. Evaluierungsmethodik**

Um die auszuarbeitenden Evaluierungsfragen zu beantworten und die Aufgabenstellung zu erfüllen, empfiehlt sich ein Methodenmix aus quantitativen und qualitativen Datenerhebungsmethoden. Dieser beinhaltet:

- Analyse von Primärdaten,
- Analyse von Sekundärdaten, Literatur- und Dokumentenauswertung,
- eigene Datenerhebungen, z.B. durch schriftliche Befragungen, semi-strukturierte Einzelinterviews, Gruppeninterviews oder standardisierte Fragebögen.

Ein grundlegendes Prinzip des methodischen Ansatzes ist die Triangulation der benutzten Methoden. Für die Analyse und Bewertung sind – in Abhängigkeit von den Fragestellungen – jeweils angemessene Raster zu erarbeiten.

Die benutzten Methoden und das Bewertungsraster sollen vom Evaluierungsteam als Teil des Inception Reports erarbeitet werden.

Eine möglichst breite Partizipation relevanter Stakeholder an der Evaluierung ist sicherzustellen.

Insbesondere sind die DAC-Standards für Evaluierung sowie die *DAC Draft Guidance on Evaluating Conflict Prevention and Peacebuilding Activities* in ihrer letzten Fassung zu beachten.

## **6. Gutachterteam**

Die Evaluierung soll von einer unabhängigen Organisation (Firma oder Institut) durchgeführt werden, die durch Ausschreibung gewonnen wird und ein Evaluierungsteam zusammenstellt. Die Unabhängigkeit und Unparteilichkeit der Organisation und des Teams gegenüber dem Konsortium ZFD ist durch eine transparente und detaillierte Darstellung der bisher erfolgten Aufträge durch die Dienste im Konsortium ZFD nachzuweisen. Eine angemessene *Gender-Balance* im Team ist sicherzustellen.

An der Durchführung der Länderfallstudien sollen lokale Gutachter/innen beteiligt werden.

Die Lebensläufe des Teamleiters/-in sowie von mindestens zwei weiteren Teammitgliedern sind unter Angabe von Referenzen (Aufträge und Referenzpersonen) vorzulegen, ebenso wie ein von dem/der Teamleiter/in in jüngerer Zeit geschriebenen und verantworteten Bericht (möglichst Evaluierungsbericht). Bei der Auswahl weiterer Teammitglieder bedarf es der Zustimmung des BMZ.

## 7. Evaluierungsprodukte

- Erweiterter Inception Report, mit umfassender Literaturlauswertung auch zu anderen Personalentsendeorganisationen, wie oben unter Punkt 4, beschrieben (deutsch oder englisch, max. 30 Seiten), --- Termin: bis 15.08.09 (Entwurf), bis 01.09.09 (Endfassung)
- Debriefing Notes (Powerpoint-Präsentation im Untersuchungsland; kurze, auch stichwortartige zusammenfassende Darlegung des Ablaufs, insbesondere eventueller Behinderungen, der Felduntersuchung oder sonstiger Besonderheiten; Reaktionen des Partners und anderer Stakeholder im Untersuchungsland) innerhalb von bis zu fünf Arbeitstagen nach den Feldaufenthalten in bis zu acht Ländern, --- Termin: bis 01.02.2010
- Fallstudienberichte (deutsch und Hauptverkehrssprache von Fallstudienländern), max. 20 Seiten, --- Termin: innerhalb von drei Wochen nach Rückkehr
- Hauptbericht (deutsch, englisch und ggf. in weiteren Verkehrssprachen von Fallstudienländern) mit folgenden Gliederungspunkten: Hintergrund/ Kontext, Vorgehensweise, Ergebnisse (auch Ergebnisse der **Organisationsstudie**), Schlussfolgerungen, Empfehlungen (dabei klarer Bezug zu jeweiligen Ergebnissen), einschließlich der zusammenfassenden Darstellung der Ergebnisse der Fallstudien und **Darstellung der Methodik** in einem gesonderten Anlageband (max. 60 Seiten ohne Anlagen), --- Termin: bis 01.03.2010 (Entwurf), bis 15.04.2010 (Endfassung)
- Entwurf einer Kurzfassung des Hauptberichts für das BMZ-Internet (deutsch, englisch und ggf. in weiteren Verkehrssprachen von Fallstudienländern) gemäß Mustergliederung als Beitrag zur Kurzfassung der Evaluierung für das BMZ-Internet (ca. 5 Seiten), --- Termin: bis 30.04.2010
- Liste zentraler Empfehlungen für den Umsetzungsplan der Evaluierungsempfehlungen entsprechend der Mustergliederung des BMZ (deutsch), --- Termin: bis 30.04.2010
- CD-Rom mit allen relevanten Evaluierungsdaten und -dokumenten – Termin: bis 30.04.2010.

## 8. Management der Evaluierung

Das Management des Gesamtprozesses der Evaluierung liegt beim BMZ-Referat Evaluierung der Entwicklungszusammenarbeit; Außenrevision. Das Fachreferat, weitere betroffene Referate sowie das Konsortium ZFD werden in Diskussionen und Feedback zu Evaluierungsprodukten einbezogen.

Über eine angemessene Beteiligung der Partnerseite an der Evaluierung wird im Kontext der Erarbeitung der Methodik für die Fallstudien entschieden.

## 9. Anforderungsprofil und Aufgaben für die Firma/ das Institut und die Gutachter/innen

Der **Auftragnehmer (AN)** ist für die professionelle Durchführung der Evaluierung verantwortlich. Im Einzelnen umfasst dies (siehe auch beil. Bewertungsschema):

- Qualitätsmanagement der Evaluierung und der Evaluierungsprodukte, einschließlich Zeit- und Risikomanagement
- Logistik und Administration der Evaluierung
- Identifikation und Untervertragnahme der internationalen und lokalen Fachkräfte

Für den/die **Teamleiter/-in** sind konkret nachgewiesene substanzielle methodische und fachliche Kenntnisse/ Qualifikationen und Erfahrungen in folgenden Bereichen erforderlich:

- Leitung und Management von interdisziplinären und interkulturellen Teams
- Management von (komplexen) Evaluierungen oder Studien im internationalen Kontext
- Fachkenntnisse im Bereich der Krisenprävention und Friedensentwicklung sowie der Personellen Zusammenarbeit sehr gute Qualität von bereits produzierten Evaluierungsberichten

Das **Evaluierungsteam (einschl. Teamleiter/-in)** verfügt über konkret nachgewiesene substanzielle Kenntnisse/ Eigenschaften und Erfahrungen in den folgenden Bereichen:

- Evaluierungsmethodik
- Fachkenntnisse im Bereich Personelle Zusammenarbeit sowie in Krisenprävention und Friedensentwicklung
- Erfahrung (in Beraterjahren) mit verschiedenen, v.a. einschlägigen staatlichen, nicht-staatlichen, bi- und multilateralen Organisationen der EZ (deutsche bzw. internationale EZ), Kenntnisse der Organisationsentwicklung
- Möglichst breite regionale Erfahrung, interkulturelle Kompetenz
- Sprachkenntnisse in Deutsch, Englisch, Französisch, Spanisch und mindestens einer weiteren für die Evaluierung relevanten Sprache
- möglichst ausgewogenes Geschlechterverhältnis (*Gender-Balance*)

Die Präsentation des Konzepts und der Teammitglieder im BMZ fließt mit in die Bewertung des vorgelegten Angebots ein.

