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SIDA DDG Evaluation Final Report

Kennet Korayi, Tim Lardner (Team Leader), Anna Wood | Geneva | May 2010

This evaluation was commissioned by the Danish Demining Group (DDG)
and the Swedish International Development Agency (Sida)

The Geneva International Centre for Humanitarian Demining (GICHD) strives for a world free of anti-personnel mines and from the threat of other landmines and explosive remnants of war, and where the suffering and concerns of populations living in affected areas are addressed. The Centre is active in research, provides operational assistance and supports the implementation of the Anti - Personnel Mine Ban Convention.

This project has been managed by Ted Paterson, Head of Evaluation and Policy Research, GICHD, t.paterson@gichd.org

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Acronyms

BAC	Battle Area Clearance
CBO	Community-Based Organisation
CCM	Convention on Cluster Munitions
CL	Community Liaison
CPA	Comprehensive Peace Agreement
DAC	Development Assistance Committee
EOD	Explosive Ordnance Disposal
ERW	Explosive Remnants of War
FSD	Swiss Foundation for Demining
GICHD	Geneva International Centre for Humanitarian Demining
GNU	Government of National Unity
GoS	Government of Sudan
GoSS	Government of South Sudan
IDP	Internally Displaced Person(s)
IMAS	International Mine Action Standards
IMSMA	Information Management System for Mine Action
INGO	International NGO
JAM	Joint Assessment Mission
JDO	Joint Donor Office
JDT	Joint Donor Team
JRS	Jesuit Refugee Service
LFA	Logical Framework Analysis
LIS	Landmine Impact Survey
LRA	Lords Resistance Army
M&E	Monitoring and Evaluation
MDTF	Multi-Donor Trust Fund
MMC	Manual Mine Clearance
MOU	Memorandum of Understanding
MRE	Mine Risk Education
NMAC	National Mine Action Centre
NPA	Norwegian People's Aid
NTSG	National Technical Standards and Guidelines
QA	Quality Assurance
QM	Quality Management
SAA	Small Arms Ammunition
SALW	Small Arms & Light Weapons
SIMAS	Sudan Integrated Mine Action Service
SPLM/A	Sudan People's Liberation Movement/Army
SSDA/C	South Sudan Demining Authority/Commission (used interchangeably)
SSRRC	Southern Sudan Relief and Rehabilitation Commission
TWG	Technical Working Group
UN	United Nations
UNAMID	African Union/UN Hybrid operation in Darfur
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNMACC	United Nations Mine Action Coordination Centre
UNMAO	United Nations Mine Action Office
UNMAS	United Nations Mine Action Service
UNMIS	UN Mission in Sudan
UNOPS	United Nations Office for Project Services
UXO	Unexploded Ordnance

EXECUTIVE SUMMARY

On 1 March 2008 Danish Demining Group (DDG) entered into a two-year agreement with the Swedish International Development Agency (Sida)¹ to implement the project “Survey, Explosive Ordnance Disposal (EOD) and Mine Risk Education in Southern Sudan”. The project aims to support the repatriation process for refugees and IDPs in South Sudan by providing a safe environment for the returnees and communities, and facilitating the work of humanitarian organisations. As the project is scheduled to end in 2010, Sida and DDG decided to commission an evaluation to inform the decision concerning a possible extension. The evaluation was conducted by a team fielded by the Geneva International Centre for Humanitarian Demining (GICHD) in the period February-March 2010.

DDG is one of a number of mine action operators working in South Sudan to address the explosives contamination left from decades of civil war. The mine action programme has been operating in parts of Sudan since 2002 and, since the Comprehensive Peace Agreement (CPA) in early 2005, the UN Mine Action Office (UNMAO) has had the responsibility of planning, coordination and regulation. The Government of National Unity (GNU) and the Government of South Sudan (GoSS) have also established national mine action authorities in Khartoum and Juba respectively. The latter – the South Sudan Demining Commission (SSDC) – is scheduled to assume overall responsibility for mine action in the South when the UNMAO mandate ends in July 2011.

South Sudan poses many challenges for mine action operators: vast distances, poor infrastructure, and continued insecurity. In addition, there remains a great deal of uncertainty whether the political milestones specified in the CPA (national elections in mid-April 2010 and a referendum on independence for South Sudan in January 2011) will go forward as planned, and whether they could spark renewed conflict.

Under the leadership of UNMAO, the mine action sector has formulated a Multi-Year Plan. This provides a good outline of the plans until mid-2011, but little clarity on the GoSS vision for mine action in South Sudan once it assumes responsibility for the sector after that date. These many uncertainties greatly complicate the task of future planning for DDG.

DDG began operations in 2006 to facilitate the return of refugees, mainly in the returnee corridors of Central and Eastern Equatoria. It has adopted a community-centred approach, with priorities defined in a participatory manner; a contrast in South Sudan, where most mine action activities are under UNMAO ‘command and control’. In 2008, DDG formulated a Strategic Planning Document. In line with the objectives of the Sida-funded project, the vision statement in the strategy highlighted the needs of returnees. The overall objective was broader: “*Creating an environment free of the threat of landmines and ERW, where people can live safely and have access to land and natural resources.*” The strategy also outlined six specific objectives, which are summarised below.

¹ In addition to Sida, DDG has received funding from UNHCR, the Netherlands, Canada, Austria and ECHO.

1. An expansion of the operational area.	2. Investigate the feasibility of SALW activities.
3. Improve HR management.	4. Strengthen policy and programme development
5. Strengthen ties to SSDC and potential national NGO partners.	6. Cooperation with Danish Refugee Council (DRC – DDG’s parent organisation) in Sudan

DDG provides a range of mine action services – survey and marking; explosive ordnance disposal (EOD); Community Liaison; mine risk education (MRE) – and is in the process of implementing an ‘impact monitoring’ system to document development outcomes. Its recent operations have focused on Magwi county in Eastern Equatoria, where it has about 75 field personnel working out of two camps. It has been giving increased attention to capacity development, both for its own national staff and for personnel from SSDC and the Sudan Integrated Mine Action Service (SIMAS – a local NGO). To date, capacity development efforts have focused on technical and supervisory skills of individuals rather than the development of broader organisational capabilities in national mine action organisations.

The evaluation team was asked to use the standard criteria² used in development evaluation to assess the plans, operations and achievements of DDG, and arrived at the following principal conclusions:

Relevance – DDG’s choice of geographic areas, services to deliver and community-centred delivery strategy are all relevant to the needs in South Sudan, and has been a useful complement to the efforts of other mine action organisations. Its focus on returnees was relevant in 2008, but is less so today as the flows of returnees has abated.

Efficiency – Overall, DDG has implemented the project well and has achieved, in whole or in large part, its output targets. However, efficiency could be improved, particularly in the delivery of MRE and via better training and support of its network of community volunteers.

Effectiveness – DDG has been effective in reducing risks to returnees, other community members, and staff from humanitarian and development organisations working in those same communities, although a more rigorous assessment of how significant the risk reduction has been would need the type of data collected through the impact monitoring process, which is not yet fully in place. DDG has also been effective in enhancing supervisory and technical skills of South Sudanese working for it, SSDC, and SIMAS, but has not yet initiated more ambitious organisational development efforts. It has made partial progress in promoting gender, but little with respect to the second key cross-cutting issue – HIV/AIDS.

Sustainability – This was framed mainly in the context of exit and transition planning. DDG does not have clear plans in place for the transition of activities to a national organisation and its own eventual exit (at least from the direct delivery of its current set of mine action activities). Admittedly, South Sudan at this juncture raises enormous challenges for mid- to long-term planning, and UNMAO and SSDC have not yet formulated a clear vision for the mine action sector after July-2011, which would provide DDG with at least a strategic framework to build upon. The formulation of contingency plans probably represents the most viable way forward.

² The evaluation did not call for an assessment of impact, which would have been impossible given the absence of baseline data, coupled with time and resource constraints.

In addition, the evaluation team was asked to assess the DDG project using two additional criteria: coverage and coordination.

Coverage – The team found no exclusion based on ethnicity and no serious exclusions based on gender.³ However, MRE training does not reach the disabled.⁴

Coordination – DDG coordinates well with other mine action organisations in South Sudan, and its relationships with donors, national authorities and UN agencies appear well established and constructive. To date, it has not done enough to communicate and build links with civil society organisations (CSO) and non-mine action NGOs.

Recommendations are as follows:

DDG should:

1. Revise its strategic plan to incorporate:
 - a focus on community security and development needs rather than the safe return of refugees
 - contingency plans or strategic options regarding transition/exit, each based on a potential scenario and depending on the outcomes of, at least:
 - the national election
 - the referendum on self-determination for South Sudan
 - the ending or prolongation of the UNMAO mandate in the South
 - a more ambitious plan to support the development of national capacities, going beyond individual capacities to include functional capabilities of partner organisations (e.g. quality management; financial management) or the national programme (e.g. national monitoring and evaluation systems)
 - options for enhancing its cost-effectiveness, which could entail
 - reducing the number of expatriate staff, or
 - achieving scale economies by broadening the geographic area of operations or scope economies by adding new services, such as SALW management for community security
2. Fully implement its plans for monitoring and reporting on the developmental outcomes stemming, in whole or in part, from its services (i.e. baseline and post-completion monitoring surveys).
3. Strengthen its coordination with development agencies working in the same geographic areas.
4. Address cross-cutting issues more thoroughly; in particular, gender & diversity, plus HIV/AIDS.
5. Strengthen its MRE services by:

³ The timing for MRE sessions may not be appropriate to women and should be assessed.

⁴ The evaluation team did not observe MRE sessions targeted for children during the mission, nor see training materials appropriate for children. DDG has since confirmed that they do have MRE materials for children, and do deliver sessions aimed at children.

- dividing participants into smaller groups based on age and gender, and building more role play into the training, particularly for groups with lower literacy
- developing the MRE volunteer resource more effectively by thorough vetting of potential volunteers, a comprehensive training process, and regular monitoring and evaluation of volunteer activities
- expanding the number of MRE sessions held in a day and the number of communities covered over a period of time

Sida should:

1. Maintain funding to DDG, assuming its project proposal adequately addresses the recommendations listed above, including the incorporation of a transition and exit strategy, at least with respect to the delivery of the existing range of MRE and EOD services.
2. Work with other mine action donors to encourage UNMAO and SSDC to update the Multi-Year Plan for the Mine Action Programme, which should incorporate clear statements on:
 - the projected extent and impact of the contamination that will remain as of mid-2011 (i.e. the needs assessment)
 - the capacities that will be required to address the threat remaining after mid-2011, and
 - the GoSS vision and strategy for how those capacities will be financed and delivered, including the capacities required for:
 - making policy and strategy
 - operational planning and coordination
 - delivery of mine action services

1. INTRODUCTION

Rationale, Purpose and Objectives of the Evaluation

On 1 March 2008 Danish Demining Group (DDG) entered into a two-year agreement with the Swedish International Development Agency (Sida) to implement the project “Survey, Explosive Ordinance Disposal (EOD) and Mine Risk Education in Southern Sudan”. The Sida financed project period is ending in 2010 and Sida and DDG have discussed the possibility of a continuation of the project. The two parties decided to commission an evaluation to inform the extension decision. The purposes of the evaluation are to (i) inform decisions regarding the possible continuation of the project and (ii) contribute to enhanced project performance. The primary audiences are the Sida officials and DDG managers responsible for this project, plus the Policy Unit within the Danish Refugee Council.

The principal objectives are to:

1. Ascertain results (outcomes and outputs) and
2. Assess the project in terms of efficiency, effectiveness and relevance.⁵

In addition, the evaluation report will feed-into a broader evaluation of Sida’s overall support to mine action from 2001 to 2009.

Methodology

The evaluation featured (i) meetings with headquarters personnel in both Sida and DDG/DRC, (ii) review of documents and data (e.g. LIS findings), and (iii) a field mission to South Sudan. The following activities were undertaken during the field mission:

- Meetings with the DDG project management team
- Site visits to observe the EOD/BAC teams and to meet with team leaders
- Community visits to observe the MRE and Community Liaison (CL) teams, meet team leaders, and with community leaders and members to discuss their perceptions of the impact of mines/ERW and the benefits stemming from DDG outputs (MRE sessions; CL visits; EOD survey & clearance)
- Review of operational planning and monitoring documents
- Meetings with representatives from:
 - Other mine action organisations (SSDC, UNMAO, NPA).
 - Agencies involved with refugee/IDP returns, community development, community security etc.
 - UN agencies and international NGOs involved with refugee/IDP returns, community development, community security etc.
 - Members of the Joint Donor Team Office.

