Draft Evaluation Report

External Evaluation of the UNESCO-IICBA Project on:

"Teacher Training & Development for Peace-Building in the Horn of Africa and Surrounding Countries"

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Foreword

Peace is in the air in the Horn of Africa! From the rapprochement ending the "no-war/no-peace" stalemate between Ethiopia and Eritrea, to the agreement by rival factions in South Sudan; it's all about peace. But for peace to be sustainable the underlying causes of violent conflicts must be addressed. Harbingers of violent conflict usually have deep and complex roots in persistent deprivations and discriminations as well as in real and perceived injustices. Hence, most donors invest in political, governance, and economic initiatives for sustainable peace. Such investments do not necessarily yield dividends as the path from conflict to peace is circuitous and susceptible to relapses and reversals. Sustainable peace may require investments in participatory internal processes that are rooted in local realities; rather than external interventions that seek to promote reconciliation or strengthen democracy. It is essentially about changing mind-sets; especially of youths who are often implicated as both perpetrators and victims of violent conflict.

Against this background the project on "***Teacher Training and Development for Peace-Building in the Horn of Africa and Surrounding Countries"*** was designed by UNESCO-IICBA and financed by the Government of Japan with a grant of one million dollars (US$ 1m). The project benefitted six conflict-affected countries; Ethiopia, Eritrea, Somalia, Kenya, Uganda, and South Sudan by building on the mandate and niche expertise of UNESCO-IICBA in teacher education, as well as benefiting from the empathetic insights and financing of the Government of Japan.

This evaluation report analyses the design, implementation, and consolidation of the project to assess the likelihood that it can facilitate peace education as an effective and integral part of the national education systems. The project's short timeframe and modest financing mean that the evaluation could not credibly deal with its outcomes and impact; but efforts are made to gauge the uptake and sustainability of this project as a vehicle for promoting peace education and so help to prevent violent conflict and cultivate a culture of peace in the countries concerned.

The evaluators conclude that embedding the project in teacher colleges is a winning strategy through which countries can facilitate peace education in perpetuity, as successive waves of teachers trained in peace education enter the workforce to engage with youths and local communities. The evaluators also conclude that the project's use of transformative pedagogy enhances the chances that peace education can help to change the mindsets of youths towards avoiding violent conflict and cultivating a culture of peace.

In addition, the evaluation reviews the project in a global context and concludes that it is important not only as an innovative teacher education project, but also as a project with great potential to contribute to the global quest for credible solutions in prevention of violent conflict and cultivation of a culture of peace.

As Director of UNESCO-IICBA I am pleased that this evaluation has vindicated our innovative approach in designing and implementing the project; as well as the constructive role of national teams working in very constraining circumstances, and the progressive stance of the Government of Japan in engaging with and supporting such a project. We appreciate the analytical insights and astute observations of the evaluators (Redi4Change LLC) in moving beyond the conventional evaluation that would normally focus on outcomes and impact. UNESCO-IICBA will take on board the key recommendations of the evaluators for enhancing the project as it is rolled out to other turbulent countries and regions. We will also be mindful of recommendations for safeguarding the project against risks that typically affect innovative projects in conflict-affected regions.

Dr. Yumiko Yokozeki
Director; UNESCO-IICBA
Addis Ababa, Ethiopia

1. Introduction and Background

The project on *"Teacher Training and Development for Peace-Building in the Horn of Africa and Surrounding Countries"* was conceived, designed, executed, and managed in a participatory and collaborative manner. It involved six beneficiary countries working under the guidance and leadership of the UNESCO International Institute for Capacity Building in Africa (UNESCO-IICBA), as project implementing agency. The Government of Japan has financed the project with a grant of US$1,000,000 (One million United States Dollars). Japan also contributed technically to project implementation by hosting an important study-visit for selected participants from beneficiary countries. This study-visit also featured training by Japanese education and peace experts.

This ambitious project covers 6 countries and deals with the elusive topic of peace-building. Yet it has only been financed for a 1-year period starting in February 2017 and ending in June 2018 (following a 3-month no-cost extension). This makes it highly unlikely that the project can deliver important outcomes or results within such a short time and with such restricted resources. So, it would not be credible for this external evaluation to seek out major outcomes or results of the project. In addition, the project itself has a comprehensive internal evaluation process that deals with inputs, activities, outputs, and value added by these activities and investments. This makes it unnecessary for an external evaluation to deal with these issues, beyond giving an independent account of what the internal review portrays. On these grounds it is important from the outset to explain how the consultants have interpreted the Terms of Reference, so they can deliver the most worthwhile report for the benefit of UNESCO-IICBA as implementing agency, as well as for the Government of Japan as financing partner.

