



FINAL EVALUATION

CROSS-BORDER COOPERATION PROJECT BETWEEN COTE D'IVOIRE AND LIBERIA FOR SUSTAINABLE PEACE AND SOCIAL COHESION

Final Report

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July 2019

ACRONYMS AND ABBREVIATIONS

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UNOCI	:	5	1		%	() *	
UNS	:	5	1	\$			
UNV	:	5	1	2			
WAEMU	:	B			9	\$	5

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EXECUTIVE SUMMARY

A final evaluation mission on the "Cross-border Cooperation Project between Côte d'Ivoire and Liberia for Sustainable Peace and Social Cohesion" was conducted from 7 January to 7 March 2019 by an international consultant, with the support of

PROJECT PERFORMANCE RATING ACCORDING TO THE EVALUATION CRITERIA

RELEVANCE: VERY SATISFACTORY with a score of 6/6.

The specificity of the project lies in its cross-border dimension and was facilitated by the commitment of the stakeholders to act in a concerted manner to address the security and social cohesion challenges that prevailed between the border communities of the two countries. This was illustrated among other things by : (i) the evaluations on border security and social cohesion carried out in both countries in 2015, (ii) the high-level meeting of the Heads of State of both countries, held in Guiglo, Côte d'Ivoire in June 2016, (iii) the submission of a joint request for the project funding, (iv) the project budget allocation in equal parts between both countries, (v) the conduct of similar interventions on both sides of the border, and (vi) the development of an organizational structure involving actors of both countries.

With regards to the coherence (between the context of the project area and the needs of the recipients), the Project results, outputs and activities focus on the root causes that have contributed to ongoing tensions and led to the displacement of many families on both sides of the border, including: (a) a weak collaboration and distrust between security forces and populations, (b) a low level of border communities protection, (c) the lack of access to land, (d) youth unemployment, (e) women's vulnerability, and (f) border porosity.

Beyond its alignment with the SDGs (mainly the SDGs 1, 2, 3, 5, 8, 10, 11, 16 and 17) and the Paris Declaration on Aid Effectiveness

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The project management arrangements highlight precautions related to: (i) the combination of the National Implementation Modality (NIM) and Direct Implementation Modality (DIM) with a view to securing the resources allocated to the project, (ii) the setting up of various entities for an effective and efficient coordination in the conduct of the operations, (iii) the existence of a Cross-Border Technical Monitoring Committee (CBTMC) comparable to a quality control mechanism for project interventions, (iv) support for national ownership through the sustained involvement of all stakeholders in decision-making, and (v) the

The project-efficiency based on the use of resources is estimated at 0.9, which corresponds to the situation of a project that is globally effective and moderately efficient due to the extremely high costs related to product delivery. Indeed, staff costs represented 18% of the total expenses while the operating cost of the project amounted to US\$ 1,458,892.34, i.e. nearly half of the total budget. This places the project beyond the conventional margins allowed by institutions such as the World Bank or the African Development Bank (AfDB).

The institutional system put in place was characterized by its heavy procedures, and by a lack of clarity regarding the roles and responsibilities assigned to the various levels of its architectural structure. While the mission was able to document the functionality of the Cross-Border Project Steering Committee and the National Joint Steering Committees, very little information exists on the activities of the Cross-Border Technical Monitoring Committee. In addition, the positioning of the Peacebuilding Fund (PBF) Secretariats and their role as Co-Chairs of the National Joint Steering Committees have placed them in an operational position where they are held accountable for the project's outcomes.

The lack of a baseline study was an obstacle to the monitoring of the Project performance indicators. Regular monitoring of the Project by the steering and supervision authorities and rigorous planning of activities as well as constant flexibility efforts among the coordination teams in both countries compensated for this.

SUSTAINABILITY: OVERALL SATISFACTORY with a score of 5/6.

The alignment of the project objectives with the respective national priorities of the two recipient countries, as defined in their development strategies, offers multiple opportunities to mobilize additional funding for a scale-up of the recently completed project.