The strategy for the evaluation was to apply multiple methods in the form of semi-structured interviews with project personnel, government officials, and experts from mine action and other fields; observation; record review; review of secondary data; and participatory tools with community members to obtain sufficient quantitative and qualitative data for triangulation and for reliable conclusions to be drawn concerning the evaluation questions.

⁵ In addition, the evaluation will assess the project against the following criteria: institutional and financial sustainability of the support provided to the project; coverage; and coordination.

The evaluation was managed by Ted Paterson, Head of Evaluation and Policy Research at the GICHD. The evaluation team consisted of Tim Lardner (mine action expert), Anna Woods (livelihoods specialist) and Kennet Korayi (South Sudanese national with significant evaluation experience). The field mission took place 15-26 February 2010. The programme for the field mission is shown at Table 1.

Table 1 – Itinerary of the field mission

	Tim Lardner	Anna Wood & Kennet Korayi
Tues. 16 Feb	- Arrival & initial briefings with DDG team	- Arrival & initial briefings with DDG team
Wed. 17 Feb	- DDG operations brief - Meeting with UNHCR - Field visit to BAC site (Ganzi) - Discussions with operational teams Ganzi. - Overnight in field camp	- DDG operations brief - Meeting with UNHCR - Field visit to BAC site (Ganzi) - Meetings and interviews with Boma representative, chief and community members - Visit to Ganzi vocational skills centre
Thurs. 18 Feb	- Visit Kulipapa BAC site & view operations - Travel to NPA base camp Yei to view training course & meet stakeholders	- Visit MRE field activities, meeting with MRE team and MRE training participants - Complete field visit & return to Juba
Fri 19 Feb	- Meetings with NPA, DDG in Yei - Return to Juba and team meeting	- Meetings with in Juba with JRS , CRS, ADRA, GTZ, DED, and DDG Team (Juba)
Sat 20 Feb	- Document review & team discussions in Juba	- Document review & team discussions in Juba
Sun 21 Feb	- Document review, team discussions and discussions with DDG in Juba	- Travel to Kit field base
Mon 22 Feb	- Meeting with SSDC - Meeting with UNMAO - Travel to Mundri	- Field visit to Magwi (town) - Interviews held with Payam Administrator, MRE volunteer, Deputy Head, Head and pupils in Magwi Secondary School and Primary School, SSRRC Coordinator and RDS representative (local radio station and information centre) - Field representatives from GTZ and DED were not available
Tues 23 Feb	- Field visit to operations site in Mundri - Return to Juba	- Field visit to Pageri, Loa & return to Kit - Interviews with local community representatives including chief and sub chiefs, MRE volunteer and local residents.
Wed 24 Feb	- Team meeting and report preparation	- Return to Juba, follow-up meetings and report preparation
Thurs 25 Feb	- Debriefing & departure (16:45 to Nairobi) - Meeting with Klaus Ljørring Pedersen, Nairobi	- Debriefing & departure (16:45 to Nairobi) - Meeting with Klaus Ljørring Pedersen in Nairobi
Fri 26 Feb	- Nairobi-Oslo	- Nairobi-Geneva

Problems encountered/limitations

As is common in the immediate post-conflict period following extended conflicts, we expected little accurate baseline data. Data limitations are a constraint to a full understanding and make it difficult to arrive at rigorous assessments concerning efficiency and effectiveness. In addition, the original plan was for Vera Bohle, Senior Evaluation Expert at the GICHD, to serve

as evaluation team leader. At the last moment, a medical problem prevented her from travelling and Tim Lardner was recruited to undertake the mission. Given the short notice, the team leader was unable to take part in the planning and preparatory phases of the evaluation.

Content of the report

The evaluation report (i) documents achievements, experiences and lessons arising from the project, (ii) provides the team's conclusions concerning the evaluation questions,⁶ and (iii) provides recommendations regarding possible future project strategies and approaches.

⁶ The Evaluation Matrix in Appendix 2 details the evaluation questions and sub-questions; the nature of the question and the relevant criterion; possible performance indicators; likely sources of data; and the data collection methods.

2. CONTEXT

Conflict and political development

Sudan has been embroiled in civil wars for much of the period since its independence in 1956. The latest North/South conflict started in 1983 and resulted in at least 2 million deaths and 4 million people displaced. At the beginning of 2009, UNHCR estimated that 419,000 refugees were still living in exile and there were 1.2 million internally displaced persons (IDPs).⁷

This conflict ended formally in January 2005 with the signature of a Comprehensive Peace Agreement (CPA) between the Government of Sudan and the main rebel group, the Sudan People's Liberation Movement/ Army (SPLM/A). The peace agreement created the Government of National Unity (GNU) and the Government of South Sudan (GoSS), which represented the ten southern regions. The country then entered a six year interim period, due to end in 2011, when a referendum is scheduled on the self-determination of the south.

Despite the CPA, risks of political or violent conflicts in South Sudan remain high. The consequences of the planned 2011 referendum remain uncertain, while the CPA has suffered from a lack of implementation by both parties. The GNU is embroiled in conflicts in Darfur and East Sudan, while several thousand people died in 2009 due to tribal conflicts in South Sudan, especially in Jonglei state. The underdevelopment of the region remains a source of tension.

Nature of the contamination

As of June 2009, a Landmine Impact Survey (LIS) has been completed in 16 states.⁸ The UN Mine Action Office (UNMAO) estimates total contamination of 107 km². However, systematic casualty data collection does not exist. The LIS in Central and Western Equatoria identified 93 mine-impacted communities (77 in Central Equatoria). Approximately 1,252,372 residents were affected, and the communities were the place of origin for almost 295,000 IDP. Over 70% of the impacted communities reported blocked access to agriculture land and housing. In addition, 50 communities in Central Equatoria and 19 in Western Equatoria requested UXO spot clearance in 128 locations. The LIS results are shown in Table 2.

Table 2 - LIS results for Sudan

S.NO	State	No of Not Impacted Communities	No of Impacted Communities	High	Medium	Low	Current population living in impacted communities	IDPs/Returnees expected in impacted communities	Number of UXO Spots	Number of Suspected Hazard Area	Estimated Suspected Hazard Area Size(sq.m)	No of Recent Victims
1	Blue Nile	115	33	2	2	29	7,826	61,431	44	61	5,540,064	10
2	East Equatoria	177	43	11	22	10	83,067	53,434	97	83	20,444,185	28
3	Gadaref	84	3	0	1	2	1,642	1,811	1	4	650,000	0
4	Kassala	136	28	6	10	12	98,715	27,194	18	56	26,816,675	32
5	North Bahr El Ghazal	112	5	0	0	5	4,510	630	21	7	391,700	0
6	Red Sea	48	1	0	0	1	4,000	2,100	3	2	18,400	0
7	Sennar	23	0	0	0	0	0	0	0	0	0	0
8	Lakes	51	1	0	1	0	1,200	350	9	1	21,000	2
9	Warap	43	3	0	1	2	8,300	700	28	4	129,104	1
10	Unity	86	1	0	0	1	1,800	60	6	2	16	0
11	Western Bahr El Ghazal	52	9	0	2	7	7,820	12,420	14	10	302,200	2
12	Central Equatoria	119	77	4	28	45	1,051,055	247,562	83	214	27,122,253	20
13	Western Equatoria	41	16	0	5	11	201,317	46,677	32	30	5,534,278	0
14	South Kordofan	261	48	2	9	37	292,542	72,089	27	98	16,882,375	7
15	Jongley	77	17	0	3	14	74,409	144,948	35	21	3,622,270	2
16	Upper Nile	39	11	0	1	10	16,212	7,612	5	12	571,264	0
	Total	1,464	296	25	85	186	1,854,435	679,018	423	605	106,945,783	104

⁷ 2010 UNHCR country operations profile – Sudan, UNHCR, <http://www.unhcr.org/pages/49e483b76.html>, accessed 26 March 2010

⁸ In the states where DDG is working (Western, Central and Eastern Equatoria), the LIS was completed in 2006-08.

In Eastern Equatoria, 43 communities were identified as impacted by landmines, with the counties of Torit, Magwi and Kapoeta South most affected. Those 43 communities represented a population of 83,087 people and an estimated 53,000 IDPs. As well, the LIS highlighted the amount of unexploded ordnance (UXO) littered across Eastern Equatoria, with 93 areas in 48 communities having UXO spot clearance requirements.

International Engagement

In March 2005 – following the Joint Assessment Mission (JAM) undertaken by the World Bank and the United Nations Development Programme (UNDP) – the governments of Sudan and South Sudan, released the Framework for Sustained Peace, Development and Poverty Eradication. This presented the causes of the conflict and under-development, and strategies for reconstruction and development. Those strategies highlighted the need for: better access to water and sanitation; developing physical infrastructure; prioritizing agriculture; promoting private sector development; human rights; and the return of refugees/ IDPs.

Based on the needs identified by the JAM, two multi-sectoral Multi-Donor Trust Funds (MDTFs) were established, one national and the other for South Sudan. The purpose of South Sudan MDTF was to coordinate donor support for reconstruction and development. However, a mid-term evaluation commissioned by NORAD in 2009 showed that: “The World Bank-managed MDTF was expected to be used as a single aid instrument, allowing for strong donor coordination and alignment. But by 2007, almost half of the partners’ development assistance was taking place outside the Fund, either on bilateral programmes (26%) or through other UN pooled funds (19%)”.⁹

On 24 March 2005, the United Nations Mission in the Sudan (UNMIS) was established by the Security Council resolution 1590 (2005). Among other tasks, UNMIS was to: support implementation of the CPA; facilitate and coordinate, within its areas of deployment, the voluntary return of refugees/IDPs and the delivery of humanitarian assistance; assist the parties in the mine action sector; and contribute towards international efforts to protect and promote human rights.

Sida funding

Sweden and a number of other donors created the Joint Donor Team (JDT – comprising Sweden, Denmark, Canada, the Netherlands, Norway and the United Kingdom) to encourage donor coordination, support the MDTFs and manage programmes which cannot be implemented by the MDTF. But the evaluation of the JDT showed that “Programme management outside MDTF has remained bilateral, with JDT only having responsibility over two small funds, the Technical Assistance Fund and the Small Scale Fund”.¹⁰

More recently, Sida formulated its strategy for development cooperation in Sudan for 2008-2011, featuring: peaceful development; respect for human rights; democratic governance; and lasting reconciliation and national unity within Sudan. During this period, total Swedish assistance is expected to amount to EUR 95.8 million, excluding humanitarian support.

⁹ Mid-Term Evaluation of the Joint Donor Team in Juba, Sudan, Executive Summary, 2009, NORAD - Evaluation Department, <http://www.norad.no/en/Tools+and+publications/Publications/Publication+Page?key=125142> accessed 23 March 2010

¹⁰ Ibid.

Sida has provided support to DDG of around 16.5 million SEK in 2008 and 2009. This funding has been earmarked to the support of operational, personnel and support costs, which often are split proportionately with other donors. For example, Sida funds 75% of the Programme Manager's position, 25% of the Operations Manager's position, 33% of the (originally three – now two) Survey/EOD technical advisors and a similar proportion of regionally recruited positions.

In 2008, Sida funds supported Survey/EOD Teams, MRE Teams, an EOD TA and the Operations Manager in addition to the Administration/Finance manager and a full range of support services. The full 2009 budget proposed to, and agreed by, Sida is at Appendix 3 – 2009 SIDA budget.

Although this report considers the DDG programme as a whole, because of the way that DDG use donor funds within the programme (i.e. spread among elements although often specific teams are ostensibly funded by individual donors), the bulk of the report applies to the entire programme rather than just those components financed by the Sida contribution.¹¹

Future outlook

A number of critical events are scheduled for the next 18 months, which almost ensure that the period will be turbulent. A national election is scheduled for 11-13 April, and indications are that the result will be viewed as illegitimate by many in Sudan and internationally.¹² A referendum on self-determination in the South is slated to follow in January 2011. If the South votes for independence – as is widely expected – then the CPA provides for an interim period until July 2011, at which time the existing UNMIS mandate will expire. If the referendum is delayed by the GNU in Khartoum, then the SPLM may opt to declare independence unilaterally. These are all potential flash points that could ignite the renewal of widespread violent conflict.