1.1. Interpreting the Evaluation Terms of Reference:

An external evaluation normally requires an independent account of progress and achievements of the project, so that lessons can be learned, and improvements can be made for future work with such projects. This normative perspective assesses performance on the project in terms of effectiveness and efficiency in relation to executing the project and achieving the results as they were envisaged at the start of the project. This provides credible account to a financing partner on how well its resources have been utilized for the project. It also gives useful information to an implementing agency on what has gone well and what could be done better in future. In addition to these normative perspectives and standards, external evaluations may have to highlight other aspects of the project that are critical in wider contexts. These additional aspects may not be mentioned in the terms of reference, but the nature of the project sometimes makes it inevitable for an external evaluation to go beyond the normative standards. The consultants believe that this is the case with the present project, based on its vital relevance to the global imperative of preventing violent conflict and helping to build peace as a pre-condition for development.

1.1.1. Normative Standards of Evaluation:

The terms of reference for this external evaluation focus on the usual normative standards of how well the project has been designed and implemented, and the extent to which it delivers value for money in achieving the goals set out at the start. In line with this the evaluation deals with the design, implementation, and consolidation of the project. Issues examined on project design include: how far is design based on intuition, conviction, or evidence? How does design reflect the presumption that education can build peace? Does the design take proper account of potential barriers to change in project countries? On implementation, the evaluation examines the three main drivers of successful implementation: competency, organization, and leadership.

Figure 1: Key Elements of an "Implementation Evaluation"

Project Design & Concept:	**Project Implementation:**	**Project Consolidation:**
Conceptualization; Scope, Scale, & Duration; Strategic Decisions on Goals, Budget, Target Groups/Beneficiaries; Implicit or Explicit Theory of Change Underlying Design of Project Goals & Interventions.	Execution Plans and Logistics, Target Countries and Groups, Budget Allocation Decisions; Leadership Training & Capacity Building; Advocacy Strategy and Communications Plans; Monitoring & Correction Plans	Mainstreaming Stategy; Uptake of Ownership at Local Level; Strategic Leadership Training; Technical Support; Continuity Plans; and Budgetary Integrity; Political Goodwill & Support; Normalization in the System.

1.1.2. Beyond Normative Evaluation:

In addition to dealing with the normative aspects of evaluation, this exercise places the project within the global quest for policies, models, and strategies to address challenges posed by violent conflict and State fragility as impediments to the development agenda. It also locates the project within the scope of strategies on education and behavior change that have been used to address such issues as teenage pregnancy, HIV/AIDS prevention, smoking, drug abuse, etc. Putting the project in these wider contexts enables the evaluation to assess prospects for using teacher training and development for peace-building in conflict-affected countries. This in turn enables the evaluation to provide insights to UNESCO-IICBA and to the Government of Japan on the true value and potential impact of this limited version of the project.

1.2. Overview of the Evaluation Exercise:

Based on the above, this external evaluation can be summarized as an effort to assess how well the project was conceptualized and designed. It also makes judgements on the implementation efforts in different countries, and on how well the challenge of consolidation has been addressed by country teams as well as by UNESCO-IICBA. Beyond this, the evaluation assesses the value of the project as a potential contributor to the search for models that countries can use to address violent conflict and move towards sustainable peace-building.

1.2.1. Focus and Methodology:

The normative focus of the evaluation is on assessing the project through the key stages of: project design (including conceptualization); project implementation; and project consolidation. So, this evaluation is essentially an **Implementation Evaluation** dealing with design and execution of the project. It is not the typical **Outcome Evaluation**, which would normally deal with assessing the results achieved in executing the project, compared to the objectives originally set out in the design of the project. The methodology used then is to collect evidence from available records and to interview key personnel involved with the project. The plan was to do this mainly through visits to the project countries and by interviewing UNESCO-IICBA staff leading the project.