The participatory approach adopted during the design phase through broad consultations of all stakeholders involved in the project implementation translates the determination to align this initiative with the priorities and needs of the recipients. The structuring of the project's institutional structure, articulated around steering, decision-making, coordination and implementation bodies that included representatives of technical and financial partners, the Government and civil society from both countries, appears to have played a critical role in the appropriation of the project achievements and the continued inter-community dialogue for peacebuilding, security, conflict prevention and peaceful resolution, as well as capacity-building of local and cross-border mechanisms.

The special attention paid by the Government of Côte d'Ivoire to the Civilian-Military Committees (CMCs), through the direct involvement of the Secretariat of the National Security Council, which is housed in the Office of the President of the Republic, reflects the commitment and priority given by the country's highest authorities to the CMC. The process adopted for their implementation and structuring makes it possible to answer various questions relating to the sustainability of the project achievements, in particular those that refer to: (i) the availability of technical and financial capacities as well as the level of leadership that will enable partner institutions to continue working on the Project, to ensure its empowerment or the sustainability of the project achievements, and (ii) the level of ownership by institutional partners and political and administrative authorities to ensure the monitoring and consolidation of the achievements.

P t 'ove

The enhancement of their operational capacities by the Project has empowered the border control officials and the security forces who seem more able to facilitate the quick and secure border crossing of various communities. However, the insufficient attention given to the maintenance and renewal system of the equipment obtained from the Project, leads the evaluation team to express reservations about the capacity of the national institutions to consolidate the achievements.

IMPACT: GLOBALLY SATISFACTORY with a score of 5/6.

The communities along the border of the project area feel better protected and valued. The combination of joint patrolling and community involvement in the Conflict Prevention and Peace Committee (CPPC) and Civilian-Military Committee (CMCs) has contributed to the deterrence or arrest of individuals involved in illegal activities, a significant decrease in abuses and acts of extreme violence against border populations, as well as the virtual disappearance of abusive controls and illegal taxations and a significant reduction in the time taken by security forces response time to emergency situations. Several cases of conflict resolution (conflicts between villages, land conflicts, interpersonal conflicts, generation conflicts, etc.) confirm the consolidation of peace and social cohesion within the border he

The commitment of national partners is a guarantee of sustainability that reassures technical and financial partners of a significant return on investment of the support they provide as part of their contribution to the achievement of the Sustainable Development Goals

Main recommendations

To the Governments of Côte d'Ivoire and Liberia

Maintain the joint and cross-border approach in the framework of the request to be submitted to technical and financial partners for scalingP

I - EVALUATION OBJECTIVES AND SCOPE - EXPECTED OUTCOMES AND INTERVENTION APPROACH

1.1 Evaluation Objectives and Scope

- . Cross-border cooperation project between Côte d'Ivoire and Liberia for sustainable peace and social cohesion D/A E - E F A

Sustainability of the actions carried out = \$ A A \$ G A
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Outputs and impacts expected at the end of the project;

Contribution to national capacity building in terms of cross-border cooperation
H

How the achievements contribute to addressing national and cross-border challenges A
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Overall operational effectiveness of the target structures A
" H\$

Assessment of the partners' contribution in achieving the expected results, and the partnership synergies and resource mobilization strategies \$ \$
H

Partnership strengthening = G \$ A A

II. BRIEF PRESENTATION AND KEY DATA OF THE CROSS-BORDER COOPERATION PROJECT BETWEEN COTE D'IVOIRE AND LIBERIA

2.1 Overview of the Project's key data

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Although all the risks identified have been re-assessed at each stage of the project, the evaluation mission considers that they have not completely disappeared. . #

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Table 2: Synoptic view of the critical review of the project's performance indicators

Deliverables	Objectively Verifiable Indicators	Consistency of the indicator
OUTCOMES		

Performance indicator 1 a: % of community members in

Outcome 1: Trust between security forces and border communities has increased through capacity building of joint local and cross-border mechanisms as well as increased cooperation.