In summary, South Sudan represents a complex and difficult environment. The difficulty in operating in areas plagued by continuing instability, and where governments lack the capacity or commitment to exercise leadership in reconciliation and development, are not to be underestimated. A history of uncertainty, a lack of infrastructure and a population with a low degree of education all constrain rapid and effective development. In addition, it is only beginning to become clear to what extent the mine and UXO threat is affecting the population of Sudan. Finally, the coming year promises to be turbulent and fraught with risks.

¹¹ Throughout 2009, other donors (the Netherlands and DFAIT Canada) have supported the programme with a mixture of operational, personnel and support costs.

¹² See, for but the latest of many analyses, International Crisis Group, Rigged Elections in Darfur and the Consequences of a Probable NCP Victory in Sudan, *Africa Briefing N°72*, March 2010.

3. FINDINGS

The Mine Action Programme in Sudan

International Response

Mine action was an important point of entry for the international community's efforts to promote peace in Sudan. An Emergency Mine Action Programme was launched in 2002 through an MoU between the United Nations, the GoS and the SPLA. Emergency operations started in the Nuba Mountains using international and national NGOs for demining and mine risk education (MRE) to support the Joint Monitoring Commission. In parallel, the UN supported dialogue between the North and South through a "Cross-Line Support initiative". Since then, more than 44 km² of land have been released and a further 29,000 km of road verified nationwide.

The UN currently provides technical and financial assistance through the United Nations Mine Action Office (UNMAO), which was mandated by UN Security Council Resolution 1590 and the CPA to coordinate, facilitate, accredit, and conduct quality assurance of all mine action activities in Sudan. Following the January 2008 establishment of the UN-African Union Hybrid operation in Darfur (UNAMID), UNMAO initiated operations in Darfur region.

UNMAO has established Centres in Khartoum in the north and Juba in the south. In the south, despite the size of affected areas and difficult environment, there have been significant achievements. At a press conference in January 2010, the director of UNMAS said: *"By the same deadline [June 2011], 849 dangerous areas would have been cleared in addition to the 587 dangerous areas that had been opened up since October 2009, of 1,436 recorded ones."*

UNMAO lists five national priorities:

- Opening of primary and secondary routes
- Survey, Marking and Clearance
- Victim Assistance
- Mine Risk Education
- Capacity Building

The UNMAO Mine Action Centre in Juba coordinates mine action in the south and additionally provides support to the UN peacekeeping mission in Sudan, UNMIS (which includes a number of demining units from troop-contributing countries).

In addition, a number of international demining NGOs and firms have initiated operations in Sudan – primarily in the South. The firms work on commercial contracts issued by UNMAO, financed by (i) Assessed Budgets for the UNMIS and UNAMID peacekeeping missions, plus the Voluntary Trust Fund for Assistance in Mine Action.¹³ Some INGOs also work on contracts from UNMAO, but most depend on donor support.

For a number of years, the mine action programme in Sudan has been one of the largest in the world, with international funding in the range of \$70-\$80 million per annum.

¹³ Formally, contracts are issued by the UN Office for Project Services (UNOPS).

Government of Sudan Response

Following the 2002 MoU establishing the Emergency Mine Action Programme, the GoS established a National Mine Action Office in Khartoum while the SPLM established the New Sudan Mine Action Directorate in Rumbek and Nairobi (later relocated to Juba).¹⁴ With the signing of the CPA, two national mine action centres were established – the National Mine Action Centre (NMAC) in the North, and the South Sudan Demining Authority/Commission (SSDA/C) in the South. Later on in December 2005, the Government of National Unity established the National Mine Action Authority (NMAA) through a presidential decree.¹⁵ With support from UNDP, the authorities in the North and the South have also established field offices in Kassala, Malakal, and Wau, with plans to set up new offices in Kadugli and Ed Damazin in 2009.

In the South, the SSDA/C is scheduled to take over the mine action coordination role from UNMAO in June 2011. According to its Strategic Plan for 2009-2011, the SSDC/A vision is: **a society free from threats, effects and impacts of landmines and ERW** and its six priorities are:

- Coordination and Regulation of Mine Action
- Capacity Building
- Information, Communication and Education
- Landmines Victim/Survivor Assistance
- Resource Mobilization, and
- Monitoring and Evaluation

SSDA/C has a staff complement in the range of 100 persons.

Future plans

In 2009, the Mine Action Sector¹⁶ came together to formulate a Multi-Year Plan (MYP). This covers the period to 2014, outlining two distinct phases for the mine action programme, largely due to impending political developments:¹⁷

- Phase 1: January 2009 – June 2011 (to the end of the existing UNMIS mandate)
- Phase 2: July 2011 – April 2014

The MYP states: “The transition will be undertaken in three stages: capacity development; joint activities; and full national ownership by 2011, dependent on the extension of the UNMIS mandate. UNMAO will implement an exit strategy while placing key national and international staff among national authorities’ technical advisors.” Key activities focus around on-the-job training for staff from the two authorities to support their planning, coordinating and quality assurance capacities.

The MYP is a useful document, but it is clear that it reflects the consensus among key actors, who did not use the planning process to press for decisions on controversial issues.¹⁸ Further

¹⁴ Sudan ratified the Ottawa Convention in October 2003.

¹⁵ The NMAA includes a National Mine Action Committee; a General Secretariat; the NMAC; and the SSDC/A.

¹⁶ This comprises international and national NGOs, mine action firms, UN military demining units, and ‘Joint Integrated Demining Units’ (JIDU – made-up of troops from both the North and South), as well as UNMAO, NMAA, SSDA/A

¹⁷ The current UNMIS mandate is due to expire in January 2011. In addition, the upcoming national elections and South Sudan referendum ensure a volatile period ahead.

clarity will depend on oversight by a Review Board¹⁹ and revisions to the plan. Unless there is major political upheaval, the transition of responsibility from UNMAO to SSDA/C will occur in June/July 2011. By that time, UNMAO projects that all the high and medium impacted communities will be freed from the threats of mines/ERW.

What is absent from this initial edition of the MYP are clear statements of consensus on:

- the extent of likely contamination and, hence, the need for mine action services after the planned transition in mid-2011
- the capacity requirements that will be required to meet those needs
- GoSS plans for how those capacities should be organised (e.g. public sector; NGO; commercial) and financed

Without additional clarity on such fundamental issues, it is difficult for DDG and other mine action operators to plan for the post-transition period.

Textbox 1 – Lessons on the institutional make-up of mine action programmes

IMAS 02.10: Establishment of a Mine Action Programme suggests that a programme should comprise:

- A National Mine Action Authority (NMAA) – the policy-making organ: usually, an inter-ministerial committee with members drawn from (i) ministries responsible for the mine action pillars (e.g. Defence for stockpile destruction; Education for MRE; Health and Social Welfare for VA; Foreign Affairs for treaty processes), (ii) ministries whose work programmes are affected by mine/ERW contamination (e.g. Transport; Power; Agriculture), and (iii) core economic management functions (budget and planning)
- A national Mine Action Centre (MAC) – responsible for implementing the policy including operations planning and coordination, national mine action database, quality management, etc.
- Operators delivering mine action services (demining; MRE; VA)

Since the publication in 1997 of an important UN study on building indigenous capacities for mine action, the conventional wisdom within the international mine action community is that the MAC should not have its own capacity for delivery of mine action services; rather, operators should be independent NGOs, firms or public agencies.

International experience shows, however, that many successful programmes do not adhere to conventional wisdom. Azerbaijan, Ethiopia and Yemen all have effective mine action programmes and, in each case, the MAC is also the sole or principal demining operator. These successful programmes all share a common feature: the integrated MAC/operator (ANAMA, EMAO, and YEMAC respectively) is under a strong board/NMAA. The board makes it clear that mine action is a priority and that good performance is required. The separation between the NMAA and the MAC is critical; not the separation between the MAC and the national operator.

What model will South Sudan adopt? Currently, SSDA/C functions as an integrated NMAA and

¹⁸ For example, the MYP outlines \$37.6 million in MRE projects for 2009-11, indicating the absence of a mechanism to set priorities within a realistic resource envelope.

¹⁹ This is to meet quarterly, co-chaired by the Director Mine Action (UNMAO), Director NMAC and Director SSDA.

MAC. This has not been a problem to date as UNMAO has the *de facto* MAC role. After mid-2011 however, the current SSDA/C structure could be a problem – we are unaware of an example of an effective national programme in which there is not a clear separation between the NMAA and the MAC. The potential for failure would be increased substantially if SSDA/C also tried to assume the role of the national operator.

International experience suggests one of the following models would be preferred relative to the existing SSDA/C:

- SSDA/C as the NMAA, with a new organisation as a MAC and a separate national operator
- SSDA/C as the NMAA, with a new organisation serving as both the MAC and national operator

The DDG Mine Action Programme

Strategy

DDG began operations in South Sudan during 2006 with funding via UNHCR. Its efforts were to facilitate the return of refugees, mainly in the returnee corridors of Central and Eastern Equatoria. Prior to Sida's agreement to provide support, DDG received funding from UNHCR, the Netherlands, Canada, Austria and ECHO. DDG consciously took a community-centred approach, with priorities defined in a participatory manner, in contrast to most other mine action operations which are tasked by UNMAO to focus on road verification and other priorities defined by the UNMIS mission and national authorities based in Juba.

The same year it approached Sida for funding, DDG formulated a Strategic Plan for its programme in South Sudan (Strategic Planning Document: Year 2008/11). The vision articulated was *"To be the preferred implementing partner in South Sudan for agencies involved in returnee support and reintegration, and humanitarian development agencies after the early recovery period."* The programme's overall objective was *"Creating an environment free of the threat of landmines and ERW, where people can live safely and have access to land and natural resources."* The Plan outlined six specific objectives:

Table 3 – Specific Objectives from the DDG Strategic Planning Document: 2008-11

1. An expansion of the operational area to cover 1-2 new states whilst continuing to consolidate activities within existing areas.	2. Investigate the feasibility of involvement in SALW advocacy and activities.
3. Improve HR management to retain qualified national and expatriate staff, and to identify national staff for management capacity building.	4. Strengthen policy and programme development (including DDG's HIV/AIDS policy and its Impact Monitoring System)
5. Strengthen ties to SSDC and potential national NGO partners through capacity building and advocacy	6. Cooperation with DRC Sudan

The specific objectives of the strategy remain relevant but, over time, the flow of refugees has shrunk to a situation where, today, there are few refugees and a limited number of IDPs

returning to their home locations. This focus on returnees no longer reflects the current situation in South Sudan.

Although the vision in the strategy document has not changed, DDG has recognised the changing needs of the country and has made changes to maintain relevancy at the operations level.

Nature of Operations

DDG has sought to establish a unique position within the South Sudan mine action programme by basing its operations on mobile and flexible Survey/EOD and MRE teams. It delivers the following services:

Survey and marking – Confirming ERW contamination and marking of dangerous areas (DA), with the information submitted to UNMAO for entry into the Information Management System Mine Action (IMSMA) database.

EOD disposal – Immediate Spot Clearance of UXO reported by the community or identified through community liaison (CL) and survey processes.

Community Liaison – introducing DDG and its work to the community and facilitating the exchange of information between communities and DDG.

MRE – providing knowledge and information to returnees and communities to mitigate the threat of mines and ERW and change risk creating attitudes and behaviour.

Coordination – Close cooperation and information sharing with UNMAO and the SSDA/C.

In addition, DDG originally envisaged the following services:

Mine clearance – Few minefields exist in the areas of operations and UNMAO can task other operators, with more appropriate equipment and structures for such clearance tasks.

Impact monitoring – Baseline and monitoring surveys to assess the impact on the returnees, communities and humanitarian partner agencies. Baseline surveys have been conducted for sites where work was conducted in 2009 and 2010. Some follow-up monitoring surveys have been conducted, but the system is not fully in place.