There were concerns about lengthy investigative visits to some of the countries, due to the sensitivities of the prevailing political and socio-economic climate. Moreover, it was not clear that progress made in some of these countries would justify the risks of making investigative country visits. It was therefore fortuitous that at the start of the evaluation UNESCO-IICBA had convened a major experience sharing workshop at which all the key players from the project countries were present as well as personnel from Sahel countries that were considering taking up a similar project. This provided the 2-person evaluation team with a welcome opportunity to collect data and carry out interviews with key team members from the project countries. As such, the investigative country visits did not have to be extensive and were mainly used to supplement the information already obtained from the country project teams at the workshop.

1.2.2. Process and Outputs:

Given the different location (home base) of the two team members it was important to have a strategy for constant communication and review of on-going work. To achieve this, all major documents relating to the project were posted on Drop Box, so they could be readily accessed and worked on by the evaluation team members, in real time if necessary. Both team members designed and used brief questionnaires for interview with country teams during the exchange workshop in Addis Ababa. An interview schedule was also developed and used to get information from UNESCO-IICBA experts who were leading and managing the project. The investigative visits to project countries were scheduled to gain first hand views on the ground and to get information that would supplement what was already provided by country teams at the Addis workshop.

Chart 1: Schedule of Investigative Country Visits by the Evaluation Team

	Country		Dates	People to interview
1	Kenya	Florence	7-8th June 2018	Coordinator + UNESCO NatCom Teachers College staff Teachers in a secondary school Secondary Students Peace Club members
2	South Sudan	Florence	11-13th June	Coordinator + UNESCO NatCom Senior Education Officials Teacher trainers Any other partners
3	Uganda	Florence	Open	Coordinator + UNESCO NatCom Senior Education Officials Teachers College staff Peace Club members Secondary school teachers
4	Ethiopia	Cream	25th May (1st Talk) 2nd Visit TBC	Daniel Abebe (Coordinator) Senior Education Officials Teachers College staff Secondary school teachers Secondary students Peace clubs members
5	Somalia	Cream	Visit TBC OR Use Skype and Email	Ismail Mohamed Ali Coordinator Hibo Abdi Kamil Mohamed S. Abdi 50 Trained TOTs??
6	Eritrea	Cream	24th May No Visit. TBD (Skype)	Tesfaye – UNICEF Eriteria Senior Education Officials Teachers College staff Secondary school teachers Secondary students Peace clubs' members
7	UNESCO-IICBA	Cream	25th May	Yumiko Yokozeki (Director) Omar Diop; Eyeruzalem

2. A Conceptual & Analytical Framework

This chapter of the evaluation report sets out a conceptual and analytical framework within which the project is assessed and evaluated for the way it was conceived and designed, as well as for its implementation strategies and consolidation efforts. These are used to gauge potential outcomes and likely impact of the project in the long term. The framework deals with the concept of peace (peace-building) as a project objective, as well as the concept of education (teacher training and development) as a means of achieving this objective. The framework then goes on to present an analytical outline of the potential for using education (teacher training and development) to achieve peace (peace-building) in conflict-affected countries and regions. It is within this conceptual and analytical framework that the evaluation of the project is carried out.

2.1. Key Concepts and Analytical Issues:

The key concepts of concern in the project are peace (peace-building) and education (teacher training and development). The main analytical issue is whether and how education can be used as the means for achieving peace. These concepts and issues are analyzed further below.

2.1.1. Variations on the Concept of Peace:

Intuitively, the concept of peace is ubiquitous and easily understood. But peace is also a very elusive concept with controversy over how to define it and how it can best be achieved. Common-sense views associate peace with the absence of war, avoidance of violent conflict, prevention of violent extremism, or settling disputes without resorting to violence. In situations of conflict or war this simple concept of peace takes on a variety of forms such as: peace-making; peace-enforcement; and peace-keeping. Each of these forms is best suited to certain situations and specific stages in the process of war and conflict. Peace-making is a process that is driven largely by diplomacy. It involves settling differences and disputes through dialogue and negotiation; usually mediated by trusted third-parties (peace-makers). It often requires a cessation of hostilities to give mediation and diplomacy the chance to secure peace. In contrast to this, the concept of peace-enforcement is about the use of superior military force to quell and contain warring parties. It is essentially the use of approved violence, or at least the show of force, to end violence. It is typically a temporary measure to stop the carnage of war and violent conflict; usually as a precursor to peace-making or other ways of settling disputes. Then there is peace-keeping, which applies when peace has already been established, but in circumstances that are still precarious. The role of peace-keepers then is to monitor conditions and ensure adherence to the rules and conditions that were agreed in the process of establishing peace. A typical peace-keeping force will be comprised of military and law enforcement (police) officials, usually from outside the country. The focus is usually on restoring normalcy after conflict has ended and peace has been newly established.