Output 1.2: Relationships between security forces and communities, including women, youth and vulnerable groups, are improved through regular awareness-raising and mobilization campaigns on relevant issues, such as laws, human rights, conflict resolution, social cohesion, peaceful coexistence, etc.	Output indicator 1.2.1: 1	Baseline 7E The indicator is precise, direct and consistent with the concerned activity. SMART
	Output indicator 1.2.2: 1 A	Baseline 7E Target 7 F The indicator is precise, direct and consistent with the concerned activity. SMART
	Output indicator 1.2.3: 1	Baseline: E The indicator is precise, direct and consistent with the concerned activity. SMART
Output 1.3: Cross-border security strengthened through regular dialogue, information sharing and joint patrols.	Output indicator 1.3.1: 1	Baseline 7E Target 7 The indicator is precise, direct and consistent with the concerned activity. SMART
	Output indicator 1.3.2: 1	Baseline 7E Target 7 The indicator is precise, direct and consistent with the concerned activity. SMART
	Output indicator 1.3.3: 1 \$	Baseline: E Target 7 The indicator is precise, direct and consistent with the concerned activity. SMART
Output 2.1: Local and cross-border mechanisms for resolving and preventing cross-border conflicts strengthened.	Output indicator 2.1.1.1: Number of existing local early warning and response (EWR) mechanisms (including peace committees) identified / established or strengthened in target	

<p>Output indicator 2.2.3 7 1 % % 6 , & @ </p>	<p>Baselin 7E Target: E The indicator is precise, direct and consistent with the concerned activity. SMART</p>
<p>Output indicator 2.2.4 7 - ! = +</p>	<p>Baseline 7E Target 7 The indicator is precise, direct and consistent with the concerned activity. SMART</p>

3.2 . PROJECT RELEVANCE: VERY SATISFACTORY with a score of 6/6.

Relevance is the adequacy of the objectives regarding the real problems, needs and priorities of the target groups and recipients that the project aims to address, considering their environment. Relevance encompasses the Project's

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In addition to its internal coherence, the relevance of the Cross-border project between Côte d'Ivoire and Liberia

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At the WAEMU sub-region level A ! ' E % \$ \$
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At national level, the Cross-border project is in line with the achievements resulting from the implementation of the 2012-2015 National Development Plan (NDP) of Côte d'Ivoire.

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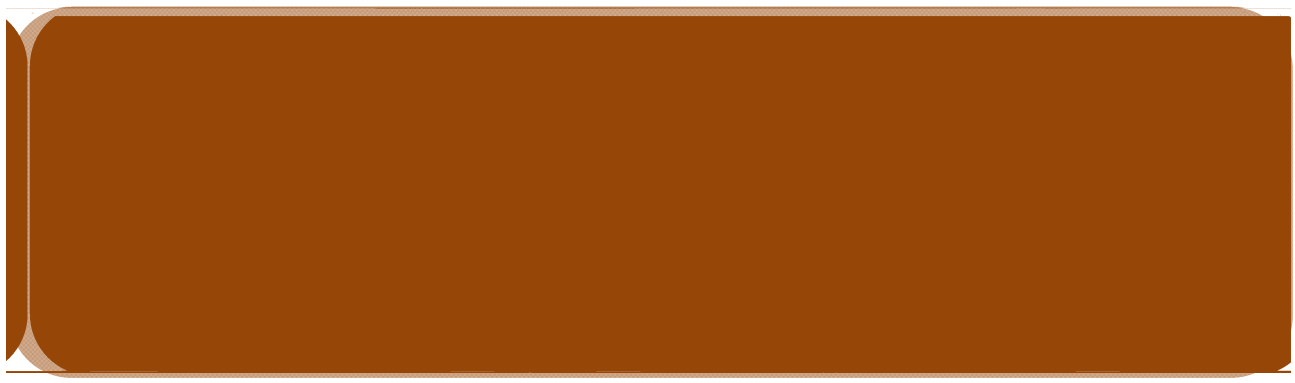
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: Addressing the needs of the recipients. . & !