In its proposal to Sida, DDG specified project objectives in line with its overall programme objective; basically, a reduction in the threat poses by ERW via (i) better information about the threat and (ii) removal of ERW. It specified the following expected outputs:

1. General Mine Action assessments to identify community mine action needs and priorities
2. ERW threats as prioritised by the community are removed through EOD operations
3. Risk taking behaviour is changed and immediate threats are mitigated by the delivery of MRE
4. Coordination between all stakeholders is maintained and enhanced

Areas of operations

DDG has been operating in Eastern Equatoria, with Magwi designated as a high priority county, in large part because high numbers of returnees were expected.

Textbox 2 – Mine/ERW impact in Magwi county

According to the LIS, Magwi is one of the two most impacted counties in Eastern Equatoria, with two communities classified as high impact, seven medium and one low. Seven people were victims of landmines and UXO in Magwi in the 24 months prior the 2006 survey, representing 25% of the total number of victims in Eastern Equatoria. At the time of the LIS, Magwi County was expecting to receive 30,000 returnees – 60% of all returnees in the impacted communities in Eastern Equatoria. It is reasonable to conclude that the level of risk of being involved in a landmine and UXO incident would increase with the number of people returning. At the time of the LIS, only 30% of the 43 impacted communities reported receiving Mine Risk Education. (Source – LIS Sudan: Eastern Equatoria. Survey Action Centre/Mines Advisory Group, 2006)

DDG has moved its site of operations several times in accordance with the tasks assigned, in line with access to sites during the rainy season and security threats from LRA, especially around Magwi and Loa. Having a tented field camp means that staff are easily moved according to changing needs and constraints.

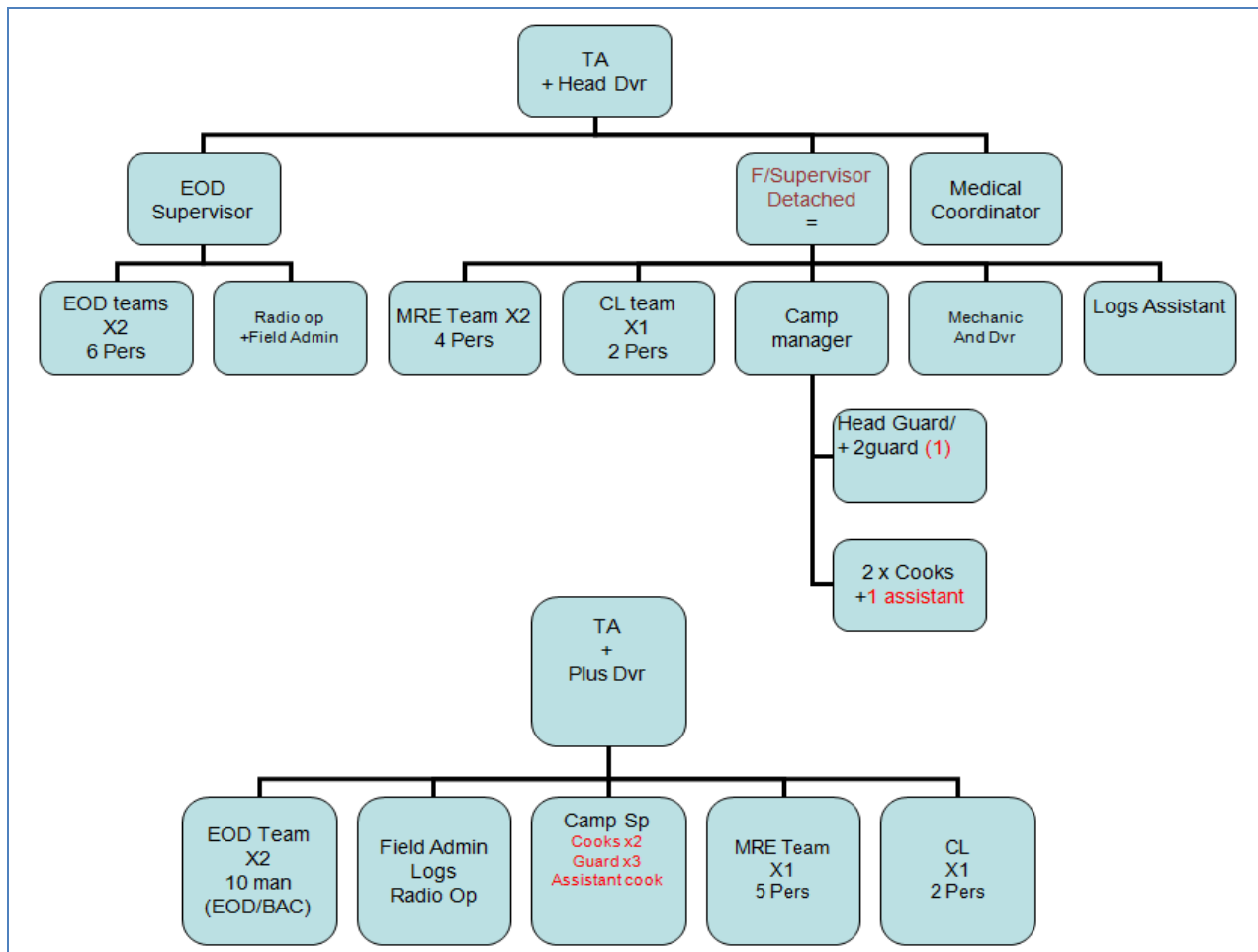
Organisation and staffing

DDG has built an organisation in South Sudan that has been trained to a high standard and is fully accredited with UNMAO. National staff are evaluated to identify potential managers, supervisors and local technical advisors, and training is provided on DDG courses in Kenya and within Sudan. This enhancement of capacities at the individual level aims to reduce the need for international advisors over time (which will reduce costs) and provide sustainability once national authorities assume responsibility in 2011.

The organisational structure of DDG as of the end of 2009 is shown at Figure 1. DDG has 76 field personnel (plus a number of temporary personnel serving as guards, cleaners, etc.) split into two groupings, based in camps at Ganzi and Mundri respectively. The organisation has built a small but flexible capacity, which appears to be operationally suitable for the environment.

EOD operations

DDG has two 6-person EOD teams for spot task and two 10-person EOD teams for BAC. UNMAO appears to be good at utilising the assets of the operators in general and it recognises DDG capacities that are focussed on EOD spot tasks and EOD/BAC/Cluster weapons clearance. Recording and reporting mechanisms are very sound. These are still overseen by expatriate staff in the field (although this is increasingly taken on by national staff) and records are well organised in Juba. UNMAO and SSDC reporting requirements (the latter somewhat limited) are fulfilled beyond minimum requirements.

Figure 1 – Organisation chart for DDG operations²⁰

At present, UNMAO assigns DDG tasks that are considered priorities based on the data in the LIS and database.²¹ DDG also responds to direct requests from the communities for clearance of spot tasks (and then reports these to UNMAO and SSDA/C). Given the nature of the threat posed by mines and UXO in Southern Sudan, any intervention targeting these threat can be seen as relevant to the needs (ensuring a safe environment) of the beneficiaries. Outside this basic prioritisation, DDG does not yet have its own monitoring and evaluation (M&E) systems fully in place for determining the relevance of interventions. Baseline surveys have been conducted for all of the 2009 and 2010 work sites, but follow-up monitoring surveys have not yet been conducted. These have now started and, once in place, this monitoring will help document the socio-economic benefits stemming from DDG's EOD operations and allow fine-tuning of its prioritisation process.

DDG has developed a niche in its capacity for cluster munitions clearance. UNMAO has embraced this to the extent that it assigns such tasks to DDG whenever possible.

Since the inception of the programme, DDG has destroyed more than 300,000 items of ERW, about 96% of which is small arms ammunition (SAA). Although this represents potential

²⁰ This chart was provided by DDG to the evaluation team during the mission.

²¹ UNMAO uses the Information Management System for Mine Action (IMSMA).

threats removed, the figures do not necessarily demonstrate how significant the threat reduction has been.

Table 4 – EOD Clearance Statistics

EOD statistics	2006	2007	2008	2009	Total
EOD Tasks Completed	15	52	212	210	489
Tasks On-Going		0	28	36	NA
m ² Cleared	74	21	0	66,346	66,441
AP Mines Cleared	0	31	33	45	109
AT Mines Cleared	0	12	9	8	29
UXO Cleared	423	2,378	2,847	4,197	9,845
SAA Cleared	3,354	32,093	195,151	60,955	291,553
Total Items Cleared	3,777	34,594	198,040	65,205	301,616

MRE operations

The National Mine Action Strategic Framework for Sudan commits the Sudan Mine Action Programme to: *“Provide Mine Risk Education (MRE) to communities at risk on priority basis.”* UNICEF is the UN focal point for MRE and heads the MRE Working Group (MREWG), which brings together practitioners to coordinate activities. The MREWG meets approximately every two months and is attended by the DDG Community Liaison Manager.

DDG has three MRE teams, all of which receive updated information from the community about UXO threats – an important feedback process – and provide mine risk information to communities. DDG reports show that, between 2007 and 2009, a total of 602 MRE training sessions were given, almost 54,000 people were provided with MRE and over 39,000 leaflets were handed out. In addition, 1,411 community volunteers were trained. It should be noted that the mechanism for recording such statistics – without recording participant names – means the results could be misinterpreted.

The evaluation team visited two MRE sessions during the field mission. Each session lasted approximately 1½ hours and was facilitated by two MRE trainers (mixed sex) and a team leader, overseen by a supervisor. Each session had around 30 community participants of mixed ages and with an approximately equal number of male and female participants. The MRE training focused on an animated presentation with posters, discussion with the participants and one role play. The training materials were satisfactory but the overall methodology could be altered to improve the potential effectiveness of the training with the use of standard methodologies. (See the recommendations at the end of the report.)

The evaluation team saw MRE posters from DDG and other mine action agencies in most of the local administrative offices, and information such as booklets in the schools. Even though the impact of this is not being measured, there seems to be a high level of awareness within the communities of the risk of mines and UXO.

The evaluation team held focus group discussions with women who attended the training in Kagwada. While visiting Magwi and Pageri, the evaluation interviewed volunteer MRE trainers, the Head and Deputy Head teachers of Magwi secondary and primary schools where DDG provided MRE training, and seven pupils (both girls and boys) who had received MRE.

The effectiveness of the MRE depends somewhat the replication of sessions within the community. To promote this, as well as sustainability, DDG recruits MRE volunteers in each community. Volunteers are provided with a photo-book, "Talk before you walk"²² – a portable version the MRE group training material.

The concept of using volunteers to continue the MRE education is sound in theory, but appears relatively unstable in practice. There are several areas that might be improved. It is essential that volunteers fully understand the MRE material themselves, as well as having the capacity to inform and educate others, but the 5 – 10 minutes extra training they receive following the community MRE session is insufficient to achieve this.

As well, there currently is no mechanism to assess the competence of the volunteers. The volunteers interviewed appeared capable and keen but, that said, after a year of volunteering they had begun to feel less motivated and, effectively, had stopped proactive MRE training. Two reasons were given: one being difficulty with transport and the other lack of incentive. DDG does not pay or reward its MRE volunteers. This is a sound principle, but the result is that the volunteers feel they are not being sufficiently supported.

The IMAS best practice guidebook on MRE monitoring²³ states that *"To date... MRE projects and programmes have not been particularly good at identifying, monitoring and reporting against indicators of impact. More often, programmes have chosen to measure success against indicators of process or efficiencysince these are much easier to identify and determine."* The indicators in the LFA for the DDG MRE programme are precisely these process/efficiency indicators. The absence of qualitative indicators makes it difficult to assess the effectiveness of MRE in achieving the desired outcome – changing risk taking behaviour.

The IMAS guidebook also states that having baseline data on knowledge and attitudes to mines and ERW is a valuable tool in ensuring that evaluations can be carried out successfully.²⁴ However, there was no evidence that baseline data on current knowledge and practice regarding mine risk within DDG's communities has been collected. This, combined with lack of indicators on MRE quality, means it is impossible to measure the effectiveness of the training. The evaluation team suggests that the DDG work with its MRE teams to identify suitable indicators and develop a method for assessing the effectiveness of their activities. One idea could be to design a short questionnaire on mine risk knowledge and practice and use this to interview a sample of MRE participants before, immediately following, and again a few months after the training. This would provide an assessment of retention of the MRE information and help identify changes in behaviour. It will also be valuable for DDG to know the approximate coverage (e.g. percentage of community members) of MRE training.