Figure 2: Conceptual and Analytical Framework

What these three versions of the concept of peace have in common is that they are "active" and apply in situations of "live" conflict. As such the success or failure of these peace measures can readily be assessed as part of an evaluation process. In contrast, peace-building reflects a passive version of peace as a concept
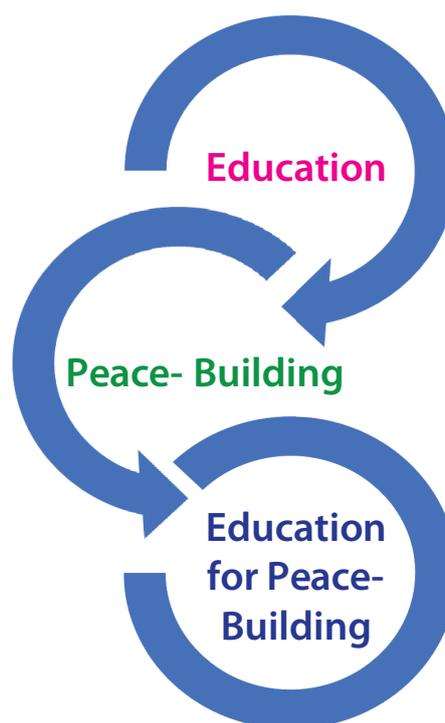
and does not require live conflict. Rather it applies in efforts to prevent outbreaks of violent conflict and war, or to provide "peace insurance" after periods of violent conflict. The focus tends to be on influencing values, attitudes, and behaviors as part of a process of reducing the chances of resorting to violent conflict in settling disputes. This makes it difficult to measure success or failure of peace-building projects as part of an evaluation process. What can be done however, is to evaluate the efficacy and efficiency of the preventive tools and resources used in peace-building[1]. This means evaluating the likelihood that the means employed will lead to the objective desired. In the case of this project therefore the challenge is to evaluate whether and to what extent it is possible for education (teacher training and development) to deliver on peace (peace-building).

2.1.2. The Enduring Concept of Education:

Education is essentially about facilitating human development through progressive acquisition of knowledge, skills, attitudes, and values; which in turn influence our perceptions and determine our behaviors/actions in various circumstances. Education has also been described as a process of initiation into the culture and heritage of knowledge, skills, attitudes, and values accumulated over centuries of human history. It is about being equipped to acquire the past, experience the present, and contribute to the future of human development. It defines what it means to be human and to participate as a contributing member of society, whilst at the same time helping to transform society as part of a continuous process of human development. At the core of formal education is the curriculum, which has been defined as the "selection from culture" that defines the why, what, how, and when of learning; as the central concern of education. The quality of education typically depends on a good balance of objectives, content, pedagogy, and assessment in a process that takes place within an environment that is conducive to learning.

Applying this enduring concept of education to issues such as democracy, peace, human rights, justice, equity, etc., usually entails a focus on perceptions, beliefs, attitudes, and values. These are the factors that influence likely action and behavior of individuals and groups in real world situations. In addressing these types of issues, education deals mainly with elements in the affective domain of knowledge, rather than the cognitive or psycho-motor domains. This in turn requires special pedagogy through which beliefs, attitudes, and values can be influenced. Justice, human rights, peace, democracy, etc.; are not acquired through didactic teaching and learning, or simply by reading about the topics, or by memorizing facts on such issues. The pedagogy used must involve some form of experiential learning such as playing simulation games, making choices in various scenarios, reflecting on actions taken in real-life contexts, or judging behaviors demonstrated by others, etc. It entails active learners and facilitating teachers.[2]

However, there are no guarantees that such pedagogy will result in the desired beliefs, attitudes, and values; because there are other forces at work that also influence and shape these traits. Traditional and long-held ethnic beliefs may be strong, or the realities of daily family life may entrench different attitudes and values in individuals; just as status, power, and reputation have been shown to be strong determinants of human behavior[3]. Also, violent conflict may be premised on perceptions of inequality, exclusion, and a sense of injustice that are not easily ignored by affected individuals/groups. So, what is provided through education to prevent violent conflict and build peace, must compete with many other factors that shape beliefs, attitudes, values, and other traits that determine how people behave/act in real life conflict situations.