## 10. Mengengerüst für den Fachkräfteeinsatz (Orientierung)

- Vorbereitungsphase: Insgesamt bis zu 30 Arbeitstage
- Fallstudienphase: Bis zu je 32 Arbeitstage für die Untersuchungen von bis zu acht Partnerländern mit internationalen und lokalen Fachkräften
- Synthesephase: Insgesamt bis zu 25 Arbeitstage (ohne Übersetzung des Hauptberichts und der Kurzfassung für das BMZ-Internet)

## 11. Dokumente und Links (zum Einstieg)

BMZ-Evaluierungskriterien

[http://www.bmz.de/de/zentrales\\_downloadarchiv/erfolg\\_und\\_kontrolle/evaluierungskriterien.pdf](http://www.bmz.de/de/zentrales_downloadarchiv/erfolg_und_kontrolle/evaluierungskriterien.pdf)

BMZ (Hg.): Krisenprävention, Konfliktbearbeitung und Friedensförderung in der deutschen Entwicklungszusammenarbeit, Bonn 2005 (Übersektorales Konzept)

[http://www.bmz.de/de/zentrales\\_downloadarchiv/themen\\_und\\_schwerpunkte/frieden/krisenpraevention.pdf](http://www.bmz.de/de/zentrales_downloadarchiv/themen_und_schwerpunkte/frieden/krisenpraevention.pdf)

BMZ (Hg.): Ziviler Friedensdienst, BMZ spezial Nr.006, Bonn 1999 (<http://www.ziviler-friedensdienst.org>), Rahmenkonzept

BMZ: Qualitätsanforderungen für Evaluierungsberichte (BMZ),

[http://www.bmz.de/de/zentrales\\_downloadarchiv/erfolg\\_und\\_kontrolle/Einschaetzung\\_der\\_Qualitaet\\_von\\_Evaluationsberichten.pdf](http://www.bmz.de/de/zentrales_downloadarchiv/erfolg_und_kontrolle/Einschaetzung_der_Qualitaet_von_Evaluationsberichten.pdf)

DAC Draft Guidance on Evaluating Conflict Prevention and Peacebuilding Activities

[http://www.oecd.org/secure/pdfDocument/0,2834,en\\_21571361\\_34047972\\_39774574\\_1\\_1\\_1\\_1,00.pdf](http://www.oecd.org/secure/pdfDocument/0,2834,en_21571361_34047972_39774574_1_1_1_1,00.pdf)

Entwicklungshelfergesetz (Ehfg): <http://www.gesetze-im-internet.de/bundesrecht/ehfg/gesamt.pdf>

FFK-Übersicht (Stand: 30.09.08), tabellarisch und als Diagramm, nach Einsatzländern bzw. Trägern, siehe Anhang separat

Literatur- und Quellenverzeichnis (Entwurf, im Anhang separat)

ZFD (Hg.): Standards für den Zivilen Friedensdienst. Gemeinsame Grundlage des Konsortiums Ziviler Friedensdienst bei der Entwicklung von Projekten, überarbeitete Fassung, Bonn 2008 (<http://www.ziviler-friedensdienst.org/docs/ZFD-Standards-0408.pdf>)

ZFD-Homepage: <http://www.ziviler-friedensdienst.org>

## **Terms of Reference for the evaluation of the Civil Peace Service (CPS) *(English summary)***

### **1. Background and reason for the evaluation**

#### **1.1 Putting the CPS into the relevant development cooperation context**

For several years now “conflict prevention and peacebuilding” have been established components of Germany's national and international development policy agenda. For example, in 2003, following a suggestion made by the UN Secretary General, the Global Partnership for the Prevention of Armed Conflict (GPPAC), was founded. One year later, the German government adopted an inter-ministerial plan of action for Civil Conflict Prevention, Conflict Resolution and Peacebuilding and announced the intention of further developing coherence and capacity for action in this field. Peacebuilding is one of the BMZ's four guiding principles and thus a key element within German development policy. The basis for all of this is the recognition, which was reaffirmed in the United Nations Millennium Declaration, that development and peace are inextricably linked and mutually determining. The role of civil society is mostly very heavily emphasised in this context, because it is assumed that civil society players can complement the work of state initiatives at various levels of society.

This year's findings from the BMZ's crisis early warning system also show that there is potential for conflict or crises in more than 50 per cent of the countries with which the BMZ has cooperation programmes. That is why development cooperation in this context should contribute to the achievement of three goals: conflict prevention, conflict management and peacebuilding.<sup>58</sup>

One of the instruments of German human resources cooperation is the Civil Peace Service (CPS), which was created in 1999 for this context; the CPS is more firmly embedded in the socio-political context than conventional development instruments; it offers the opportunity for experienced men and women to serve within the framework of the Development Workers Act (EhfG). The CPS is the subject of this evaluation.

#### **1.2 Structure, aims and tasks of the CPS**

The CPS is made up of government and non-governmental organisations working in the field of development and peacebuilding. Its aim is to promote non-violent ways of dealing with conflicts and potential for conflict, i.e. conflict prevention, mitigation of violence and post-conflict measures. Its modus operandi is, in particular, to deploy experts (in the same way as development experts are deployed) specialising in peacebuilding; these experts work with local partners (mainly NGOs) to improve the peace potential on the ground.

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<sup>58</sup> Cf. BMZ (Publ.): Krisenprävention, Konfliktbearbeitung und Friedensförderung in der deutschen Entwicklungszusammenarbeit [Conflict prevention, conflict management and peacebuilding in German development cooperation], Bonn 2005, p. 11 (cross-cutting strategy).

The basis for this instrument is provided by the jointly agreed CPS framework strategy of 9 June 1999.<sup>59</sup> Accordingly, the Civil Peace Service is guided inter alia by development-policy criteria such as the principle of subsidiarity, the principle of minimum intervention and the principle of help towards self-help. According to the CPS strategy, CPS assignments are always “designed and implemented in conjunction with German development cooperation”<sup>60</sup>.

The tasks carried out by the CPS include:

- Strengthening the peace potential of local partners, for example using confidence-building measures;
- Playing the part of intermediary in conflicts between different interest groups, ethnic groups or religions;
- Observing and supporting the human rights and democracy parameters and strengthening legal certainty;
- Reintegrating and rehabilitating groups of persons particularly affected by violence;
- Contributing to reconciliation and reconstruction.

These tasks are carried out by eight development services, which together make up the Civil Peace Service Group. Their work is financed by the BMZ and coordinated with the Federal Foreign Office.<sup>61</sup> The CPS has its own secretariat, which is attached to the DED and is meant to serve as a point of interface between all players. The CPS Group is an active member of the Working Group on Development and Peace (FriEnt).

Between the time the programme began in 1999 and the end of 2007, approval was given for a total of 387 peace expert posts for deployments lasting several years in 43 countries, with total funding of about 129 million euros (incl. preparatory and accompanying measures); up to 31 December 2007, about 97.7 million euros had been spent. At the end of December 2007, there were 134 peace experts on deployment; the current figure is 156. Assignments are being carried out in sub-Saharan Africa, Asia, the Middle East, Latin America and South-Eastern Europe.<sup>62</sup>

In November 2006, the BMZ and the CPS Group launched a joint exercise to further define the profile of this instrument, concentrating more on selected countries, regions and fields of action with the aim of strengthening its effectiveness. In March 2005, the CPS Consortium finally adopted the “Standards for the Civil Peace Service”, which were revised in May 2008.

According to these Standards, the following fields of action have proved to be relevant in past conflict situations:<sup>63</sup>

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<sup>59</sup> Cf. BMZ (Publ.): Ziviler Friedensdienst [Civil Peace Service], BMZ Spezial No.006, Bonn 1999.

<sup>60</sup> Ibid., p. 3

<sup>61</sup> The CPS Group is made up of the Association for Development Cooperation (AGEH), Christian Service International (CSI), the German Development Service (DED), EIRENE – International Christian Service for Peace, the Church Development Service (EED – an Association of the Protestant Churches in Germany), the Civil Peace Service Forum (ZFD), the Weltfriedensdienst (WFD) and the Action Committee Service for Peace (AGDF).

<sup>62</sup> A comprehensive list of all CPS projects can be provided later.

<sup>63</sup> From the CPS (Publ.): Standards für den Zivilen Friedensdienst [Standards for the Civil Peace Service]. Common basis text produced by the Civil Peace Service CPS Group for the development of projects, revised version, Bonn 2008, p. 3.