²² This booklet was originally developed by MAG and, subsequently, adopted by DDG.

²³ IMAS Mine Risk Education Best Practice Guidebook 7 (2005) – Monitoring, Section 4.5 Indicators.

²⁴ IMAS Mine Risk Education Best Practice Guidebook 1 (2005)

Support to capacity development

Three senior staff members are currently supported on distance learning courses at the diploma level. These are appropriate to their positions. Five other staff were previously supported on distance learning courses. Staff are encouraged to obtain technical qualifications and there are now eight staff members qualified to the EOD level 3 level who have been trained on courses run internally and externally by DDG. A former EOD level 3 operator has been promoted to an EOD supervisor. This has removed the requirement for one expatriate and DDG plans to develop and promote another qualified Sudanese to the supervisor level, enabling the withdrawal of an additional international by the end of 2010.

The MRE capacity of the programme was fully nationalised more than a year ago and is operating under the guidance of a well qualified member of staff.²⁵

Support **externally** has taken several forms:

- Training support: DDG and Norwegian People's Aid (NPA) established an informal partnership to implement an EOD level 3 technician course. This was administered by NPA at its camp in Yei, and DDG provided a chief instructor and some logistical support. The course successfully trained 16 national staff, from five different organisations, as EOD technicians.
- Support to national NGOs: DDG has provided direct support to, and have an MoU with, a national NGO – the Sudan Integrated Mine Action Service (SIMAS). As well as having provided direct training support, DDG has had SIMAS staff seconded to its operations on a number of occasions for on-the-job training.
- Support to national authorities. DDG has provided significant support to SSDC in the form of places on courses as well as secondments from SSDC to DDG operational activities. SSDC has welcomed this support.

Linking with other stakeholders

The evaluation team met several INGOs, focussing on those operating in the same areas as DDG. These meetings provided a basic idea of DDG's relationships with humanitarian/development NGOs, but due to time constraints and the availability of INGO representatives at short notice it was not as full an enquiry as the team would have liked. In general, the NGOs are aware of DDG's work, although some thought that DDG undertakes minefield clearance as well as UXO clearance. Many NGOs said they would like to have more information on MRE, both for the security of their own field staff and to disseminate along with other educational material in their awareness raising programmes (HIV/AIDS, nutrition, etc). The NGOs stated that closer collaboration with mine agencies, including DDG, would help achieve this.

Monitoring of the programme

There have been two formal monitoring missions undertaken by DDG headquarters, in November 2008 and September 2009. In addition, a programme visit was undertaken by the (global) DDG Chief Technical Advisor in September 2009 (this did not overlap with the monitoring mission). The technical visit was focussed on technical matters and did not identify any major issues. This coincides with the views of the evaluation team.

²⁵ The evaluation team had the impression that this individual has not been pro-active in introducing changes to enhance the efficiency and effectiveness of MRE services, but did not have time to either confirm this or determine why this was the case – more encouragement/oversight by the Programme Manager might well lead to improvement.

4. Conclusions

Relevance

Has the choice of focus areas for the project been relevant to the needs of the beneficiaries?

Regarding geographic focus, it is clear from the data available that Central and Eastern Equatoria are the most heavily impacted states in Southern Sudan.

When DDG began using Sida funds in 2008, the focus was very much on returning refugees, and DDG based its operations along key corridors and in communities with high numbers of returnees. Over time, refugee returns have diminished to a trickle and the operational focus has shifted toward IDP movements and communities with high numbers of returned refugees and IDPs.

In terms of thematic focus, DDG's decision to concentrate on EOD and MRE is valid. Although difficult to quantify, DDG's role in releasing resources and ensuring safety is appreciated by the communities. However, the low level of development in south Sudan means that communities have many needs and priorities. In some cases, there is a reverse flow of returnees from Eastern Equatoria to neighbouring countries or states due to the lack of basic services in most parts of the state. The trend is currently low, but it was recognized that these flows could increase if the situation did not improve in parts of the state.²⁶ Although EOD support will resolve some of these problems by increasing access to those resources that do exist, South Sudan still has a long way to go on the road to recovery.

The evaluation team also considers DDG's ability to carry out spot task clearance on recently resettled land to be a relevant response to the current and future needs of the beneficiaries in areas of operation.

As far as general MRE goes, about half the estimated 100,000 refugees returned to Magwi Country, and the majority of IDPs, are spontaneous returnees²⁷ who receive no support from the UNHCR or IOM and little or no information about the UXO and mine risk. From observations along the Kit to Magwi road, some households are also establishing themselves adjacent to un-cleared but identified minefields. This, together with the fact that UXO are being discovered regularly by returnees, means that the MRE programmes are playing, and will continue to play, a role in enabling people to manage the risk posed by mines and UXO. However, weaknesses in the monitoring system do not allow a clear understanding of how much benefit MRE actually provides to populations.

To what extent has the support been a coherent and comprehensive response to the needs of the beneficiaries?

By the time DDG began its operations, a number of other mine action INGOs (MAG, NPA and FSD) were already well established in South Sudan, in addition to a number of large commercial contracts issued by UNOPS and UNMAO. DDG's strategy to use a small, responsive capacity with CL, MRE and EOD teams gives it a niche and is appropriate given the nature of the threat in Eastern Equatoria.

Ensuring the response to the needs of the beneficiaries is coherent and comprehensive is partly out of DDG's hands, as UNMAO and the SSDC are responsible for the coordination of mine action agencies. Within its operational area, DDG addresses the needs of the beneficiaries in a coherent and comprehensive way by cooperating with the local authorities and being responsive to the priorities expressed by the communities. A specific example was the clearance of UXO stockpiles from the secondary school in Magwi, which allowed the Jesuit Refugee Service (JRS) to renovate and expand this property. The school now serves 400 pupils.

Does the DDG programme strengthen and/or complement other national initiatives, or hinder them?

While a number of firms and other NGOs provide mine action services in Sudan, the vast area to be covered, plus the fact that the DDG programme is modest in size and delivers responsive services, means it has a complementary niche role. In addition, DDG provides useful support to UNMAO (preferred operator for cluster munitions clearance) and the SSDA/C, including support to capacity development, which complements other initiatives.

DDG also has provided limited training and capacity development support to SIMAS which has welcomed DDG's contribution, although its original support was from FSD. As FSD no longer has independent operations in South Sudan, DDG complements FSD assistance by, for example, providing opportunities for on-the-job training.²⁸

What is the value added for DDG/Sida's involvement in supporting a safe environment for the returnees in South Sudan?

DDG's involvement in refugee return was very relevant at the beginning of the project, but in the dynamic environment in South Sudan, the need for a shift in focus has become clear. The work now supports communities in which there are significant numbers of returned ed refugees.

The role that DDG has played within these communities has provided residents with a degree of additional security, plus greater peace of mind. Members of the communities expressed their satisfaction that DDG was able to respond (albeit to a modest degree) to their needs and provides risk reduction in several forms.

Efficiency

Broadly, efficiency can be assessed in terms of the achievement of output targets, which DDG has done.²⁹

Table 5 - DDG indicators

Indicator (target)	Achieved
10 general mine action assessments are completed per month	√
Clearance of ERW on a site by site basis to a minimum of 15 sites per month being dependent on the level of contamination discovered	√
ERW contamination is reduced according to community needs and priorities	√
Danger Areas that are unable to be cleared are marked	√
All individuals in the communities visited, regardless of sex, have equal access to the benefits of mine clearance (including employment opportunities and	√

²⁸ In all the cases, changes to the nature of DDG assistance might strengthen/complement other initiatives more significantly.

²⁹ For details, see DDG, Annual Interim Report to the Swedish International Development Agency covering Mar 2008 to Feb 2009.

training)	
MRE is delivered to 20 communities per month	√
MRE is delivered to 10,000 beneficiaries dependent on actual numbers of returnees	√ (but counting methodology is weak)
All individuals in the communities visited at risk have access to culturally appropriate forms of MRE that specifically address those activities that put them at risk	Partly
Men and women have equal access to employment opportunities and benefits deriving from MRE initiatives	Partly

Have beneficiaries and key stakeholders been provided with information regarding ERW contamination as per DDG project proposal?

The length of the MRE training session, at around 1½ hrs, was considered appropriate considering participants' other commitments. However, the evaluation team felt that efficiency could be improved by holding more than one training session per day in communities that are close to the DDG field camp. To be flexible and to accommodate the time preference of the participants, MRE teams could hold a several smaller sessions at different times within the same community. Splitting the training into smaller groups, by gender and age, would give greater flexibility and would also allow training to be more tailored to the specific audience. As the names of the participants are not recorded, there currently is no way of knowing if multiple counting is taking place, so the use of "participants trained" as an indicator may not be very reliable.³⁰

The use of volunteers to pass on the mine risk message is a great opportunity that could be exploited further. The volunteers, if adequately trained and monitored, could broaden the MRE coverage (enhancing efficiency) and provide more effective community liaison. However, measuring the effectiveness of volunteers in passing on the MRE message (the multiplier effect) has not yet been carried out in a systematic way and the evaluation team had some concerns over the current level of effectiveness.

Has an immediate reduction of the threat posed by ERW been achieved as per DDG project proposal?

DDG's areas of deployment have been along returnee corridors and, as such, it is likely that these areas were areas where the highest risk would have existed (hazards on the ground, together with the presence of relatively high numbers of people). As such, the general locations of deployments would seem to be correct.

Threat reduction is certainly achieved by the removal of ERW in and around communities, and DDG teams have removed significant amounts of this. Threat reduction is also promoted through MRE, if it is effective. While community feedback is positive, the true benefits of MRE are always difficult to assess and DDG would need to enhance its monitoring system to provide a reliable basis for drawing a conclusion of the risk reduction achievements of MRE.

Has coordination between all stakeholders been maintained and enhanced as per proposal?

DDG's project document has three indicators relating to coordination mechanisms:

- DDG is represented at monthly SSDC/UNMAO coordination meetings

³⁰ There may well be a requirement for refresher training, but monitoring data should clarify how many people are participating in their first MRE session, and how many are repeating the training.

- Technical Working Groups relating to Survey, Clearance and MRE are attended by DDG technical staff
- Liaison meetings with local authorities are held in all communities where MRE and Svy/EOD are active

The achievement of these targets is out of DDG control to a degree. No coordinating meetings have been held by SSDC/UNMAO since early 2009, nor are there technical working groups for survey or clearance. DDG does seem to have established strong, but informal, coordination with the majority of mine action stakeholders. Within the context of a country with formal structures that do not work effectively, together with logistical difficulties, DDG has been effective in maintaining and promoting coordination.

Concerning coordination with humanitarian and development actors, DDG could be more proactive by identifying and proposing specific areas for mutual support and collaboration. This is especially so with agencies present in DDG areas of operation: ADRA, ARC, GTZ and DED in Magwi, for example.

Currently, the Southern Sudan Relief and Rehabilitation Commission (SSRRC) assumes the role of the registrar of the local organizations at the state level, and aspires to coordinate and facilitate the activities of community-based organisations (CBO).³¹ SSRRC organises regular monthly meetings between UN agencies, INGO and the CBOs. The SSRRC officer in Magwi stated that he was satisfied with the level of coordination between DDG and the SSRRC office.

Has the operation been implemented in the best/suitable operational set up in order to be efficient?

The implementation of the project has been well managed overall. Although logistical constraints are significant in Sudan, access to the operating areas has improved markedly over the last two years, which has reduced the logistical and administrative burden. The team believes that more effective operations could result from broader distribution of the operational teams to allow a wider spread of assets and capacity. This will require more reliance on local management capacities, but the team believes that DDG is capable of progress in this direction.

On each MRE team, there currently are two facilitators and one team leader doing the actual training, and there is one MRE supervisor who monitors, takes notes and provides feedback. The current methodology used for MRE (posters and discussions) does not require three trainers to be present.

How has the programme been monitored? Is the programme using lessons learned and adjusting/ developing where appropriate?