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1   It is important to note that peace can be achieved by various means (e.g. through leadership and political will, as in recent developments between Ethiopia and Eritrea). However, long-term peace-building and sustainable peace may depend on the role of education, particularly for adolescents and youths.

2   UNESCO-IICBA (2017): *Transformative Pedagogy for Peace-Building: A guide for teachers.* UNESCO-IICBA, P.O. Box 2305, Addis Ababa, Ethiopia.

3   National Academies of Sciences, Engineering, and Medicine. (2018). *Emerging Trends and Methods in International Security: Proceedings of a Workshop.* Washington, DC: The National Academies Press. https://doi.org/10.17226/25058

2.1.3. Visions of Education and Peace-Building:

The conviction that education can be used to build peace is strong and pervasive in the literature on education and development, as well as in the strategies and practices relating to education in conflict-affected countries. Historically, this conviction has been expressed through religion and popular culture. Some religious teachings talk of beating swords into ploughshares and a popular negro spiritual urges the need to lay down shield and sword, and to study war no more. In more explicit education terms, the founding document of UNESCO asserts that "since it is in the minds of men that wars begin; it is in the minds of men that we must sow the seeds of peace". This is an intuitively attractive assertion in support of peace education, but it is not based on any form of evidence. Such intuitive pronouncements and sentiments often become the basis of formal or informal education courses that purport to build peace. A package of literature and methodology also quickly builds up around such courses. This can be seen in the growth of some rehabilitation courses set up for former child soldiers in post-conflict countries; or in the proliferation of formal courses on "peace studies" and/or "conflict resolution programs" established in some countries as they emerge from civil war or become embroiled in violent conflict. These courses have matured and progressed by accumulating typical content and a pertinent literature, as well as by using pedagogies that are likely to be effective in influencing beliefs, attitudes, and values.

At the other end of this emerging spectrum of knowledge and pedagogy for peace-building and prevention of violent conflict, there is growing attention to the scientific literature on what influences human behavior and decision making in situations of conflict and disagreement[4]. This evidence-based trend is pursued most ardently in intelligence communities dealing with national and international security in an era of terrorism and violent civil conflict. This approach now relies on massive data as well as computing power, which together fuel the use of artificial intelligence (AI) to plot out behavior patterns and develop models for predicting how groups will behave in real-world conflict situations.

In general, there is a growing view that investing in courses that help to prevent violent conflicts and contribute to peace building may be more productive and cost-effective than prolonged peace-keeping missions in countries that have emerged from conflict and war[5]. Both the United Nations and the World Bank now advocate for increased investments in conflict prevention as a way of avoiding or minimizing the high costs of peace-enforcement and peace-keeping activities that are used as default options in conflict situations. In part, this is the result of a rise in numbers, intensity, and duration of violent conflicts within and across countries around the world.

A key assumption in designing such courses seems to be that education can contribute to the process of reconciliation between warring parties; or at least promote a rejection of violent conflict as a way of dealing with disagreements in society. This approach relies on changing of mindsets and behavior patterns in various groups and the general population, when faced with real life conflict situations. Formal courses on peace-building are now shifting from intuition and conviction to more systematic and evidence-based approaches to conflict prevention. This builds on the scientific literature for understanding mindsets and human behaviors; as well as the main implications of such evidence for prevention of violent conflict and ensuring national security.

This progressive shift in education courses from intuition-based, to conviction-based, and then to evidence-based programs (Figure 3) is typical of how courses have been used for objectives that deal with behavior change. This trend can be seen in the evolution of courses dealing with HIV/AIDS, teenage pregnancy, drug abuse, and smoking. Such prevention courses usually start off with quick-fix content and methodology based on the intuition that if young people are made aware of the facts and persuaded to adopt preventive behaviors; or subjected to religious/moral propaganda, then things will work out. This usually then gives way

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4 National Academy of Sciences (February 2018). Public Policy Approaches to Violence Prevention: Proceedings of a Workshop – in Brief. http://www.nap.edu/25031

5 United Nations and World Bank 2018. *Pathways for Peace: Inclusive Approach to Preventing Violent Conflict.* Washington, DC: World bank. Doi:10.1596/978-1-4648-1162-3

to the use of more substantial information and knowledge, based on the conviction that young people can be initiated into ways of thinking and behaving that lead to more effective prevention. Finally, prevention courses become more scientific in nature; dealing with knowledge derived from "cutting-edge" research, highlighting knowledge gaps, and using heuristic models to predict human behavior in real life situations of conflict.