- Building up cooperation and dialogue structures across conflict lines (including strengthening traditional mediation bodies)
- Creating meeting points and safe spaces for supporting conflict parties and arranging encounters between different sides
- Strengthening information and communication structures with regard to the “causes and consequences of violent conflicts” (incl. peace journalism, networking, monitoring the course of conflicts)
- Reintegrating and rehabilitating groups of persons particularly affected by violence
- (including measures for psycho-social support/ trauma counselling)
- Advice and training with regard to the instruments and concepts of civil conflict management and in connection with building up structures
- Teaching peace (including educational measures to break down ingrained enmities)
- Strengthening local legal certainty (observing human rights situation, protection against violations of human rights, developing and strengthening local institutions)

### **1.3 Reason for the evaluation**

In recent years, the German Parliament has on several occasions requested an evaluation of the CPS in connection with budget debates. Particularly since the CPS will soon be celebrating the tenth anniversary of its existence, the wish has been expressed that the CPS should be evaluated. This evaluation is the response to this request.

## **2. Purpose, aim and benefit of the evaluation**

The main purpose of the planned evaluation is to acquire insights into the CPS and make recommendations for its further development (learning). Furthermore, the exercise is also intended as an opportunity to give an accounting to the government, Parliament and the public, in particular a public consisting of experts in this field. For the first time, the main focus of the investigations will be on establishing what kind of more long-term impacts the interventions have actually had.

The aim of the planned evaluation is:

1. To make an independent assessment of the impact of the CPS in terms of peace and development policy and of the effectiveness and efficiency of the planning and implementation procedures.
2. To produce concrete recommendations for the strategic and organisational further development of the CPS.

The main beneficiaries (or users) of the evaluation – apart from the government, Parliament and the public – will be the CPS and its member organisations, in particular the BMZ. Other users will be the CPS’s partner organisations in the deployment countries and its cooperation partners (e.g. other German implementing organisations).

### **3. Description of the task in hand**

#### **3.1 Subject matter of the evaluation and investigation period**

The subject matter of the evaluation is development measures carried out by the CPS since the programme began in 1999 until the present day in up to eight selected countries. The case studies will be selected on the basis of a proposal in the Inception Report. An essential selection criterion will be the length of the CPS involvement, in order to be able to examine impacts. Furthermore, all member organisations are to be included in the evaluation and the countries sampled should include places where the CPS was and is working with as many different organisations and approaches as possible. For questions relating to the organisation and administrative procedures of the CPS the focus will be on the period since the last evaluation of the start-up phase in 2002.

#### **3.2 Key issues to be addressed**

The evaluation is intended to analyse the CPS and its implementation with regard to the DAC evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability; and it is also meant to investigate coherence, coordination and complementarity with other measures of German development cooperation and by other donors. Answers are to be sought to the following questions, among others:

##### **3.2.1 Questions based on DAC evaluation criteria; coherence, complementarity, coordination**

###### **3.2.1.1 Relevance for development and peace policy**

- To what extent do CPS country strategies and similar reference documents furnished by a single or by several member organisations (goals, fields of activity, target groups) – if available – address the key problems in the conflict context?
- To what extent do the individual projects (goals, strategies and target groups) agree with the CPS country strategy/ reference document – if available – and to what extent do they address the key problems in the conflict context?
- To what extent do the measures meet local needs?
- What makes the CPS as a secondment instrument different to other instruments for civil conflict management? What is its specific relevance?
- Do the country strategies/ reference documents and individual measures correspond to what is laid down in the CPS framework strategy and to the CPS standards?
- To what extent does the CPS instrument – i.e. the secondment of experts – seek to deliver conflict prevention, mitigation of violence and post-conflict support? Are there context-related differences? What role do the different functions of an expert (e.g. mediation, advising) play? Are there context-related differences here?
- How can the relevance of the projects be secured or increased in the future?

### **3.2.1.2 Have the aims of the CPS been achieved (effectiveness)?**

- Are the direct goals formulated in the projects and the assumptions and theories of change on which they are based in line with the context and state of the art knowledge?
- What direct positive (and also negative if applicable) impacts were achieved at the level of the partner organisations/ target groups? What factors are conducive to achieving the goals, what factors hamper achievement? What factors restrict the positive impact of the projects (e.g. inadequate expert qualifications, partner constellations, conflict context, other fields of policy, other external players/donors)?
- How effective are the various strategies/ approaches (e.g. staff secondments, project approach; more people/key people approaches, dealing with “spoilers”/ blocking forces, etc.) and fields of action of the CPS? Is it possible to detect differences depending on conflict phase and constellation? What are the strengths and weaknesses of the approaches used?
- Can the individual projects respond appropriately to changes in context?
- What can be done to ensure that future CPS interventions are effective within their context?

### **3.2.1.3 Is the CPS an efficient instrument?**

- What is the ratio of total cost of the CPS to (development policy) benefit? Are the administrative costs and other transaction costs reasonable?
- Are there alternatives that would lead to the same results with lower costs (e.g. using local experts or short-term consultants)?
- How is the principle of subsidiarity realised (priority given to local expertise, structures, etc. over external)?

### **3.2.1.4 What overarching impacts are achieved?**

- What overarching impacts have been achieved, particularly at the micro and meso-levels (e.g. with regard to changes in behaviour / attitude and social relationships/ practices)?
- To what extent can the interventions serve as a model; what is their structural impact; what is their reach?
- Is it possible to detect differences in the impacts depending on strategy and conflict context? Does a strategy of transfer and building up relationships between different social/ administrative levels (linkages) increase the impacts at the meso-level? What role is played by the different partner structures, access parameters and strategies of the organisations that constitute the CPS, what role does the expert play?
- What other – including negative/ unintended – impacts can/ could be observed?
- What impacts can already be detected at the macro-level? Under what circumstances could impacts at the macro-level be strengthened?

### **3.2.1.5 How sustainable are the impacts achieved?**

- To what extent can the positive impacts of the CPS interventions be deemed lasting? What steps have been undertaken or planned in order to achieve a lasting contribution towards changing human attitudes and actions and creating lasting peacebuilding processes, structures and institutions? Will new institutions survive and are they being used?
- To what extent are the partners and target group(s) able and willing to uphold the positive impacts of the interventions in the long-term without further support (e.g. ownership and legitimacy)? What risks and potentials can be discerned? How can these risks be minimised or the potentials strengthened?
- Are partners able and willing to continue local networks without external support?

### **3.2.1.6 Coherence, complementarity and coordination**

- To what extent is the effectiveness of the CPS interventions influenced by other fields of policy? (Coherence)
- What linkages are there with other programmes/ players (e.g. German bilateral development cooperation, projects from the CPS member organisations' core programmes, other international NGOs or multilateral institutions)? What synergy effects are achieved here? (Complementarity)
- Do established coordination mechanisms and procedures help to promote complementarity and the formation of synergies among CPS member organisations and between the CPS and other players in Germany and in the field? Are enough people and funds available for consultation and coordination and are they being used efficiently?
- To what extent do the CPS member organisations work hand in hand in one country? What factors are conducive to forming synergies or hamper this process and how can they be strengthened or minimised in the future?

### **3.2.2 Questions relating to CPS procedures and organisation**

- Have the main recommendations from the last CPS evaluation in 2002 been implemented? To what extent has the CPS been developed further since its inception phase?
- Are the planning, monitoring and coordination procedures developed within the Civil Peace Service secretariat and the CPS member organisations and in the BMZ appropriate (e.g. are they peace- and conflict-sensitive, is a "do no harm" approach applied) and efficient? Is adequate funding available for this and is it being used efficiently?
- What systems and instruments have been developed and used for monitoring and evaluation (M+E)?