Both monitoring missions from DDG headquarters were thorough and well documented, and identified a number of issues (relatively minor) to be addressed. One item – the revision of the Strategic Planning Document to be completed by the end of 2009 – remains unaddressed but work on this has been rescheduled to mid-2010 based on the planned regional DDG meeting

³¹ Mapping/Capacity Assessment of Local Organizations involved in Community Driven Development/ Recovery (CDD/CDR) in Southern Sudan. (RIEP) State Annex Report Eastern Equatoria. UN-HABITAT/UNDP May 25, 2009

and the arrival of a new programme manager in February 2010. In the opinion of the evaluation team, this is a sensible decision.

One area where the programme falls short is in quality management, particularly with respect to socio-economic outcomes from MRE and EOD operations. This has proved to be a difficult challenge for mine action in general. DDG has started implementing baseline surveys of all work sites and has plans for follow-up monitoring surveys, which the evaluation team strongly endorses. The comparison of 'before and after' data will provide DDG with a much firmer basis for determining the nature and scale of services required, setting task priorities, and documenting achievements for donors, the GoSS, etc.

Have the strategies and approaches adopted been timely in line with the needs and priorities of the beneficiaries?

DDG uses participatory approaches, which is a sound strategy for ensuring its services respond to the needs actually expressed by community members. Community feedback obtained by the evaluation team was certainly positive, with some concrete examples of how DDG addressed community priorities. In addition to BAC tasks, DDG has a policy of setting aside at least one day a week for EOD spot task clearance, and this was praised by many community members during the evaluation.

Effectiveness

How have returnees and their communities benefited from the project?

Clearly returnees and their communities have benefited by the risk reduction afforded by EOD survey, marking and clearance. They also enjoy a greater sense of security because of the MRE provided, although quantifying the actual risk reduction benefit from MRE would require a more sophisticated (and costly) approach to assessing changes in knowledge and behaviour.

How have humanitarian organisations and their staff benefited from the project?

Humanitarian organisations and their staff have also benefited by the risk reduction afforded by EOD survey, marking and clearance. Representatives from humanitarian and development NGOs were aware of DDG activities in a general sense, but not in any detail. These representatives suggested they would appreciate more support (e.g. MRE training for their staff) and collaboration, and the evaluation team believes that DDG might do more in this regard, particularly as the incoming manager has extensive experience working with INGOs in South Sudan.

What has the project achieved in terms of capacity development?

The project appears to have given greater emphasis to capacity development over time. DDG has provided good training to its national staff with potential and motivation, and has promoted those who have been accredited to supervisory levels. As yet, little has been achieved in developing national staff to the point where they could be promoted to management positions.

DDG has also supported staff development in both SSDA/C and, more recently, SIMAS. Efforts to date, however, have been limited to the development of individual capacities.

Textbox 3 – Individual, organisational and programme-wide capacities

We can view capacity development in term of four levels:

- individual – skills, knowledge and experience
- organisational – an organisation’s capability with respect to critical functions (such as human resource management; financial management; operations management; etc.) and overall functioning (strategy; governance)
- ‘network’ – the performance of each organisation in a sector, a province, a programme, etc. is in large part a function of the actions of the others in the network (sector; province; programme), so the capacity of the organisations to function in a coherent fashion to achieve common goals is important
- society

DDG has focused to date on support of individual capacities among its own staff and personnel from SSDA/C and SIMAS. In the future, they might also explore support for capacity development at higher levels, such as:

- organisational – support to a critical functional capability in:
 - SSDA/C (e.g. quality management; information management)
 - SIMAS (e.g. EOD ‘fire brigade’ response teams; financial management; overall NGO management)
 - incubate a new national NGO from DDG’s existing programme
- programme-wide – working with SSDA/C, formulate an implement a strategy for a programme-wide approach to (for example):
 - EOD response teams (‘fire brigades’)
 - monitoring and evaluation – building on DDG’s impact monitoring system

Have the strategies and approaches adopted been effective and adequate in line with the needs and priorities of the beneficiaries?

Are the chosen methods and DDG strategy for South Sudan appropriate in the national context as well as for the objectives set in the programme?

Has the operation been implemented in the best operational manner in order to meet the needs of the beneficiaries/stakeholders?

The initial response – to establish a programme to support returning refugees – was in-line with the needs within South Sudan at the time, and implementation appears to have been effective in providing returnees a safer environment to which to return. More recently, this aspect of the strategy has become outdated, but the operational approach has been adapted by the programme managers and, in the view of the evaluation team, remains broadly in line with needs on-the-ground.

The DDG strategy of community-centred operations that allow participation by community members is appropriate in the South Sudan context, and is inherently adaptable as needs evolve. The strategy of using relatively small CL, MRE, and Survey/EOD teams also means DDG has the flexibility to adjust to evolving priorities.

The opinion of the community members and NGOs interviewed was that there needs to be a demining agency “on call” to deal with matters as they arise, and this may require DDG to return periodically to previous areas of operation. The same situation arises with MRE –

people need refresher training or new returnees need the initial training, and there remains a role for DDG in this. Keeping the MRE and EOD teams together in one camp is cost effective, but there may be a case for splitting the camp and the teams to allow the MRE and EOD teams greater flexibility. Requests for spot task clearance are becoming common and DDG is valued for its ability to respond in a timely manner. Beneficiary communities seem to have particularly high expectations regarding support from mine action organisations, which suggests they have been satisfied with the services provided to date.

Has the programme been successful in mainstreaming cross cutting issues, such as gender? If not, why?

Gender mainstreaming does not appear to have been successfully promoted by DDG in South Sudan, and the evaluation team could see no fundamental reason why this is so. The only element of the DDG programme where there appears to be a gender balance is in the MRE teams, where there is an equitable ratio of male and female members of staff. In the EOD/BAC teams, women are not represented.

DDG set itself a target in its strategic plan to add one further EOD team and suggested that “The additional team will potentially consist of a majority of women and established in mid to late 2008.” This has not occurred.

In terms of HIV/AIDS issues, the team was unable to find an internal policy (in Sudan) and staff did not seem to have any awareness of the issue. This is a concern given the amount of time the DDG teams spend in the field. The evaluation team was told that a policy on HIV/AIDS existed within headquarters.

Sustainability, exit and transition planning

Is the support provided institutionally and financially sustainable?

Given the dynamic evolution of mine action in South Sudan, the DDG organisational structure and approach makes sense. However, DDG faces real issues relating to planning over the next 18 months, which are likely to be turbulent. National elections, the referendum on Southern independence and the handover from UNMAO to SSSC are all scheduled to take place. These milestones will create threats as well as opportunities, and the evaluation team was unconvinced that all contingencies have been considered. The strategy review process (which is intended to address the recognised gaps in the current strategic plan) and the planning conference scheduled for mid-March will be a good opportunity to address these issues.

While the capacity building element of the programme appears to have gone well, the focus has all been at middle management level and below. Support to SSSA/C has also focused on mid-level personnel. This work is commendable – and reflects the fact that personnel must develop their technical and supervisory skills before they would be suitable candidates for management positions – but it leaves the DDG programme exposed in terms of sustainability. Various options exist: integration into another NGO; integration into a governmental agency; formation of a national NGO, etc. – but there appears to have been only limited consideration of these options to date. Now is the time when these issues need to be addressed, before the political and, possibly, operational maelstrom of the next 18 months. As well, the low levels of education that prevails in South Sudan means that it will take time to assist even highly motivated individuals to assume management responsibilities, so it is best to start the process as soon as is feasible.

From a financial perspective, the level of expatriate staffing in the programme places a significant burden on the donors. Without this overhead, there are more options that could be considered.

A closely related issue is whether to initiate support for broader organisational development in SSDA/C and, perhaps, a local NGO such as SIMAS. Undoubtedly, the absence of a national mine action strategy that clearly outlines a plan for after mid-2011 makes it risky for DDG (and the other mine action INGOs) to make their 'strategic bets' for transition: should they focus on SSDC and government operators, or does the GoSS envisage a continuing role for local NGOs or firms?

Is DDG prepared for future risks from political or armed conflict?

The risks extant in South Sudan at the moment are potentially significant. At a political level, the changes ongoing – elections and the referendum in particular – raise the not insignificant possibility of unrest over the next couple of years. In addition, at a lower level, tribal fighting, particularly in Jonglei, could spill over into other regions.

From an operational perspective, DDG has detailed plans to take into account the possibilities of political and armed conflict. The organisation takes an essentially low-key, "soft" approach to risk management, but has good links with the local communities in which it operates. There has been one incident where DDG was required to relocate quickly due to the impending arrival of an LRA element; this appears to have been undertaken effectively and without loss. DDG is part of the "Comprehensive Juba plan," which is co-ordinated by the NGO community and supports the evacuation of international staff should the need arise.

Does DDG have realistic plans in place for exit and transition?

On several issues such as exit/transition, DDG seems to be deferring decisions while awaiting the results of the political processes over the next 18 months. Current plans suggest waiting until the UNMAO-to-SSDA/C transition has taken place. The evaluation team does not believe this is an appropriate posture. We recommend a planning process should begin now to formulate options based on several conceivable scenarios over the next 18 months (i.e. contingency planning). We understand this issue was on the agenda for the DDG regional meetings, scheduled for 22-26 March in Nairobi.

Coverage

Which beneficiaries and groups have been included/ excluded from the project?

There is no apparent exclusion on basis of ethnicity. In Magwi, DDG operates in both the Acholi and Madi corridors. In Kit, where at least two ethnic groups reside, DDG operates in both areas. DDG also recruits MRE volunteers from both communities.

As well, there does not appear to be any exclusion in terms of gender: the evaluation team met both male and female MRE volunteers. MRE teams are representative of both sexes, and the ratio of participants appears to be approximately even. However, there may be issues related to timing for MRE training. Sessions are held for mixed groups. The timing for these training sessions may not be appropriate to women and this should be assessed.

The only group that reported exclusion was the disabled. In a meeting at Kagwada, a blind participant complained that DDG did not include him and other disabled members of the community.³²

Coordination

Is DDG able to coordinate effectively in light of donor, liaison partner, and CSO actions?

DDG is well regarded in the mine action community in South Sudan. In terms of key stakeholders, its relationships with both SSDA/C and UNMAO are strong.

The team felt that DDG's relationships with donors, national authorities and the UN appeared well established and constructive. However, the team felt that DDG have been tightly focussed on delivering mine action services, and could improve its relationship and communications with CBO and non-mine action NGOs.

³² The evaluation team did not observe MRE sessions targeted for children during the mission, nor see training materials appropriate for children. DDG has since confirmed that it does have MRE materials for children, and does deliver sessions aimed at children.

5. Recommendations

Recommendations for DDG

DDG should:

1. Revise its strategic plan to incorporate:
 - a focus on community security and development needs rather than the safe return of refugees
 - contingency plans or strategic options regarding transition/exit, each based on a potential scenario and depending on the outcomes of, at least:
 - the national election
 - the referendum on self-determination for South Sudan
 - the ending or prolongation of the UNMAO mandate in the South
 - a more ambitious plan to support the development of national capacities, going beyond individual capacities to include functional capabilities of partner organisations (e.g. quality management; financial management) or the national programme (e.g. national monitoring and evaluation systems) – see *Textbox 3 – Individual, organisational and programme-wide capacities*
 - options for enhancing its cost-effectiveness, which could entail
 - reducing the number of expatriate staff, or
 - achieving scale economies by broadening the geographic area of operations or scope economies by adding new services, such as SALW management for community security
2. Fully implement its plans for monitoring and reporting on the developmental outcomes stemming, in whole or in part, from its services (i.e. baseline and post-completion monitoring surveys).
3. Strengthen its coordination with development agencies.
4. Address cross-cutting issues more thoroughly; in particular, gender & diversity, plus HIV/AIDS.
6. Strengthen its MRE services by:
 - dividing participants into smaller groups based on age and gender, and building more role play into the training, particularly for groups with lower literacy
 - developing the MRE volunteer resource more effectively by thorough vetting of potential volunteers, a comprehensive training process, and regular monitoring and evaluation of volunteer activities
 - expanding the number of MRE sessions held in a day and the number of communities covered over a period of time

Recommendations for Sida

Sida should:

3. Maintain funding to DDG, assuming its project proposal adequately addresses the recommendations listed above, including the incorporation of a transition and exit strategy, at least with respect to the delivery of the existing range of MRE and EOD services.
4. Work with other mine action donors to encourage UNMAO and SSDC to update the Multi-Year Plan for the Mine Action Programme, which should incorporate clear statements on:
 - the projected extent and impact of the contamination that will remain as of mid-2011 (i.e. the needs assessment)
 - the capacities that will be required to address the threat remaining after mid-2011, and
 - the GoSS vision and strategy for how those capacities will be financed and delivered, including the capacities required for:
 - making policy and strategy
 - operational planning and coordination
 - delivery of mine action services

Textbox 1 – Lessons on the institutional make-up of mine action programmes has some additional information on why clarity on the GoSS vision and strategy for the organisational make-up of the national mine action programme is important to clarify in advance of the transfer of responsibility from UNMAO to SSDA/C.

