



Terms of Reference:

Evaluation of NPA's peace related work in Colombia

Background

Norwegian People's Aid (NPA) is a non-governmental organisation with roots in the Norwegian labour movement. NPA supports processes to enhance just distribution of power and resources through mobilisation, popular participation and collective organisation. NPA's international strategy affirms NPA as a world-leader within mine action and disarmament, a spearhead in the work for a just distribution of power and resources through popular mobilisation, and has a central role in ensuring local humanitarian actors reach more people with an effective, relevant response.

NPA has recently adopted a new strategy for the period of 2020-2023. One of our overall priorities is to work to ensure that our three programme areas mutually support each other. In a constantly shifting world, with crisis lasting longer and becoming more complex, it is essential to ensure collaboration and coordination between humanitarian work, mine action and disarmament, development cooperation and work for peace and human rights. One of the main goals of the strategy is to develop policy and guiding principles for how all of this work can be more closely linked, how it can be done and what limitations exist. A focus in particular is how to develop better integration between our civil society programme and our work with mine action and disarmament.

In Colombia, NPA has had two programmes working on these specific areas connected to the peace process. As one of the programmes has come to an end, and with the peace agreement signed and now in the phase of implementation, NPA wishes to evaluate whether or not the programmes has succeeded on coordination, collaboration and better integration between the two programmes.

Purpose of the evaluation

NPA aims to systematically evaluate strategic objectives to learn and to improve our work. The evaluation shall therefore ensure documentation and learning of NPA's contributions to the peace process and implementation of peace agreement. As part of the new NPA Strategy 2020-2023, there is a clear objective to develop guidelines related to our peace work. In addition, an evaluation of our peace related work in Colombia is a strategic goal in itself. This evaluation will serve as the empirical groundwork when developing guidelines for NPA's peace and reconciliation efforts. The purpose of the evaluation is to learn from the work NPA has engaged in supporting partners' work to influence political decision-making in Colombia, the mine action efforts conducted as a trust building part of the peace negotiations in the country and how this work has generated processes directly within and between communities. The evaluation should aim at providing lessons learned from the peace related work and suggest recommendations relevant for future peace processes where our different programmes can be better interlinked and collaborate.

The information and recommendations in the evaluation, will be used in our work to develop guidelines and policies for our work in peace processes and peace and reconciliation work, as described in NPA's strategy of 2020-2023.



Users of the evaluation

Staff in the Development and Humanitarian Cooperation (DHC) and Mine Action and disarmament (DMAD) departments at NPA HO in Oslo, NPA country office staff and partners involved in peace negotiations, peacebuilding and reconciliation work and cross-cutting projects related to development and humanitarian efforts are the users of the evaluation.

What will be evaluated?

The project up for evaluation is NPA's two peace related programmes in Colombia. The two programmes are of different nature, with different approach but with the same goal: contribute to the Colombian peace process. NPA's development programme has been present in Colombia since 2004. In March 2015, NPA was tasked by the Colombian government and the armed group FARC-EP to lead and coordinate a Pilot Project on humanitarian demining as part of the ongoing peace negotiations in Colombia. The humanitarian demining programme was closed down December 2020, while the development programme is still ongoing.

Until 2012, ONIC (National Organization for Indigenous Peoples in Colombia) was the only NPA partner in Colombia within the development programme. ONIC is an umbrella organization representing 44 indigenous organizations, with approx. 800 000 members. When the peace talks began NPA established partnerships with new partners; ANZORC (National Association of Peasant Reserve Zones), PCN (Black Communities Process) and People's Congress. The humanitarian demining programme worked together with the Colombian Government, the FARC-EP, the national mine action centre DAICMA and the national mine action operator BIDEs.