Figure 3: Typical Progression of Peace-Building Courses

Intuition-Based: Short-term informal courses typically used for rehabilitating former child soldiers in post-conflict contexts.

Conviction-Based: Long-term formal courses that use accumulated content and appropriate pedagogy.

Evidence-Based: Formal courses using research evidence by intelligence community to influence policy and practice in preventing violent conflict, for national security.

2.2. Putting the Project in Context:

This is not just another project on teacher training and development. The focus on peace-building and prevention of violent conflict as an objective gives a new and important dimension to this project and the investment involved. The international literature indicates that violent conflict is the single-most destabilizing factor in the process of national development and achievement of the Sustainable Development Goals (SDGs)[6]. This is especially the case for countries in Africa and The Middle East. Violent conflict is also a key factor that adversely affects international security in the current era of terrorism and large-scale forced migration. On all these counts, high priority is now given to developing appropriate strategies and models for reducing violent conflict. This suggests that the present project should not be evaluated simply as a teacher education project for 6 countries in the Horn of Africa. The evaluation must put this project in its proper context, as an example of the type of strategic approach required to address violent conflict and help to build peace in countries that are prone to actual or latent violence/war.

The project must therefore be seen in terms of its contribution to the theory and ideology of peace-building and prevention of violent conflict. It also has implications for international development and achievement of the SDGs. Then we need to understand how this type of project affects the national development process in each of the target countries. In addition, there are implications for all the institutions involved with this project. This includes UNESCO-IICBA as implementing agency and JICA as the funding partner; as well as the teacher training institutions in the target countries. The project needs to be assessed in terms of all these different contexts to give a comprehensive picture of its prospects for bringing about change in a variety of ways. Context is also important for gauging the potential of the project to contribute to the growing arsenal of models for preventing violent conflict and building peace across countries and regions.

2.2.1. The Theoretical and Ideological Context:

It is premature to assess any contribution of this project to theoretical models for preventing violent conflict and building peace in affected countries. But, this evaluation outlines elements of the project that may constitute building blocks for such models. This concerns the underlying theory of change of the project. What is it about the project that leads us to assume that it can deliver on peace building, and how does it advance our understanding of the type of education programs that can lead to prevention of violent conflict?

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6   United Nations and World Bank. 2018. *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict.* Washington, DC. World Bank. Doi:10.1596/978-1-4648-1162-3

The first element of the project's theory of change concerns its location along the spectrum from intuition-based, through conviction-based, to evidence-based models. The project assumes that an intuition-based model will not be adequate for preventing violent conflict and building peace. Yet the project also seems to assume that efforts to help build peace and prevent violent conflict do not have to await a full-blown evidence-based model. This results in a conviction-based model for the project, which gives some insight into the effectiveness and efficiency of different models to help prevent violent conflict and build peace. Other elements of the project's theory of change are the assumption that targeting youths is critical as they are usually perpetrators and victims of violent conflict in many countries. The project also assumes that teachers help to prevent conflict and build peace; by teaching students and influencing the local communities. Finally, the project assumes that so-called Transformative Pedagogy is an effective tool for peace-building.

2.2.2. The International Development Context:

A recent publication argues that 2017 was one of the most violent years since the end of the Cold War. There was a total of 49 State-based armed conflicts around the world in 2017 (down from 53 in 2016); with so-called Islamic State active in 31% of these conflicts. In addition, there was a total of 82 non-State conflicts (up from 62 in 2016) around the world. The publication argues further that whilst the number of State-based conflicts has declined slightly:

> *" .... non-State conflicts and internationalized intra-State conflicts continue to challenge the international community's ability to achieve global peace."[7]*

For Africa, the most important conflict hot spots are the Sahel region, Horn of Africa, and Central Africa. Countries in these regions are characterized by active conflicts as well as latent conflict. For all such countries, the challenge is not only to work on reducing these on-going conflicts; but more significantly to work on preventing other conflicts from starting. This is the value of projects like the current one, that seek to build peace and prevent violent conflict in countries that are susceptible to violent conflict for various reasons.