- What is done to secure the participation of local civil society players?
- Is the administrative procedure for CPS interventions adequate for the requirements (e.g. flexibility, responsiveness)?
- Does the CPS's selection and qualification procedure meet the requirements? Do the CPS experts receive adequate orientation and explanation of their role?
- What (if anything) is done to ensure that CPS experts do not take the place of experts available locally?
- What can be done in future to secure or improve the effectiveness and efficiency of the aforementioned procedures?

### **3.3 Cross-cutting issues**

- To what extent are cross-cutting aspects such as gender and “do no harm” taken into account in the planning and implementation of activities?

These questions are to be defined more precisely by the expert evaluators during the course of developing a detailed evaluation design in close consultation with the participating BMZ divisions and the CPS Group within the framework of the preparatory report. The answers to the questions are to be used to synthesise concrete recommendations for the future direction of the CPS.

## **Sommaire des termes de référence de l'évaluation du Service Civil pour la Paix (ZFD)**

### **1. Contexte et occasion**

#### **1.1 Position du ZFD dans le contexte de la coopération au développement**

Depuis plusieurs années, la « prévention des crises et la construction de la paix » sont constamment à l'ordre du jour du développement, tant au niveau national qu'international. Ainsi, en 2003 par exemple, a été fondé le « Partenariat mondial pour la prévention des conflits armés » (GPPAC) à l'initiative du Secrétaire général des Nations unies. Un an plus tard, le Gouvernement fédéral allemand a entériné le plan d'action « Prévention civile des crises, règlement des conflits et consolidation de la paix » et annoncé vouloir développer davantage la cohérence et la capacité à agir dans ce domaine. La construction de la paix est l'un des quatre axes de travail du Ministère fédéral allemand de la Coopération économique et du Développement (BMZ) et, par conséquent, un élément-clé de la politique allemande de développement. Il est fondamental pour tous d'avoir réalisé - et réaffirmé dans la Déclaration du Millénaire des Nations unies – que le développement et la paix sont intimement liés et qu'ils dépendent l'un de l'autre. Le rôle de la société civile est souvent fortement souligné car l'une des conditions est que les acteurs de la société civile soient à même de fournir un travail complémentaire aux initiatives publiques aux différents échelons de la société.

De même, les résultats de la cellule d'alerte précoce pour la prévention des crises du BMZ pour cette année révèlent que des potentiels de risques et de conflits existent dans 50 % des pays avec lesquels coopère le BMZ. C'est pourquoi la coopération au développement doit contribuer, dans ce contexte, à atteindre trois objectifs qui sont : la prévention des crises, la gestion des conflits et la promotion de la paix.<sup>64</sup>

Un instrument de la coopération allemande pour le développement des ressources humaines institué en 1999 dans ce contexte et plus présent dans l'espace politique et social que les services de développement classiques est le Service Civil pour la Paix (ZFD), un service pour les hommes et les femmes disposant d'une expérience professionnelle dans le cadre de la Loi allemande relative aux coopérants (EhfG). Le ZFD fait l'objet de la présente évaluation.

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<sup>64</sup> Cf. BMZ (Éd.): Krisenprävention, Konfliktbearbeitung und Friedensförderung in der deutschen Entwicklungszusammenarbeit, Bonn 2005, p.11 (stratégie transsectorielle).

## 1.2 Structure, objectif et missions du ZFD

Le ZFD est composé d'organismes publics et privés de la coopération et de la promotion de la paix en vue d'encourager une gestion non violente des conflits et des potentiels de conflits, c'est-à-dire dans l'optique de la prévention des crises, du recul de la violence et du travail post-conflit. La tâche du ZFD consiste notamment, comme pour les coopérants, à détacher des experts qualifiés dans les questions de la paix, c'est-à-dire des « experts civils pour la paix » ayant la mission de renforcer les potentiels de paix avec les partenaires locaux présents sur le terrain (en règle générale, des ONG).

Ce travail repose sur la stratégie-cadre du ZFD concertée en date du 9/6/1999.<sup>65</sup> Par conséquent, le ZFD suit, entre autres, des critères de politique de développement tels que le principe de subsidiarité, le principe de l'intervention la plus limitée et le principe de l'aide à l'autopromotion. Selon cette stratégie, les missions du ZFD sont « en principe conçues et menées dans le cadre de la coopération allemande au développement »<sup>66</sup>.

On compte parmi les missions du ZFD :

- le renforcement des potentiels de paix des partenaires locaux, par exemple au travers de mesures instaurant la confiance ;
- la médiation en cas de conflits entre des membres de différents groupes de défense d'intérêts, ethnies ou religions ;
- l'observation de l'état des droits de l'homme et de la démocratie ainsi que leur promotion et le renforcement de la sécurité juridique ;
- la réintégration et la réhabilitation des groupes particulièrement touchés par la violence ;
- les contributions à la réconciliation et à la reconstruction.

Ces missions sont assurées, grâce à des subventions du BMZ et en concertation avec le Ministère fédéral allemand des Affaires étrangères, par huit services de développement qui constituent ensemble le Groupe « Service Civil pour la Paix »<sup>67</sup> Un secrétariat indépendant a été fondé pour le ZFD. Il a son siège au sein du DED et sert de charnière entre les différents acteurs. Le Groupe ZFD est un membre actif du Groupe de travail Développement et Paix (FriEnt).

Depuis le début du programme en 1999 jusqu'à fin 2007, des missions de plusieurs années ont bénéficié d'un total de 387 postes d'experts civils pour la paix détachés dans 43 pays avec à disposition un montant d'environ 129 millions d'euros (y compris les mesures préparatoires et d'accompagnement) ; au 31/12/2007, les dépenses se sont élevées à quelque 97,7 millions d'euros. Fin décembre 2007, 134 experts civils pour la paix étaient en

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<sup>65</sup> Cf. BMZ (Éd.) : Ziviler Friedensdienst, BMZ spezial Nr.006, Bonn 1999.

<sup>66</sup> Ibid., p.3

<sup>67</sup> Ce groupe est constitué de : l'Association pour l'Assistance au Développement (AGEH), Services Chrétiens Internationaux (CFI), du Service Allemand de Développement (DED), d'EIRENE - Service Chrétien International pour la Paix, du Service des Eglises Evangéliques en Allemagne pour le Développement (EED), du Forum du Service Civil pour la Paix (*forumZFD*), Weltfriedensdienst (WFD) et du Comité d'Action Service pour la Paix (AGDF).

mission ; actuellement, ils sont 156. Les missions ont lieu en Afrique subsaharienne, en Asie, au Proche-Orient, en Amérique latine et en Europe du sud-est.<sup>68</sup>

En novembre 2006, le BMZ a initié avec le Groupe ZFD un renforcement supplémentaire du profil de cet instrument lui permettant de se focaliser davantage sur les pays, régions et domaines d'action sélectionnés et ainsi d'améliorer son efficacité. En mars 2005, le Groupe ZFD a adopté les « Normes pour le Service civil pour la paix » qui ont été remaniées en mai 2008.

Selon ces Normes, dans les situations de conflits survenus à ce jour, les domaines d'action suivants se sont avérés être pertinents :<sup>69</sup>

- la mise en place de structures de coopération et de dialogue au-delà des clivages (y compris le renforcement des instances traditionnelles de médiation)
- la création de bureaux de coordination et d'espaces sécurisés pour le soutien et la rencontre des parties au conflit
- le renforcement des structures d'informations et de communication au sujet des « causes et retombées des conflits violents » (entre autres le journalisme de paix, la mise en réseau, le suivi de l'évolution des conflits)
- la réintégration et la réhabilitation des groupes particulièrement touchés par la violence (y compris les mesures de soutien psychosocial/ gestion des traumatismes)
- le conseil et les mesures de formation aux instruments et stratégies de gestion civile des conflits, ainsi que dans la mise en place des structures
- la pédagogie de la paix (y compris mesures éducatives en vue de faire disparaître les préjugés sur l'ennemi)
- le renforcement de la sécurité juridique locale (observation de la situation des droits de l'homme, protection vis-à-vis des violations des droits de l'homme, mise en place et renforcement des institutions locales).