NPA has supported the peace process and implementation of the peace accords through different programmes. On the one hand, the DHC civil society programme supported peasant, indigenous and afro-Colombian peoples' organisations to increase their capacity to mobilize and influence the development in the country, and their agendas towards the peace agreement (like the ethnic chapter) and its implementation. On the other hand, DMAD established a demining programme, a "pilot project" with active participation in the peace negotiations. The pilot project was to work as a trust building exercise between the parties and were to provide significant peace dividend (i.e. land free of minefields), in addition to introducing the Land Release Concept for more efficient and effective demining in Colombia. NPA will evaluate these efforts for learning purposes, including how the programmes have been complementing each other.

The evaluation should look at the timeframe, activities and initiatives leading up to the peace agreement in Colombia, and evaluate in which way and to which degree our programmes influenced this process. The evaluation will look at the possible synergies, positive and negative effects, advantages and disadvantages of supporting the peace process and implementation of the peace accords through two different programmes.

The evaluation will in addition evaluate to which degree this two-programme approach has benefited or created disadvantages for the two programmes and NPA's peace related work, and if there are lessons learned for future programmes where we can work side by side with both perspectives.



The main issue to be addressed by the evaluation is:

- *To which degree has the two NPA country programmes in Colombia been effective and contributed towards the peace process in Colombia, and what has been the advantages/disadvantages of having a two-programme approach?*

The Theory of Change of what will be evaluated

NPA has several paths to influence peace processes, depending on the context in the given country. In Colombia, NPA has been conducting two programmes; one civil society programme and a humanitarian demining programme. The two different programmes were to help influence the peace process based on the expertise of NPA and its partners. The development programme was on civil society influence for change. The theory of change is that civil society actors must lead and participate actively in the change for peace to be sustainable. A prerequisite for this is to mobilise civil society so that they can lead the changes. Thus, NPA supported popular organisations so they could actively engage and influence such processes. NPA played a role to support popular organisations and movements in their efforts to push for the peace process, influence the peace accord, as well as having a proactive role in the implementation of the peace accord.

The second programme was a humanitarian demining programme. The programme was part of the peace process and were meant to function as a trust building exercise between the two parties - the FARC and the Colombian government. The theory of change of the humanitarian demining programme is that it contributed to peace through building trust between the parties and the people of Colombia. Such a trust building exercise through humanitarian demining can have a positive effect on the core elements in a peace process: 1) improve security, 2) promote reconciliation and justice, 3) contribute to socio-economic development and 4) strengthen political frameworks. This is also supported by a number of publications that have highlighted the value of linking humanitarian mine action to peace building. Mine Action, if applied wisely, can promote interaction between the conflicting parties and promote peace. The humanitarian demining efforts were to play a role as a trust building initiative between the parties through developing and coordinate a demining project by the two parties (i.e. the FARC and the National Government) during the peace negotiations. In addition, the aim was to reduce the level of risks that landmines and other unexploded ordnances impose on the Colombian population.

A document was developed by DMAD/DHC on potential synergies/pitfalls – together with an agreement on how the cooperation and communication should be carried out. Assumptions of disadvantages/advantages of having two programmes where the following:

Possible synergies:

- NPA believes that cooperation and coordination between the two respective programmes in Colombia will benefit both our development programme and humanitarian disarmament work in Colombia. The two programmes combined have partnership within several areas in Colombia; within social organisations represented at national level and in affected communities, the national mine action centre DAICMA and the national mine action operator BIDEs, the government as well as having experience working with the FARC-EP.



- Through the two programmes NPA has access to different types of information, knowledge and experience that can benefit the two programmes. The humanitarian demining programme could benefit from the development programme's partners and network in the area of operations for impact assessments, surveys and clearance operations. The partner organisations have a particular focus on indigenous people's rights, land rights, natural resource management and rural development. These are all potentially important elements in the humanitarian demining programme that also will benefit the partner organisations within development.
- Through meetings between partners in the development programme and representatives from the humanitarian demining programme the challenges and needs related to humanitarian demining in indigenous territories can be better integrated.