Against this background, the move to design and implement this project on "education and peace building" in 6 African countries is appropriate, essential, and opportune. It reflects a welcome effort to address the growing global concern about the number, intensity, and protracted nature of violent conflicts/wars affecting countries in various parts of Africa and beyond. The available evidence indicates that these increasingly protracted conflicts impose devastating costs on countries in terms of damage to infrastructure, loss of lives and livelihoods, and dysfunctionality of social/economic institutions. Conflicts also require major investments for peace keeping, rehabilitation, and reconstruction, as part of the efforts by the international community to "restore normalcy" as a pre-requisite for investing in sustainable development. Conflicts have also now resulted in unprecedented internal/external population displacement, and the high costs this imposes on host communities; as well as the misery, impoverishment, and loss of human dignity suffered by displaced/refugee populations. In the long-term conflicts pose serious threats to economic growth, undermine hard-won development gains, and usurp much scarce resources that could be better invested in the development process.

2.2.3. The National Development Contexts:

The first point to note is that each of the project countries has on-going variations on the theme of peace, so this project should be treated as an add-on to the peace processes and activities that are already in progress in each country. The implication is that this evaluation should check for congruency and harmonization in the totality of peace efforts; and try to discern the various ways in which this new project may affect on-going peace processes and activities in each country.

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7   Kendra Dupuy and Siri Aas Rustad (2018). *Trends in Armed Conflict, 1946 – 2017*. Conflict Trends 05/2018. Peace Research Institute Oslo (PRIO).

Chart 2: National Development Contexts of the Project

Country	National Development Context
Eritrea	Potential benefit for a country with persistent tensions based on low-level conflicts as well as a long-term state of no-war / no-peace with its neighbor. This may well be a hostile environment for such a project, especially since it is managed from the neighboring country with which it has a peace stalemate.
Ethiopia	Positive addition for a country experiencing persistent political turmoil, with low levels of violent conflict erupting sporadically; and a prolonged state of no-war / no-peace with its neighbor. Risks involved are manageable and can be navigated with the cooperation of influential officials.
Kenya	An addition to peace-building and conflict prevention entities, structures, and institutions established in the wake of frequent ethnic-based conflicts and sporadic political violence. These existing provisions have also been designed to combat threats of terrorism from neighboring countries or refugee groups.
Somalia	A welcome intervention for a country still in the grips of violent conflict and low-level civil war. Many institutions are still fragile and need to be rebuilt. It is still a fragile environment for this type of project and involves risks that should be carefully assessed if there is to be meaningful uptake.
South Sudan	Ambitious intervention for a country locked in a protracted civil war. It can be a complement to peace-making and peace-keeping efforts; if/when these measures to achieve peace are put in place. Definite dangers and high risks for this type of project, but a way forward can be negotiated.
Uganda	Complements an existing strong desire for peace in a country that has been ravaged in the past by prolonged violence/war and brutal dictatorship. It is a welcome addition to the many peace building initiatives and programs

2.2.4. The Institutional Contexts:

This project represents an unusual lead role for UNESCO-IICBA as well as all the national teacher training and development institutions in participating countries. Normally teacher education is designed to respond to and facilitate implementation of programs in the education system.

Chart 3: Institutional Contexts of the Project

Institution	Institutional Context
UNESCO-IICBA	The project represents a new and challenging role for UNESCO-IICBA. It is not just about coordinating or strengthening teacher education in Africa. It is the new challenge of initiating a major innovation that positions teacher education as a potential contributor to prevention of violent conflict and a means of cultivating a culture of peace in countries/regions.
Teacher Training Colleges	This project is a shift from the usual work of these teacher colleges. They normally prepare teachers to respond to changes in the school system. In this case they are initiating the change and preparing teachers to take it into the schools and communities. The implications for sustainability need to be made clear and properly understood by those involved in the project.
JICA	As the Development Assistance arm of the Japanese Government, JICA is in a unique position to use the experience of this project as a contribution to the global quest to develop appropriate models for peace building and prevention of violent conflict. It can introduce this through global meetings and other fora where partners meet to discuss trends and set agendas.

3. Evaluating Project Concept and Design

This chapter takes a brief look at the main concepts in the project and the way they were used in the process of designing the project. It examines some of the assumptions underlying the project design and the strategic elements built into the design of the project.