### **1.3 Occasion**

Ces dernières années, le Bundestag a demandé, dans le cadre de débats budgétaires, à plusieurs reprises de mener des évaluations relatives au ZFD. C'est notamment à l'occasion du prochain dixième anniversaire du ZFD qu'a été émis le souhait de soumettre le ZFD à une évaluation. Ce souhait va être exaucé par la présente évaluation.

## **2. Finalité, objectif et destinataires de l'évaluation**

La principale finalité de l'évaluation prévue est de prendre la mesure de l'instrument qu'est le ZFD et de rassembler des recommandations en vue de continuer à le développer (apprendre). Par ailleurs, ceci doit permettre de rendre compte au gouvernement, au parlement et à l'opinion publique en Allemagne, notamment aux spécialistes. Pour la

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<sup>68</sup> Il est possible d'obtenir une liste complète des projets du ZFD.

<sup>69</sup> Publication suivante du ZFD (Éd.) : Standards für den Zivilen Friedensdienst. Gemeinsame Grundlage des Konsortiums Ziviler Friedensdienst bei der Entwicklung von Projekten, version remaniée, Bonn 2008, p. 3.



première fois, ce sont essentiellement les effets à long terme qui se sont faits réellement ressentir qui seront au cœur des évaluations.

L'objectif de l'évaluation prévue est le suivant :

1. procéder à une évaluation indépendante de l'efficacité du ZFD au niveau des activités de paix et de développement ainsi que de l'efficacité et de l'efficience des procédures de planification et de mise en œuvre,
2. disposer de recommandations concrètes pour le développement stratégique et organisationnel du ZFD.

Le principal destinataire de l'évaluation sera, à côté du gouvernement, du parlement et de l'opinion publique, le ZFD et ses organismes membres, ainsi que le BMZ notamment. D'autres destinataires seront les organisations partenaires du ZFD dans les pays où il intervient et les pays avec lesquels il coopère (p. ex. d'autres agences d'exécution allemandes).

### **3. Description des missions**

#### **3.1 Objet et durée de l'évaluation**

L'objet de l'évaluation sont les activités de développement réalisées par le ZFD dans un maximum de huit pays sélectionnés à partir du début du programme en 1999 jusqu'à aujourd'hui. Les études de cas seront sélectionnées sur la base d'une proposition du rapport initial. Dans ce contexte, un critère essentiel de la sélection sera la durée de l'engagement du ZFD dans le but d'évaluer les impacts. Par ailleurs, il faudra tenir compte, dans cet échantillon, de tous les organismes constituant le ZFD et des pays dans lesquels le ZFD est intervenu par le passé et intervient actuellement avec le plus grand nombre possible d'organismes et d'approches. - Pour les questions relatives à l'organisation et aux procédures administratives du ZFD, l'évaluation se concentrera sur la période suivant la dernière évaluation de la phase de mise en place qui a eu lieu en 2002.

#### **3.2 Questions clés**

L'objectif de l'évaluation est d'analyser le ZFD et sa mise en œuvre à l'aune des critères d'évaluation du Comité d'aide au développement (CAD) de l'OCDE, à savoir la pertinence, l'efficience, l'efficacité, les impacts d'ordre général sur le développement et la viabilité, ainsi que d'aborder les questions relatives à sa cohérence, sa coordination et sa complémentarité avec d'autres mesures de la coopération allemande et d'autres bailleurs de fonds. Dans ce contexte, il faut apporter une réponse aux questions suivantes :

### **3.2.1 Questions suivant les critères d'évaluation du CAD ; cohérence, complémentarité, coordination**

#### **3.2.1.1 Pertinence pour le développement et la paix**

- Dans quelle mesure les stratégies-pays du ZFD et les documents de référence similaires d'un ou de plusieurs organismes membres (objectifs, champs d'action, groupes-cible) - s'ils sont disponibles - s'attaquent-ils aux problèmes clés dans le contexte du conflit ?
- Dans quelle mesure les projets individuels (objectifs, stratégie de solution et groupes-cible) sont-ils compatibles avec la stratégie-pays du ZFD/le document de référence (s'ils sont disponibles) et dans quelle mesure s'attaquent-ils aux problèmes clés dans le contexte du conflit ?
- Dans quelle mesure les actions correspondent-elles aux besoins locaux ?
- Quelles sont les caractéristiques du ZFD comme instrument de détachement de personnel par rapport à d'autres instruments de la gestion civile des conflits ? Quelle est sa pertinence spécifique ?
- Les stratégies-pays/documents de référence et les projets individuels correspondent-ils aux objectifs de la stratégie-cadre du ZFD et aux normes du ZFD ?
- Dans quelle mesure l'instrument ZFD, à savoir le détachement de personnel technique, mise-t-il sur la prévention des crises, le recul de la violence et le travail post-conflit ? Peut-on constater des différences spécifiques au contexte ? Quel rôle jouent, dans ce contexte, les différentes fonctions (p.ex. médiation, conseil) d'un expert ? Peut-on constater ici des différences spécifiques au contexte ?
- Comment peut-on assurer ou augmenter à l'avenir la pertinence des projets ?

#### **3.2.1.2 Les objectifs du ZFD sont-ils atteints (efficacité) ?**

- Les objectifs directs formulés dans les projets et les prémisses et les théories de la transformation sur lesquelles ils reposent sont-ils adaptés au contexte et à l'état des connaissances actuelles ?
- Quels impacts directs positifs (et, le cas échéant, négatifs) ont-ils été réalisés au niveau des organisations partenaires/des groupes-cible ? Quels facteurs favorisent-ils ou entravent-ils la réalisation des objectifs ? Quels facteurs limitent l'effet positif des projets (p.ex. qualification insuffisante d'un expert, structure des partenaires, contexte du conflit, d'autres champs politiques, d'autres acteurs externes/bailleurs de fonds) ?
- Quelle est l'efficacité des différentes stratégies/approches (p.ex. placement de personnel, approche-projet, approches more people/ key people, manière de gérer les obstructionnistes/forces de blocage etc.) et des champs d'action du ZFD ? Peut-on constater des différences en fonction de la phase et configuration du conflit ? Quels sont les avantages et points faibles des approches poursuivies ?
- Les projets individuels sont-ils en mesure de réagir de manière appropriée à des modifications du contexte ?

- Comment peut-on assurer à l'avenir l'efficacité de l'intervention du ZFD conformément au contexte ?

### **3.2.1.3 Le ZFD est-il un instrument efficace ?**

- Quel est le rapport entre les efforts déployés par le ZFD et son bénéfice (en termes de développement) ? Les coûts administratifs et les autres coûts de transaction sont-ils adaptés ?
- Existe-t-il des alternatives plus économes capables de mener aux mêmes résultats (p.ex. intervention d'experts locaux ou assistance-conseil de courte durée) ?
- Sous quelle forme le principe de subsidiarité est-il appliqué (préférence donnée aux connaissances techniques, structures etc. locales par rapport aux externes) ?

### **3.2.1.4 Quels impacts d'ordre général ont-ils été réalisés ?**

- Quels impacts d'ordre général ont-ils été réalisés notamment aux niveaux micro et méso (p.ex. en relation avec des changements du comportement/des attitudes et des relations/pratiques sociales) ?
- Dans quelle mesure les missions sont-elles exemplaires, structurantes et à grande échelle ?
- Peut-on constater des différences dans les impacts en fonction de la stratégie et du contexte du conflit ? Une stratégie du transfert et de la mise en place de relations entre différents niveaux de la société et administratifs (linkages) renforce-t-elle les effets au niveau méso ? Quel est le rôle, dans ce contexte, des différentes structures des partenaires, des accès et des stratégies des organismes constituant le ZFD ainsi que celui de l'expert ?
- Quels autres impacts - même négatifs/non intentionnés – sont-ils observés ou l'ont été par le passé ?
- Quels impacts peut-on constater dès maintenant au niveau macro ? Dans quelles conditions serait-il possible de renforcer les impacts au niveau micro ?