Appendix 1 – Terms of Reference

1. Background

In 2008, UNHCR estimated that approx 260.000 refugees were still living in exile and the number of registered IDPs were just below 487.000 (IOM, 2008). The exact number of spontaneous returns and resettlements is not known, but it is likely to add to the total number of displaced people South Sudan³³. On 1 March 2008 Danish Demining Group (DDG) entered into a two-year agreement with the Swedish International Development Agency (Sida) to implement the project “Survey, Explosive Ordinance Disposal (EOD) and Mine Risk Education in Southern Sudan”.

Other donors during 2009 have been the Government of Netherlands (NG) and the UNDP/DFAIT Canada (GPSF) which have supported the programme, each with a mixture of operational, personnel and support costs. The periods and operational resources funded by each donor have been:

Donor/capacity	teams	Remarks
Sida	EOD team 1,2, 3 MRE team 1 CL teams 1,2	Project duration: 1 Mar 2008- 28 Feb 2010
Netherlands	EOD team 4 MRE teams 2,3	Project duration: 1 Jan 2008- 31 Dec 2011
UNDP/GPSF	EOD teams 1,2,3 MRE teams 2,3	Project duration: 15 May-14 Jul 2009 This short project duration allowed DDG to save expenses temporary on the other 2 budgets. <i>* In addition to this DDG entered into a direct partnership with GPSF the latter 3 months of 2009</i>

The focus of the project is to support the repatriation process for refugees and IDPs in South Sudan. The intervention should provide a safe environment for the returnees and communities and facilitate the work of humanitarian organisations through EOD clearance and mitigating the threat posed by ERW (Explosive Remnants of War). Landmines and ERW pose a threat and level of uncertainty to returnees, existing local communities and the humanitarian organisations that are endeavouring to assist them in a return to a normal and safe existence. All three donors in 2009 have been part of supporting this overall project focus.

The project objectives are:

Overall objective: To provide a safe environment for the returnees and the communities, and facilitate the work of humanitarian organisations.

Specific objective: Provide beneficiaries and key stakeholders with improved information regarding ERW contamination and an immediate reduction of the threat posed by ERW to provide a safe environment for communities.

³³ Annex A refers for further general context information

The Sida financed project period is ending in 2010 and Sida and DDG have discussed the possibility of a continuation of the project. It is in the interest of both parties to carry out the evaluation in order to acquire recommendations to inform this decision. Furthermore, both parties wish to evaluate the outcome and relevance of the project.

To allow sufficient time for analysis of the evaluation findings Sida will consider providing a four month extension of the project, until 30 June 2010.

2. Purpose of the evaluation

The purpose of the evaluation is two-fold: 1) inform Sida's and DDG's decisions regarding a continuation of the project; 2) contribute to improving the programme through documenting lessons learned and providing recommendations

The primary intended users of the evaluation will be Sida's programme officers and strategic managers at Sida's Sudan Team, Sida's Human Security Policy Department and DDG's Programme Coordinator, the Programme Manager and the Danish Refugee Council Policy Unit.

3. Evaluation objective

The objective of the evaluation is to ascertain results (output and outcome) and assess the efficiency, effectiveness and relevance of the project "Survey, Explosive Ordinance Disposal and Mine Risk Education, in Southern Sudan" with a specific focus on the Sida contribution.

Specifically, the objective of the evaluation is to (i) summarise achievements, experiences and lessons on what might have affected the implementation of the project; and (ii) provide recommendations regarding possible future project strategies and approaches.

4. Key issues/questions to address in the evaluation

Relevance

The **relevance** of the project objectives and the logic behind them given the situation and needs of the beneficiaries.

- Has the choice of focus areas for the project been relevant to the needs of the beneficiaries?
- To what extent has the support been a coherent and comprehensive response to the needs of the beneficiaries?
- Does the DDG programme strengthen and/or complement other national initiatives, or hinder them?
- What is the value added for DDG / Sida's involvement in supporting a safe environment for the returnees in South Sudan?³⁴

Efficiency

The **efficiency** with which the project is translated into activities including financial and human resources, management, and monitoring and evaluation.

³⁴ For this exercise it is recommended to use the LFA produced in conjunction of the proposal from 2008. Outputs, outcomes and indicators can be used as benchmarks. DDG's own Impact Monitoring system can naturally be used in connection with this – but no impact assessment have yet been implemented. Must be discussed with Sida and the consultant what is most appropriate.

- Have the strategies and approaches adopted been effective, timely and adequate in line with the needs and priorities of the beneficiaries?
- Has the operation been implemented in the best / suitable operational set up in order to be efficient?
- How has the programme been monitored? Is the programme using lessons learned and adjusting / developing where appropriate?

Effectiveness

The **effectiveness** of the project in achieving the objectives set out, including choice of strategies and approaches.

- To what extent has the project achieved the objectives set out?
- Are the chosen methods and DDG strategy for South Sudan appropriate in the national context as well as for the objectives set in the programme?
- Has the operation been implemented in the best operational manner in order to meet the needs of the beneficiaries / stakeholders?
- Has the programme been successful in mainstreaming cross cutting issues, such as gender? If not, why?

Other issues to be examined include:

The **sustainability** of the support provided to the project. Is the support provided institutionally and financially sustainable?

Coverage – which beneficiaries and groups have been included/excluded from the project?

Coordination – the project cannot be evaluated in isolation from what others are doing, including donors, liaison partners and CSOs.

5. Evaluation methodology

- a. Phase one: inception phase, desk review, discussions and interviews with Sida HQ and DDG HQ. Develop inception report.
- b. Phase two: Field visit to project sites in Southern Sudan
- c. Phase three: Evaluation report writing, dissemination and presentation of results

6. Expected outputs:

- a. An evaluation inception report prepared and approved by Sida before commencing phase two. The inception report should state clearly who the intended users of the evaluation are, and how these will be involved in the evaluation process. It should also include a detailed description of the methodology and research strategy and analytical approach specifying how the analysis will be performed. A list of questions, description of sources of evidence, and data collection process and methods to be used should also be described in the inception report. A detailed work plan should be included in the inception report with key activities and plans for field work. For further guidance see Annex A.
- b. A debriefing workshop of preliminary findings and conclusions provided to DDG and Sida in Sudan at the end of field visit.

- c. A written evaluation report of no more than 30 pages (excluding annexes) in line with to Sida's reporting format³⁵ submitted by 1 April 2010. The evaluation report should adhere to the DAC Evaluation Quality Standards.
- d. The recommendations in the report will aim to guide DDG in assessing future objectives, help in improving the design and implementation of the programme. The recommendations to Sida should cover the whole spectrum of aid management, including resource allocation, financing, planning, implementation, and monitoring and evaluation.
- e. Presentation of findings and recommendations to Sida and DDG in April/May

7. Responsibility and management of the evaluation-

- a. DDG Programme Coordinator, DDG HQ along with Programme Coordinator Sida, Stockholm
- b. The evaluation will be carried out by an independent and impartial consultant.
- c. The final approval of reports and any significant changes to the evaluation will be done by Sida

8. Team and qualifications

The consultant must not have been involved in the DDG Southern Sudan programme in any way. If there may be issues with regard to impartiality and conflict of interest, the consultant should clearly state so in the proposal submitted.

The consultant should have the following qualifications:

- i. Broad and strong technical MA knowledge
- ii. Analytical skills
- iii. Strong experience in measure / value MA against socio-economic and broader context issues
- iv. Cultural and political sensitive
- v. Experience in reviews and evaluations, including interview skills
- vi. Excellent in English
- vii. Strong writing, communication and facilitation skills

The consultants should prepare a proposal (incl. CV) indicating what approach and methodology they intend to use for the assignment, together with a work plan of activities, as well as budget, including proposed daily fee rate and reimbursable expenses (e.g. travel etc.).

9. Timing

Starting mid-January 2010. Desk review can be conducted earlier if required. Field work suggested implemented in weeks 5 and 6, 2010.

10. Budget

Pending consultant fee and anticipated cost.

³⁵ See for guidance Sida's Evaluation Manual (http://www.sida.se/PageFiles/3736/SIDA3753en_Looking_back.pdf).

Appendix 2 – Evaluation Matrix: DDG South Sudan

Question/Issue (question type)	Possible indicators (otherwise comments)	Sources of data (preliminary)	Data collection methods
The <i>relevance</i> of the project objectives and the logic behind them given the situation and needs of the beneficiaries			
Has the choice of focus areas for the project been relevant to the needs of the beneficiaries? (Descriptive)	<ul style="list-style-type: none"> Area priorities identified by UNHCR Community impact scores Requests from govt., NGOs etc. 	<ul style="list-style-type: none"> UNHCR reports LIS Govt., NGOs etc. Beneficiary views 	<ul style="list-style-type: none"> Document review Semi-structured interviews with representatives in South Sudan
To what extent has the support been a coherent and comprehensive response to the needs of the beneficiaries? (Descriptive)	<p>Comment: Three levels of ‘needs’ to assess: (i) needs vis-à-vis explosive hazards; (ii) needs vis-à-vis productive use of unblocked assets; (iii) sustainable livelihoods needs more generally</p>	<ul style="list-style-type: none"> DDG needs assessment reports Needs assessments from UNHCR, other UN agencies and NGOs in South Sudan LIS Beneficiary views 	<ul style="list-style-type: none"> Document review Semi-structured interviews with representatives in South Sudan Participatory community visits
Does the DDG programme strengthen and/or complement other national initiatives, or hinder them? (Descriptive)	<ul style="list-style-type: none"> Overlaps (by area + service provided) Numbers of humanitarian/development agencies working in DDG areas 	<ul style="list-style-type: none"> Mine action actors (SSDC, UNMAO, NPA, MAG, national NGOs) Other actors (GoSS, UNHCR, Joint Donor Team, UNDP) 	<ul style="list-style-type: none"> Document review Semi-structured interviews with mine action actors Semi-structured interviews with other actors
What is the value added for DDG/Sida’s involvement in supporting a safe environment for the returnees in South Sudan? (Descriptive)	<ul style="list-style-type: none"> Areas covered/services provided by other mine action actors Areas covered/services provided by humanitarian + development actors 		
The <i>efficiency</i> with which the project is translated into activities including financial and human resources, management, and monitoring and evaluation			
Have beneficiaries and key stakeholders been provided with information regarding ERW contamination as per DDG project proposal? (Normative)	<ul style="list-style-type: none"> general mine action assessments completed (10/month) MRE delivered (20 communities/month) No. of beneficiaries of MRE 	<ul style="list-style-type: none"> DDG progress reports and monitoring mission reports DDG staff Beneficiary communities SSDC/UNMAO 	<ul style="list-style-type: none"> Document review Interviews (see column sources of data for details)

Question/Issue (question type)	Possible indicators (otherwise comments)	Sources of data (preliminary)	Data collection methods
	<p>(10,000 dependent on numbers of returnees)</p> <ul style="list-style-type: none"> • Delivery or culturally appropriate + targeted MRE. • Equal access to employment opportunities deriving from MRE initiatives 		
Has an immediate reduction of the threat posed by ERW been achieved as per DDG project proposal? (Normative)	<ul style="list-style-type: none"> • Clearance of ERW on a site by site basis to a minimum of 15 sites per month have been conducted (number depending on the level of contamination discovered) • ERW contamination is reduced according to the community needs and priorities • Danger areas that are unable to be cleared are marked • All individuals in the communities have been visited, regardless of sex, and have equal access to the benefits of mine clearance (including employment opportunities and training) 	<ul style="list-style-type: none"> • DDG progress reports and monitoring mission reports • DDG staff • Beneficiary communities • SSDC/UNMAO 	<ul style="list-style-type: none"> • Document review • Interviews (see column sources of data for details)
Has coordination between all stakeholders been maintained and enhanced as per proposal? (Normative)	<ul style="list-style-type: none"> • DDG is represented at monthly SSDC/UNMAO coordination meetings • Technical Working Groups relating to Survey, Clearance and MRE are attended by DDG technical staff • Liaison meetings with local authorities are held in all communities where MRE and 	<ul style="list-style-type: none"> • DDG progress reports and monitoring mission reports • DDG staff • Beneficiary communities • SSDC/UNMAO 	<ul style="list-style-type: none"> • Document review • Interviews (see column sources of data for details)