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3.3 PROJECT

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Table 3: Performance of the indicators and level of project's outputs at completion closure⁴

Performance Areas	Indicators	Baseline Situation	Target planned at project closure	Progress at project closure	Progress rate of the indicator at project closure	Completion rate of output at project closure
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Output 1.1: Local authorities,
security

Output 1.3: Cross-border security strengthened through regular dialogue, information sharing and joint patrols.	Output indicator 1.3.1: Number of peace security meetings	0	6 peace security meetings	6 peace security meetings	100%	100%
	Output indicator 1.3.2: Number of joint patrols organized	0	4 joint patrols	4 organized patrols	100%	
	Output indicator 1.3.3: Number of regular meetings held by coordination platforms	0	3 joint coordination forums	3 meetings held	100%	

Output 2.1: Local and cross-border mechanisms for resolving and preventing cross-border

	<p>Output indicator 2.2.3: Number of CSOs/CBOs involved in cross-border cultural exchanges and number of sports/cultural activities organized.</p>	E	<p>20 CSO/CBOs have organized cross-border cultural / sporting activities</p>	<p>23 Peace Committees strengthened and involved in socio-cultural and sports activities to bring communities closer together</p>	115%	
	<p>Output indicator 2.2.4: Conduct of joint biannual visits and number of review meetings (one in Liberia and Côte d'Ivoire) to assess progress</p>	0	<p>3 biannual visits organized</p>	<p>3 meetings held (April 2017, May 2018, September 2018)</p>	100%	

Output 1.1: 186.5% (completion rate based on the progress of 2 out of 4 indicators (indicators 1.1.1 and 1.1.2). Indicators 1.1.3 and 1.1.4 were not considered in this calculation because they were not properly filled in.

Output 1.2 : 153%

Output 1.3 : 100%

Output 2.1: 91.7% =

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Output 2.2 : 128.7%

On the security of people and property as well as the restoration of trust between the populations and the Defense and Security Forces (DSF) A

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Participants' view in Daobly's focus group - the presence of women and traditional chiefs from Liberian border communities is notable

On conflict prevention and peaceful conflict resolution 7

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On the progress in cross-border trade 7

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Despite the limitations observed in the project design, which resulted in the absence of a baseline study and imprecise targets for monitoring indicators, the information that was obtained in the field as well as the material highlighted that the outputs were delivered beyond expectations (132%). The activities, whose implementation rate is close to 100%, thus reflect a high level of performance by the coordination teams, which have shown flexibility in collaborating and adapting to field constraints. The rapprochement between the recipient communities on both sides of the border and the strengthening of cooperation with the defence and security forces are corroborated by the statements of the vast majority of the actors met. In view of all these elements, the evaluation mission recommends a score of 5/6 corresponding to "Overall Satisfactory" for the effectiveness criterion.

3.4 PROJECT EFFICIENCY

Very satisfactory: \$
 S .
 ! (effective and efficient project).

Satisfactory: \$
 S E F E T . ! \$
 & A ! (Overall effective and moderately efficient project due to very high output delivery costs).

Moderately satisfactory: \$
 S E 8 E T E F E .
 & (project not very effective and not very efficient).

Moderately Unsatisfactory: \$
 S E E T E 8 E * A
 & ! (moderately effective and moderately efficient project).

Unsatisfactory: \$
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 (unsatisfactory effectiveness and efficiency: in such cases the project is reoriented or restructured at mid-term with revised objectives).

Very unsatisfactory 7 \$
 T E E .
 & ! (very unsatisfactory effectiveness and efficiency: such situations lead to an early termination of the project).

. \$ \$
 ! !# E E O E A % E F A !
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 " E ; A ! G the situation of a generally effective and moderately efficient project.

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5 R A F A F this means that each dollar invested in an activity cost 98 cents for RUNOs operating costs. This is above the conventional margins allowed by institutions such as the World Bank or the AfDB, where such costs cannot exceed 30% of the total cost of a project.

The evaluation mission considers that the scarcity of resources should motivate the United Nations System Agencies to improve the efficiency of their interventions through economies of scale and align to the ratios adapted by other sister institutions.

This being said, it should be noted that the resource efficiency has varied from one recipient agency to another.