### **3.2.1.5 Quelle est la viabilité des impacts réalisés ?**

- Dans quelle mesure peut-on considérer comme durables les impacts positifs des missions du ZFD ? Quelles actions ont-elles été réalisées ou planifiées pour contribuer durablement au changement des attitudes et des actions humaines et créer des processus, structures et institutions durables favorisant la paix ? De nouvelles institutions survivront-elles et sont-elles utilisées ?
- Dans quelle mesure les partenaires et le(s) groupe(s)-cible ont-ils, à long terme, la capacité et la volonté de préserver, sans appui, les impacts positifs des missions (entre autres appropriation, légitimité) ? Quels risques et potentiels s'annoncent-ils ? De quelle manière peut-on minimiser ces risques ou renforcer ces potentiels ?
- Les partenaires ont-ils la capacité et la volonté de poursuivre des réseaux locaux, même sans recevoir d'appui externe ?

### **3.2.1.6 Cohérence, complémentarité et coordination**

- Dans quelle mesure l'efficacité des missions du ZFD est-elle influencée par d'autres champs politiques ? (Cohérence)
- Quelles liaisons existent-elles avec d'autres programmes/acteurs (p.ex. coopération allemande bilatérale, projets provenant des activités centrales des organismes constituant le ZFD, d'autres ONG internationales ou institutions multilatérales) ? Quels effets de synergie sont-ils obtenus dans ce cadre ? (Complémentarité)
- Les mécanismes et procédures de coordination établis jusqu'à présent contribuent-ils à promouvoir la complémentarité et la création de synergies entre les organismes constituant le ZFD et d'autres acteurs en Allemagne et sur place ? Y a-t-il suffisamment de ressources humaines et financières pour la concertation et la coordination et sont-elles utilisées de façon efficiente ?
- Quel est le degré de complémentarité dans la coopération entre les organismes constituant le ZFD dans un pays ? Quels facteurs favorisent-ils ou entravent-ils la création de synergies et de quelle manière peut-on minimiser ou renforcer à l'avenir ces facteurs ?

### **3.2.2 Questions relatives aux procédures et à l'organisation du ZFD**

- Les principales recommandations de la dernière évaluation du ZFD de l'année 2002 ont-elles été mises en œuvre ? Dans quelle mesure le développement du ZFD depuis la phase de mise en place est-il réussi ?
- Les procédures de planification, de pilotage et de coordination au sein du secrétariat du Service Civil pour la Paix, auprès des organismes constituant le ZFD et au BMZ sont-elles appropriées (accordant entre autres une attention particulière à la paix et aux conflits, principe de ne pas nuire /« do no harm ») et efficientes ? Y a-t-il suffisamment de ressources à cet égard et sont-elles utilisées de façon efficiente ?
- Quels systèmes et instruments ont-ils été conçus et utilisés pour le suivi et l'évaluation ?
- Comment la participation d'acteurs locaux de la société civile est-elle assurée ?
- La procédure administrative des missions du ZFD est-elle adaptée aux besoins (p.ex. flexibilité, capacité de réaction) ?
- La procédure de sélection et de qualification du ZFD est-elle adaptée aux besoins ? Les orientations sont-elles suffisantes et les rôles assez clairs pour les experts du ZFD ?
- Est-il garanti (si oui, de quelle manière) que les experts locaux disponibles ne soient pas substitués ?
- Comment peut-on assurer ou améliorer à l'avenir l'efficacité et l'efficience des procédures mentionnées ?

### **3.3 Thèmes transversaux**

- Dans quelle mesure les thèmes transversaux, tels que les questions de genre et le principe de ne pas nuire, sont-ils pris en considération de façon permanente dans la planification et l'exécution ?

Dans le contexte de l'élaboration de la conception détaillée de l'évaluation, des réponses plus précises à ces questions seront apportées par les experts, en concertation étroite avec les divisions compétentes du Ministère fédéral allemand de la Coopération économique et du Développement (BMZ) et le Groupe ZFD, dans le cadre du rapport préparatoire. Sur la base de ces réponses, des recommandations concrètes seront élaborées dans une synthèse dans le but de définir l'orientation future du ZFD.

## **Resumen de los términos de referencia para la evaluación del Servicio Civil para la Paz (ZFD)**

### **1. Antecedentes y motivo**

#### **1.1 Posición del ZFD en el contexto de la cooperación para el desarrollo**

Desde hace varios años la "prevención de crisis y el desarrollo de la paz" son componentes básicos de la agenda de la política de desarrollo, y ello tanto a nivel nacional como a nivel internacional. Para el efecto se creó por ejemplo en 2003 la "Alianza Global para la Prevención de Conflictos Armados" (GPPAC por sus siglas en inglés), siguiendo una sugerencia del entonces Secretario General de las Naciones Unidas. Un año después el Gobierno Federal Alemán adoptó el Plan de Acción interministerial "Prevención civil de crisis, resolución de conflictos y consolidación de la paz" y anunció seguir mejorando la coherencia y capacidad de acción en este ámbito. El desarrollo de la paz es uno de los cuatro principios rectores del Ministerio Federal de Cooperación Económica y Desarrollo (BMZ) y, con ello, un elemento central de la política alemana de desarrollo. Convicción fundamental compartida por todas las partes involucradas es el conocimiento - reafirmado en la Declaración del Milenio de las Naciones Unidas - de que el desarrollo y la paz están unidos por vínculos inseparables y se condicionan mutuamente. En este contexto se pone a menudo especial énfasis en el papel de la sociedad civil, ya que se parte de la hipótesis de que los actores de la sociedad civil pueden operar de manera complementaria a las iniciativas del Estado en los diferentes niveles de la sociedad.

Los resultados actuales de la "alerta precoz para la prevención de crisis" del BMZ demuestran también en el presente año que en más del 50% de los países de cooperación existen potenciales de crisis y conflictos. Por ello, la cooperación para el desarrollo se ha propuesto contribuir en este contexto al logro de los tres objetivos siguientes: "Prevención de crisis, transformación de conflictos y fomento de la paz".<sup>70</sup>

El Servicio Civil para la Paz (ZFD por sus siglas en alemán), que fue creado en 1999 para el efecto y que se centra más en el ámbito político-social, es uno de los instrumentos que utiliza la cooperación alemana para el desarrollo para el fortalecimiento de los recursos humanos. Se trata de un servicio para hombres y mujeres que disponen de amplias experiencias profesionales y actúan en el marco del Estatuto de Cooperantes. El ZFD es el objeto de la presente evaluación.

#### **1.2 Estructura, objetivo y tareas del ZFD**

El ZFD reúne varios organismos ejecutores gubernamentales y no gubernamentales de la cooperación para el desarrollo y del trabajo para la paz y se ha propuesto fomentar el

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<sup>70</sup> Véase BMZ: Krisenprävention, Konfliktbearbeitung und Friedensförderung in der deutschen Entwicklungszusammenarbeit, Bonn 2005, pag. 11 (estrategia suprasectorial).

manejo - sin violencia - de conflictos y potenciales conflictivos, es decir la prevención de crisis, la reducción de la violencia y la gestión post conflicto. Analógicamente a los cooperantes, abarca el envío de "expertos para la paz", es decir personas que disponen de una calificación especial en el ámbito de la paz y que buscan fortalecer los potenciales de paz conjuntamente con sus contrapartes locales, en la mayoría de los casos ONGs.