Potential challenges:

- Lack of coordination and communication between the two programmes can have a negative influence of NPAs work. It can harm the respective programs recognition with different stakeholders and create hindrances in the respective implementations of the programmes.
- The two programmes have quite different methods of operation. While the humanitarian demining programme is operational with a clear predefined agenda and implementing activities itself, the development programme has a bottom-up partnership approach and the agenda is largely defined by the partners.
- The development programme is working in partnership with social organisations that are sometimes in opposition to the government, while the humanitarian demining programme directly cooperates with national authorities and the army.

The two programmes were meant to work in parallel on each their own projects to influence and contribute to the peace process. However, the above-mentioned possible synergies were to be included and thought of through the implementation of the programmes to help further strengthening both programmes and the peace process. As stated, this evaluation should look into to which degree the two programmes have been effective and contributed towards the peace process in Colombia, and what has been the advantages/disadvantages of having such a two-programme approach.

Key evaluation questions

It is expected that the evaluators will answer the key question with the following specifying question:

- How has NPA worked with peace processes in Colombia and what were NPA's roles and approaches in this work?
- To which degree did NPA contribute towards the peace process in Colombia, how, and at what level (locally, in the negotiations, nationally etc.)?
- To what extent did NPA contribute to intra and inter-community reconciliation?
- What were the factors that facilitated for or hindered synergies between the two programmes? What were the advantages and/or disadvantages of participating in the peace process from two different programmes with two different starting points, approach and tools?
- Did the results in the respective programmes complement/strengthen each other?



- What are the lessons learned and what are the recommendations for future programmes on peace related work?

The evaluation is expected to consider the evaluation criteria sustainability, efficiency, effectiveness, impact, relevance and coherence; however, the evaluation must focus in particular on the above evaluation questions.

Evaluation implementation

Timeframe

- A proposal is to be submitted to NPA by September 20th
- An inception report is to be submitted to NPA October 29th (including the methodologies chosen, data collection plan, time frame, summary of the read literature and other findings so far)
- A draft report is to be submitted to NPA for comments by December 6th
- A final report, including a section of the main findings and recommendations for further action, is to be submitted to NPA by December 20th.

Evaluation team

The evaluation team will be composed of an external evaluator and its team of evaluators (if needed). The evaluator is expected to collaborate with the Head office to specify selection of documentation, interviewers and partners to be proposed in the inception report.

Methodology

The consultant will design the details in the methodology in cooperation with NPA. However, the following methods are expected to be included:

- Desk studies of reports, programme evaluations and other secondary information
- Interviews with NPA staff at head office and in Colombia, as well as former employees of NPA's mine action programme in Colombia.
- Interviews with selected partners, including their members, if relevant.
- Interviews with relevant actors in Colombia that have knowledge of the context and the peace process

Deliverables

All deliverables are expected to be written or presented in English. The expected deliverables are:

- The inception report
- Evaluation report
- The presentation of the report
- Power point with presentation of the report and other documentation produced

All documentation gathered should be delivered to NPA. Informants can be anonymous. It is expected that the evaluator validates findings with stakeholders involved in the data collection and that have been involved in the programmes that are the subject of the evaluation before presenting the final evaluation.



Qualities of the evaluators

The evaluator should have solid experience in conducting evaluations and reviews internationally. The consultant must have substantive understanding of issues related to peace related work, and political influencing. The evaluator should demonstrate ethical consideration including respectful attitude towards NPA partners and their constituency, as well as other stakeholders.

The consultant should have proven experiences of previous assignments with peace related analysis, evaluations and reviews of similar nature as well as engaging communities using participatory methodologies. In addition, the consultant must have the following:

- Relevant advanced degree in social science related discipline.
- Fluency in Spanish language
- Experience with peace and reconciliation work

Resource needs

Budget limit offered by NPA is 30 working days.

Other resources available are advisors from DMAD and DHC and the working group established to follow-up on this evaluation.

Literature reads

Literature reads includes, the following, but not exclusively:

- Previous evaluations
- Programme documents, plans and reports
- NPA Strategy 2020-2023
- NPA Partnership Policy
- NPA Humanitarian Policy
- NPA Mine Action Policy