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the permanent presence of one of the two team members in each department would have provided more added value in the monitoring and coordination of the CSO project partners, as well as in the support of the recipients' border communities

- 8 For the implementation of activities at the community level, UNDP Côte d'Ivoire mobilized two CSOs whose performance was confirmed by the evaluation team during visits to Tai and Tabou.

** Two Project Coordination Committees = % % \$? 7 "
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Example of a signboard

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Against the high delivery costs of the activities, the project's performance was supported by the high completion rate of outputs achieved with the available resources, and by the regular progress. The financial resources needed to carry out the activities were regularly available. The contracting of local NGOs, the mobilization of a project team in each country and the recruitment of volunteers contributed to a satisfactory coverage of the target area. However, the close monitoring of the intervention contrasts with the ineffective functioning of the technical supervision bodies. All the analytical elements examined converge towards a "Moderately Satisfactory" classification for the efficiency criterion, which corresponds to a score of 4/6.

3.5 PROJECT SUSTAINABILITY: Overall SATISFACTORY with a score of 5/6.

In order to assess the project's sustainability, the evaluation mission sought to answer questions that would allow to formulate an opinion on: (i) the decisions and measures taken by the project implementing partners to ensure the sustainability of the outcomes; (ii) the availability of technical and financial capacities, as well as a certain level of leadership that would enable partner institutions to continue collaborating on the project, ensure the project can be scaled-up or that the project's achievements are sustained; (iii) the level of ownership by institutional partners and political and administrative authorities to monitor and consolidate the achieved results; (iv) the success factors, good practices, lessons learned and challenges to be addressed over time.

3.5.1. Consolidation of the achievements of the Cross-border project between Côte d'Ivoire-Liberia: a long-term priority

In order to answer the enquiry of whether the implementing partners of the Cross-border project between Côte d'Ivoire and Liberia had

: With regard to CPPs A

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: ; Based on the evidence obtained in the field, the evaluation mission confirms the effective appropriation

F With regard to collaboration with existing mechanisms such as the Consultative Ethics Committees (CECs), 9% % \$ 1 A &

3.6 PROJECT IMPACT: GLOBALLY SATISFACTORY with a score of 5/6.

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The ISSSS also considers that the establishment of protection as a natural safety standard for populations brings other types of changes: if protection becomes a natural norm in the field and if a certain degree of supervision by civilians is

who said

! We can quote the statements of the Deputy Prefect of Grabo

The ISSS establishes a close link between gender-based violence and conflict: in this regard, it is recognized that if individuals are not directly affected by sexual violence or can use a functioning system to seek redress, they will not use violent conflict as a means of revenge or protection, and they will be more open to conflict resolution processes and will accept more conflict resolution processes based on law primacy. If individuals are not directly affected by sexual violence (or have a real recourse) then they will be physically, psychologically and socially capable of advancing society through citizen action.

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IV. THE WAY FORWARD

4.1 Lessons learned

- E The joint approach adopted for the planning and implementation of Cross-border Project between Côte d'Ivoire and Liberia appears to be the main success factor that has driven the positive changes observed at project completion.
- E The evaluation team recommends continuing the project in a second phase, maintaining this approach, and the cross-border dimension. The evaluation team also

4.2 Main recommendations

To the Governments of Côte d'Ivoire and Liberia

Maintain the joint and cross-border approach in the framework of the request to be submitted to technical and financial partners for scaling-up the intervention initiated with the financial support of PBSO.

Codify, disseminate and popularize the regulations on crossing formalities at entry points between Côte d'Ivoire and Liberia.

Strengthen the partnership with technical and financial partners by providing easy access to information related to the project progress indicators.

Take the necessary measures for the optimal operation and maintenance of the equipment and rolling stock acquired with the support of the project.

To the Governments of Côte d'Ivoire

Consider the possibility of increasing the number of crossing points on the border with Liberia.

To the Government of Liberia and UNDP Liberia

Organize the formal acceptance of migration office buildings in Duokodi, Nyaaken, Kablaken and Fish Town that were renovated with the financial support of the project.

To the RUNOs and the PBF

CONCLUSION

. Cross-border Cooperation project between Côte d'Ivoire and Liberia for Sustainable Peace and Social Cohesion