Fundamento de su labor es la estrategia marco concertada para el ZFD, adoptada el 9 de junio de 1999, acorde a la cual el ZFD se orienta, entre otros, en criterios de la política de desarrollo, tales como el principio de subsidiariedad, el principio de la mínima intervención y el principio de la ayuda a la autoayuda.<sup>71</sup> Además, las misiones del ZFD "se diseñan y ejecutan básicamente en relación con la cooperación alemana para el desarrollo".<sup>72</sup>

Entre las tareas del ZFD están

- el fortalecimiento de los potenciales de paz existentes entre las contrapartes locales, por ejemplo mediante medidas de fomento de la confianza;
- la mediación en caso de conflicto entre miembros de diferentes grupos de interés, etnias o religiones;
- el seguimiento y el fomento de la situación de derechos humanos y democracia, así como el fortalecimiento de la seguridad jurídica;
- la reintegración y rehabilitación de los grupos particularmente afectados por la violencia;
- contribuciones a la reconciliación y la reconstrucción.

Estas tareas son cumplidas - con subsidios del BMZ y tras concertación con el Ministerio Federal de Relaciones Exteriores - por ocho servicios de desarrollo que, juntos, conforman el consorcio "Servicio Civil para la Paz".<sup>73</sup> Se creó una Secretaría especial para el ZFD que opera en el DED y sirve de interfaz entre los actores. El consorcio ZFD es miembro activo del Grupo de Trabajo sobre Desarrollo y Paz (Grupo FriEnt).

Entre 1999, fecha de inicio del programa, y 2007 se aprobaron para misiones plurianuales 387 puestos de expertos para la paz en 43 países con una asignación total de aprox. 129 millones de euros (incluyendo medidas preparatorias y acompañantes), monto del cual se habían desembolsado hasta el 31 de diciembre de 2007 aprox. 97.7 millones de euros. A finales de diciembre de 2007, 134 expertos para la paz ejercieron misiones en el extranjero; actualmente, su número asciende a aprox. 156 personas. Sus lugares de intervención se encuentran en el África subsahariana, Asia, el Próximo Oriente, América Latina y Europa del Sudeste.<sup>74</sup>

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<sup>71</sup> Véase BMZ: Ziviler Friedensdienst, BMZ spezial Nr.006, Bonn 1999

<sup>72</sup> Ibid, pág. 3

<sup>73</sup> Forman parte del consorcio: la Asociación de Cooperación para el Desarrollo (AGEH por sus siglas en alemán), los Servicios Cristianos Internacionales (CFI por sus siglas en alemán), el Servicio Alemán de Cooperación Técnica y Social (DED por sus siglas en alemán), el Servicio Cristiano Internacional para la Paz (EIRENE), el Servicio de las Iglesias Evangélicas en Alemania para el Desarrollo (EED por sus siglas en alemán), el foro "Servicio Civil para la Paz" (*forum*ZFD), el Weltfriedensdienst (Servicio mundial de la paz) y el Comité de Acción "Servicio para la Paz" (AGDF por sus siglas en alemán).

<sup>74</sup> Es posible poner a disposición una lista detallada de los proyectos del ZFD.

En el mes de noviembre de 2006 el BMZ inició, conjuntamente con el consorcio ZFD, un afinamiento del perfil del instrumento con el fin de centrarlo más en determinados países, regiones y campos de acción, intensificando de tal manera su eficacia. En el mes de marzo de 2005, el consorcio ZFD aprobó "Estándares para el Servicio Civil para la Paz", que fueron revisados en el mes de mayo de 2008.

Acorde a estos estándares hasta la fecha los siguientes campos de acción han resultado relevantes en situaciones de conflicto:<sup>75</sup>

- Creación de estructuras de cooperación y diálogo más allá de las líneas de conflicto (incluyendo el fortalecimiento de las instancias tradicionales de arbitraje)
- Creación de puntos de enlace y espacios seguros para el apoyo a y el encuentro de las partes en conflicto
- Fortalecimiento de las estructuras de información y comunicación en torno al tema "causas y efectos de conflictos violentos" (entre otros, periodismo de paz, creación de redes, monitoreo del desarrollo de los conflictos)
- la reintegración y rehabilitación de los grupos particularmente afectados por la violencia (incluyendo medidas de apoyo psico-social/ tratamiento de traumas)
- Asesoría y medidas de formación en relación con instrumentos y estrategias para el manejo civil de conflictos, así como en relación con la creación de estructuras
- Pedagogía de la paz (incluyendo medidas de formación para cambiar la imagen del enemigo)
- Fortalecimiento de la seguridad jurídica a nivel local (observación de la situación de derechos humanos, protección contra la violación de los derechos humanos, creación y fortalecimiento de instituciones locales).

### **1.3 Motivo**

En los últimos años el Bundestag (Parlamento) Alemán solicitó reiteradamente - en el marco de las discusiones del presupuesto - la evaluación del ZFD. En particular ante casi diez años de existencia del ZFD se manifestó el deseo de hacer evaluar el ZFD, deseo que se cumplirá con la presente evaluación.

## **2. Finalidad, objetivo y aprovechamiento de la evaluación**

Finalidad principal de la evaluación prevista son la adquisición de conocimientos y la elaboración de recomendaciones con el fin de seguir perfeccionando el instrumento que constituye el ZFD (sacar lecciones). Además, de tal manera se rendirá cuenta al Gobierno, al Parlamento y a la opinión pública, en particular la opinión pública especializada en la materia. En este contexto, los estudios se centrarán por primera vez en particular en los efectos de más largo plazo que realmente han sido alcanzados.

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<sup>75</sup> Información siguiente sacada de: Standards für den Zivilen Friedensdienst. Gemeinsame Grundlage des Konsortiums Ziviler Friedensdienst bei der Entwicklung von Projekten, versión revisada, Bonn 2008, pág. 3.



La evaluación prevista tiene el objetivo siguiente:

1. Una valoración independiente de la eficacia del ZFD en materia de paz y desarrollo, así como de de efectividad y eficiencia de los métodos de planificación e implementación.
2. Elaboración de recomendaciones concretas para el perfeccionamiento estratégico y organizativo del ZfD.

Principales usuarios de la evaluación serán, además del Gobierno, del Parlamento y la opinión pública, el ZFD y sus organismos miembros, así como - en especial - el BMZ. Otros usuarios serán las organizaciones contrapartes del ZFD en los países de intervención y las contrapartes de la cooperación (p.ej. otras agencias ejecutoras alemanas).

### **3. Descripción de las tareas**

#### **3.1 Objeto y plazo de la evaluación**

Objeto de la evaluación son medidas de desarrollo ejecutados por el ZFD desde el inicio del programa en 1999 hasta la fecha en un máximo de ocho país seleccionados para el efecto. Los estudios de caso se seleccionan en base a la propuesta del reporte de inicio. Para poder analizar los impactos, la duración de la intervención del ZFD será uno de los criterios sustanciales para la selección. Además, se tendrán en cuenta todos los organismos miembros y formarán parte de la muestra los países en los cuales el ZFD ha efectuado y sigue efectuando misiones con el mayor número posible de organismos miembros y enfoques diferentes. - En cuanto a las cuestiones que se refieren a la organización y los procedimientos administrativos del ZFD, los estudios se centrarán en el plazo transcurrido desde la última evaluación de la fase inicial en el año 2002.

#### **3.2 Cuestiones clave**

La evaluación analizará el ZFD y su implementación, teniendo en cuenta los criterios del CAD para la evaluación - pertinencia, eficiencia, eficacia -, los impactos mayores que genera en materia de desarrollo y sostenibilidad, pero también cuestiones relativas a la coherencia, la coordinación y la complementariedad con otras medidas de la cooperación para el desarrollo de Alemania y de otros donantes. En este contexto se abordarán, entre otros, las cuestiones siguientes:

##### **3.2.1 Cuestiones acorde a los criterios de evaluación del CAD; coherencia, complementariedad, coordinación**

###### **3.2.1.1 Pertinencia para el desarrollo y la paz**

- ¿En qué medida las estrategias del ZFD y los documentos de referencia similares de un organismo miembro o varios organismos miembros (objetivos, campos de acción, grupos meta) - siempre y cuando estén disponibles - actúan sobre los problemas clave en el contexto del conflicto?