Question/Issue (question type)	Possible indicators (otherwise comments)	Sources of data (preliminary)	Data collection methods
	Survey/MRE are active		
Has the operation been implemented in the best/suitable operational set up in order to be efficient? (Descriptive)	<ul style="list-style-type: none"> Operational structures of other operators Unit costs (e.g. per deminer; per community) of other operators 	<ul style="list-style-type: none"> DDG, other MA NGOs, SSDC/UNMAO 	<ul style="list-style-type: none"> Document review Review of findings from previous evaluations of other MA operators in South Sudan
How has the programme been monitored? Is the programme using lessons learned and adjusting/ developing where appropriate? (Descriptive)	<ul style="list-style-type: none"> Frequency of monitoring visits Frequency & quality of analytic reports based on impact data Specific examples of adjustments introduced 	<ul style="list-style-type: none"> DDG monitoring & impact monitoring reports DDG Sudan management team 	<ul style="list-style-type: none"> Document review Interviews (see column sources of data for details)
Have the strategies and approaches adopted been timely in line with the needs and priorities of the beneficiaries? (Descriptive)	<ul style="list-style-type: none"> Needs assessment Frequency of monitoring visits 	<ul style="list-style-type: none"> DDG strategies, needs assessment & monitoring reports Beneficiary communities 	<ul style="list-style-type: none"> Document review Interviews (see column sources of data for details)
The effectiveness of the project in achieving the objectives set out,³⁶ including choice of strategies and approaches.			
How have returnees and their communities benefited from the project? (Descriptive)	<ul style="list-style-type: none"> Community EOD surveys conducted Devices located + destroyed Areas marked Beneficiaries of MRE sessions Reports of devices by beneficiaries to DDG or authorities Community populations (former refugees; former IDP; total) Lower ERW accident rate Women, men, girls, boys know and avoid dangerous areas 	<ul style="list-style-type: none"> DDG progress reports and monitoring mission reports SSDC/UNMAO statistics Beneficiary communities UNHCR 	<ul style="list-style-type: none"> Document review Participatory community visits Interviews (see column sources of data for details) Observation

³⁶ The overall objective set-out in the Evaluation ToR differs from that in the original DDG proposal. We have used the version set-out in the ToR.

Question/Issue (question type)	Possible indicators (otherwise comments)	Sources of data (preliminary)	Data collection methods
How have humanitarian organisations and their staff benefited from the project? (Descriptive)	<ul style="list-style-type: none"> Survey/risk education tasks conducted at request of humanitarian organisations 	<ul style="list-style-type: none"> DDG progress reports and monitoring mission reports SSDC/UNMAO statistics Humanitarian organisations operating in the project area 	<ul style="list-style-type: none"> Document review Interviews (see column sources of data for details) Observation
What has the project achieved in terms of capacity development? (Descriptive)	<ul style="list-style-type: none"> DDG staff trained SIMAS staff trained Level of training SSDC staff trained 	<ul style="list-style-type: none"> DDG SIMAS SSDC UNMAO 	<ul style="list-style-type: none"> Document review Interviews (see column sources of data for details) Observation
Have the strategies and approaches adopted been effective and adequate in line with the needs and priorities of the beneficiaries? (Descriptive)	<ul style="list-style-type: none"> Needs assessment Frequency of monitoring visits 	<ul style="list-style-type: none"> DDG strategies, needs assessment & monitoring reports Beneficiary communities 	<ul style="list-style-type: none"> Document review Interviews (see column sources of data for details) Observation
Are the chosen methods and DDG strategy for South Sudan appropriate in the national context as well as for the objectives set in the programme? (Descriptive)	<ul style="list-style-type: none"> Other MA NGOs use similar approaches and consider them successful Project objectives have been achieved SSDC/UNMAO consider the approaches successful Beneficiary satisfaction 	<ul style="list-style-type: none"> DDG strategy SSDC/UNMAO Other MA NGOs Beneficiaries 	<ul style="list-style-type: none"> Document review Interviews (see column sources of data for details) Observation
Has the operation been implemented in the best operational manner in order to meet the needs of the beneficiaries/ stakeholders? (Descriptive)	<ul style="list-style-type: none"> Other MA NGOs use similar approaches and consider them successful Project objectives have been achieved SSDC/UNMAO consider the approaches successful Beneficiary satisfaction 	<ul style="list-style-type: none"> DDG SSDC/UNMAO Other MA NGOs Beneficiaries 	<ul style="list-style-type: none"> Document review Interviews (see column sources of data for details) Observation

Question/Issue (question type)	Possible indicators (otherwise comments)	Sources of data (preliminary)	Data collection methods
Has the programme been successful in mainstreaming cross cutting issues, such as gender? If not, why? (Descriptive)	<ul style="list-style-type: none"> Male/female ratio in staffing Male/female ratio in supervisory positions Male/female ratio of trainees 	<ul style="list-style-type: none"> DDG Other MA NGOs Other humanitarian NGOs SSDC/UNMAO 	<ul style="list-style-type: none"> Document review Interviews (see column sources of data for details) Observations
Coverage – which beneficiaries and groups have been included/excluded from the project?			
Which beneficiaries and groups have been included/ excluded from the project? (Descriptive)	<ul style="list-style-type: none"> Ratio of impacted communities supported by DDG Ratio of ethnic/livelihood groups assisted by DDG Ratio of women surveyed/included in community meetings 	<ul style="list-style-type: none"> DDG LIS Communities 	<ul style="list-style-type: none"> Document review Interviews (see column sources of data for details) Community visits
Coordination (including donors, liaison partners and CSOs)			
Is DDG able to coordinate effectively in light of donor, liaison partner, and CSO actions? (Descriptive)	<ul style="list-style-type: none"> DDG contingency plans Meetings conducted Agreements achieved on critical issues 	<ul style="list-style-type: none"> DDG SIDA MA NGOs in South Sudan Development NGOs in South Sudan 	<ul style="list-style-type: none"> Document review Interviews (see column sources of data for details)
Other issues: (i) sustainability and (ii) exit and transition planning			
Is the support provided institutionally and financially sustainable? (Descriptive)	<ul style="list-style-type: none"> SSDC/UNMAO plans Donor plans 	<ul style="list-style-type: none"> DDG Other MA NGOs SSDC/UNMAO Sida Other donors to DDG South Sudan 	<ul style="list-style-type: none"> Document review Interviews (see column sources of data for details)

Question/Issue (question type)	Possible indicators (otherwise comments)	Sources of data (preliminary)	Data collection methods
Is DDG prepared for future risks from political or armed conflict? (Descriptive)	<ul style="list-style-type: none"> • DDG has access to up-to-date security information for South Sudan • Contingency plans exist, including different possible scenarios • Suitable evacuation plans exist for international staff 	<ul style="list-style-type: none"> • DDG • UN security • Policy Research Institutes analysing Sudan and South Sudan • Other NGOs 	<ul style="list-style-type: none"> • Document review • Interviews (see column sources of data for details)
Does DDG have realistic plans in place for exit and transition?	<ul style="list-style-type: none"> • Status of exit/transition planning • Evidence of discussions with SSDC, SIMAS & other potential partners 	<ul style="list-style-type: none"> • DDG • SSDC & SIMAS • International Mine Action NGOs 	<ul style="list-style-type: none"> • Document review • Interviews (see column sources of data for details)

Appendix 3 – Interviewees

Name	Organization	Title
Chris Bath	DDG	Country Programme Manager, DDG
Philip Sullivan	DDG	Operations Manager, DDG
Geoff Wordley	UNHCR	Assistant Representative (Operations)
Max Wenbo	DDG	Course Manager EOD course DDG/NPA
Magnus Carlquist	SIDA	
Jurkuc Barach Jurkuc	SSDC	Director
Mark Connelly	UNMAO	QA Officer
Justin Green	DDG	Technical Advisor
“Baz” Jolly	DDG	Technical Advisor
Caesar	DDG	
Wani	DDG	
John Sørbo	NPA	Technical Advisor to SSDC
Max Wenbo	DDG	Chief Instructor EOD 3 course
Charles Wani	DDG	MRE team
Klaus Ljørring Pedersen	DDG	Desk Officer Horn of Africa & Armed Violence Reduction
Beate Mueller-Grunewald	DED	Regional Coordinator
Manfred van Eckert	GTZ	Country Director
Atsu Andre Agbogan	JRS	Country Director
Jack Bilal	ADRA	Magwi Programme Manager
Awadia Ogillo	ADRA	Associate Country Director
?	ADRA	Agriculture Coordinator
Okumu Joseph	ADRA	Pageri
Gertrude Kiai	Ganji Vocational skills training centre	
Akileo Ribe Manase	Kulipapa Boma	Sub-chief
Johnson Okello	Magwi – Payam	Administrator
Jessica Achiro	Kit Boma	MRE volunteer – Kit
Oyet Moses	Magwi Payam	MRE volunteer –Magwi
	Magwi Secondary School	Deputy Head Teacher
	Magwi Primary School	Head Teacher
	Magwi Secondary school	
	Magwi Primary School	
Pupils: 2 female, 1 male		
Pupils: 2 female, 2 male		
Beranadino Yambayamba	Pageri Payam	Chief, Loa
Sabasaba Justin Odego	Payam Administrator	Pageri Payam

Appendix 3 – 2009 SIDA budget

Personnel	Budget 2009
Expatriate	
International Staff salary	2,041,716.21
Insurance international staff	96,645.41
International travel	155,815.58
R&R	322,156.45
Uniforms international staff	21,738.51
Training international staff	16,269.49
Water etc international staff	48,684.63
Total Expatriate	2,703,026.27
National Staff	
Local Staff salary	1,507,214.21
Insurance local staff	237,221.03
Food allowance local staff	335,034.45
Travel local staff	22,610.80
Training local staff	90,352.40
Total National Staff	2,192,432.88
Total Personnel	4,895,459.16
Operations	
Vehicle and Generator	
Rent vehicle and generator	0.00
Insurance vehicle and generator	186,382.94
Fuel	1,185,040.42
Maintenance	1,307,678.63
Total Vehicle and Generator	2,679,101.99
Operations	
Communications	270,355.51
Survey/EOD material	14,859.23
Explosives	148,592.34
EOD material	29,718.47
Marking material	7,429.62
Safety material	9,906.16
First aid and medical material	17,335.77
Uniforms	85,646.97
Camp materials and others	33,680.93
MRE materials	12,382.70
IT	19,812.31
Stationary	40,119.93
Freight	37,148.09
Other materials	74,296.17
Compound	361,574.69
Utilities	36,322.57
Security	49,530.78
Bank charges 1%	46,443.69
Miscellaneous	24,765.39
Total Operations other	1,319,921.32
Total Operations	3,999,023.32
Equipment	
Vehicles	74,296.17
Communications equipment	10,624.35

Computer equipment	42,101.16
EOD equipment	20,208.56
Office equipment	23,114.36
Protective equipment	0.00
Medical equipment	0.00
MRE equipment	0.00
Camp equipment	66,041.04
Total Equipment	236,385.65
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Other	
Monitoring and Evaluation	82,551.30
Regional representation	12,382.70
Workshop, seminars, international	49,530.78
PR, marketing and visibility	10,318.91
Auditing and legal advice	8,255.13
Capacity building of local partner	41,275.65
Total Other	204,314.47
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Administration	
Liability Insurance @ 1%	93,351.83
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Home administration	
HQ Salary and Joint expenses 5%	464,355.32
HQ Reserve: 1,5% af adm. bidrag	7,071.40
Total Home administration	471,426.72
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TOTAL COSTS	9,899,961.13