- ¿En qué medida coinciden los proyectos individuales (objetivos, estrategia de solución y grupos meta) y la estrategia país del ZFD / documento de referencia - siempre y cuando estén disponibles - y en qué medida actúan sobre los problemas clave en el contexto del conflicto?
- ¿En qué medida la intervención corresponde a las necesidades locales?
- ¿Cuáles son las características especiales que posee el ZFD en su calidad de instrumento para el envío de personal en comparación con otros instrumentos para el manejo civil de conflictos? ¿Cuál es su pertinencia específica?
- Las estrategias país / documentos de referencia y medidas individuales ¿coinciden con las orientaciones de la estrategia marco del ZFD y los estándares del ZFD?
- ¿En qué medida el envío de personal técnico-profesional - en su calidad de instrumento del ZFD - focaliza la prevención de crisis, la reducción de la violencia y la gestión post conflicto? ¿Es posible comprobar diferencias debido al contexto específico? ¿Qué papel juegan en este contexto las diferentes funciones de un experto (p.ej. mediación, asesoría)? ¿Es posible comprobar diferencias en función del contexto específico?
- ¿Cómo será posible asegurar o incrementar la pertinencia del proyecto en el futuro?

### 3.2.1.2 ¿Se alcanzan los objetivos del ZFD (eficacia)?

- Los objetivos definidos por los proyectos y las premisas y teorías de cambio subyacentes ¿corresponden al contexto y los conocimientos actuales?
- ¿Qué impactos positivos directos (y el caso dado negativos) se han alcanzado a nivel de la organización contraparte / de los grupos meta? ¿Qué factores favorecen o dificultan el logro de los objetivos? ¿Qué factores limitan el efecto positivo de los proyectos (p.ej. calificación deficiente de una experta/un experto, constelación de contrapartes, contexto del conflicto, otros campos políticos, otros actores/donantes externos)?
- ¿Cuán eficientes son las diferentes estrategias/enfoques (p.ej. reclutamiento de personal, enfoque del proyecto; enfoques "más personas/personas claves", trato de *spoilers*/fuerzas obstruccionistas etc.) y campos de acción del ZFD? ¿Es posible comprobar diferencias en función de la fase o la constelación del conflicto? ¿Qué fortalezas y debilidades tienen los enfoques aplicados?
- Los proyectos individuales ¿pueden reaccionar debidamente ante cambios en el contexto?
- ¿Cómo será posible asegurar en el futuro la eficacia de las misiones del ZFD acorde al contexto?

### 3.2.1.3 El ZFD ¿es un instrumento eficiente?

- ¿Cuál es la relación entre el costo total del ZFD y su beneficio (en materia de desarrollo)? ¿Son adecuados los gastos administrativos y demás costos de transacción?

- ¿Existen alternativas más económicas que permitirían alcanzar los mismos resultados (p.ej. reclutamiento de expertos locales o asesoría de corto plazo)?
- ¿En qué forma se aplica el principio de la subsidiariedad (primacía de los conocimientos, estructuras locales etc. sobre los externos)?

#### 3.2.1.4 ¿Qué impactos generales se han alcanzado?

- ¿Qué impactos generales se han alcanzado, en especial a niveles micro y meso (p.ej. con respecto a cambios de comportamiento/actitud y relaciones/prácticas sociales)?
- ¿Hasta qué punto las misiones tienen carácter modelo, forman estructuras y generan efectos horizontales?
- ¿Es posible comprobar diferencias en los impactos en función de la estrategia aplicada o del contexto del conflicto? La estrategia de transferencia y desarrollo de relaciones de un nivel social/administrativo a otro (*linkages*) ¿intensifica los impactos a nivel meso? ¿Qué papel desempeñan en este contexto las diferentes estructuras de contrapartes, accesos y estrategias de los organismos miembros del ZFD? y ¿qué papel desempeña la experta/el experto?
- ¿Qué otros impactos - también negativos/no intencionados - se pueden observar/se han podido observar?
- ¿Qué impactos pueden comprobarse ya ahora a nivel macro? ¿En qué circunstancias sería posible intensificar los impactos a nivel macro?

#### 3.2.1.5 ¿Cuán sostenibles son los impactos logrados?

- ¿Hasta qué punto es posible valorar como duraderos los impactos positivos de las misiones del ZFD? ¿Qué pasos se han dado o están previstos para contribuir duraderamente al cambio de las actitudes humanas o de la acción humana o para iniciar procesos, estructuras e instituciones que fomenten la paz y sean duraderos? Las instituciones ¿sobrevivirán y se aprovecharán?
- ¿Hasta qué punto las contrapartes y el grupo meta/los grupos meta serán capaces y estarán dispuestos a mantener a la larga los impactos positivos de las misiones sin apoyo externo (entre otros, apropiación, legitimidad)? ¿Qué riesgos y potenciales se vislumbran? ¿Cómo será posible minimizar los riesgos y fortalecer los potenciales?
- Las contrapartes ¿son capaces y están dispuestos a continuar con las redes locales aun sin apoyo externo?

#### 3.2.1.6 Coherencia, complementariedad y coordinación

- ¿Hasta qué punto la eficacia de las misiones del ZFD es influenciada por otros campos políticos? (coherencia)
- ¿Qué vínculos existen con otros programas/actores (p.ej. cooperación bilateral alemana, proyectos de las actividades centrales de los organismos miembros del

ZFD, otros ONGs internacionales o instituciones multilaterales)? ¿Qué efectos sinérgicos se han alcanzado de tal manera? (complementariedad)

- Los mecanismos y procedimientos de coordinación creados hasta la fecha ¿contribuyen al fomento de la complementariedad y la generación de sinergías entre los organismos miembros del ZFD, así como entre el ZFD y los demás actores en Alemania e in situ? ¿Son suficientes los recursos humanos y financieros disponibles para la concertación y coordinación? y ¿se utilizan eficientemente?
- ¿Hasta qué punto son complementarias en un país las actividades de los organismos miembros del ZFD? ¿Qué factores fomentan o dificultan la generación de sinergías? y ¿cómo será posible intensificar o minimizarlos en el futuro?

### **3.2.2 Cuestiones relativas a los procedimientos y la organización del ZFD**

- Las recomendaciones sustanciales de la última evaluación del ZFD, efectuada en 2002, ¿han sido puestas en práctica? ¿Hasta qué punto se ha logrado perfeccionar el ZFD desde la fase inicial?
- ¿Son adecuados los procedimientos de planificación, dirección y coordinación existentes en la Secretaría del Servicio Civil para la Paz, en los organismos miembros del ZFD y el BMZ (entre otros, sensibilidad a la paz y los conflictos, no hacer daño)? y ¿son eficientes? El volumen de los recursos disponibles ¿es adecuado y se aprovecha eficientemente?
- ¿Qué sistemas e instrumentos de monitoreo y evaluación (M+E) se han desarrollado y se utilizan?
- ¿De qué manera se asegura la participación de los actores de la sociedad civil local?
- El procedimiento administrativo referente a las misiones del ZFD ¿corresponde a las necesidades (flexibilidad, capacidad de reacción)?
- El procedimiento de selección y cualificación del ZFD ¿corresponde a las necesidades? ¿Son suficientes las orientaciones para las expertas/los expertos del ZFD y la definición de su papel?
- ¿Está asegurado (o de qué manera puede asegurarse) que los expertos locales disponibles no sean reemplazados?
- ¿Cómo será posible asegurar o mejorar en el futuro la eficiencia y eficacia de los referidos procedimientos?

### **3.3 Temas transversales**

- ¿Hasta qué punto temas transversales, tales como género o no hacer daño, se tienen en cuenta de manera general en la planificación y ejecución de las misiones?

Las peritas/los peritos deberán seguir precisando estas cuestiones a la hora de elaborarse - en estrecha concertación con las direcciones participantes del BMZ y el consorcio del ZFD - el diseño detallado de la evaluación en el marco del informe preparatorio. Las respuestas pertinentes servirán de base a la elaboración de una síntesis de recomendaciones concretas para la futura orientación del ZFD.