3.1. Conceptual Components:

There are several key concepts that help to define this project, and they are critical in evaluating the potential outcomes and long-term impact of this investment in education for peace building. The core concepts of peace (peace-building) and education (teacher training and development) are largely taken for granted in the design of the project. They have not been defined or discussed to any appreciable extent, so the project assumes that these are not controversial concepts.

Other concepts such as training of trainers (ToT), sensitization, and cascading are discussed to some extent and do not therefore pose a challenge in interpretation. A central concept which should have been a key feature of project design does not get mentioned or discuss. This is the concept of mindset. In principle the purpose of the project is to change the mindset of youths, so they reject violent conflict and focus on peace-building. This concept of mindset remains implicit in the project design but does not feature in helping trainers and teachers understand the goal of their activities.

3.2. Basic Assumptions in Project Design:

The design of this project assumes that a culture of peace can be cultivated in a country through an education process that convinces and persuades young people to reject violent conflict as a way of dealing with tensions and disagreements. The focus on young people assumes that they are central to peace-building since they tend to be perpetrators as well as victims of violent conflict in society. Project design also seems to assume that the education process leading to peace can be rolled out into a system-wide movement with training of trainers. These trainers in turn will train teachers cadres of teachers, and this whole process can be cascaded to reach an increasing number of teachers. All of these assumptions may be valid but the design falls short by not engaging more explicitly with the concept of changing the mindset of young people as an objective of the project.

3.3. Strategic Elements of Project Design:

In terms of strategy the project is right to target youths as the focus for peace-building efforts, since the literature confirms that they should be treated as the main perpetrators of violent conflict as well as those who suffer most from the effects of such conflicts. The strategy used to target youths is to focus on secondary education which conforms to the age group concerned. But the project does not move into the secondary education system directly. Rather it uses the teacher education system to train teachers who in turn will teach these youths in the secondary schools. Project design takes account of the fact that the youth population are not all in school, and in some countries the majority may be out of school. Working through secondary school teachers therefore may not be a smart strategy in contexts where a high percentage of youths are out of school. The project therefore uses social media and other channels to reach young people with elements of peace-building education.

Another winning strategy of project design in the approach of making use of what exists in the system already, and what people are doing as a routine part of their professional work. Using existing provisions of teacher education for secondary school teachers is a key element of the good design demonstrated in this project.

Added to this is the notion of teachers as influencers of young people and the community in general, which suggests the project treats teachers as change agents within and beyond their classrooms.

Project design also makes a smart move in developing and using an appropriate pedagogy for teacher training and development. Transformative pedagogy is in line with best practice for achieving educational goals relating to areas such as democracy, empathy, equity, and peace. It is a pedagogy that requires to be enriched with a variety of teaching and learning materials, and project design has taken account of this factor. However, it has not been made clear is these TLMs have all been developed with a focus on the ways in which adolescents and youths learn.

4. Findings on Project Implementation

Planning by UNESCO-IICBA for implementation of this project was exemplary and involved clear sets of activities with the potential to support effective and efficient project implementation in different settings. Activities include: sensitization, training of trainers, provision of teaching and learning materials (TLMs), coaching in pedagogy, needs assessments, planning at national level, cascading of training, etc. Interviews with key participants from the countries and with project personnel from UNESCO-IICBA indicate that in general, planning for implementation of this project was comprehensive, thorough, and systematic. The evaluation concludes that meticulous attention was given to details and problems were anticipated; so probable solutions were readily applied when difficulties were encountered. But implementation did not always proceed as well as planned. Kenya, Uganda, and Ethiopia experienced smooth implementation processes in general; whereas there were implementation difficulties and setbacks in South Sudan, Somalia, and Eritrea. This reflects tensions with fragility and governance issues in some national settings.

4.1. Overview of Implementation Activities:

The specific measures and activities used to implement the project in the different countries are well documented as part of the internal evaluation process. This section gives an overview, to highlight the detailed and comprehensive planning that was carried out by UNESCO-IICBA and partners at the country level to improve the chances for successful project implementation.

Chart 4: Overview of Project Implementation Activities

Implementation Activities	Location and Dates
Planning/Briefing Meeting(s)	Kenya (04/2017); Ethiopia (06/2017);
Needs Assessment Exercise	All Project Countries (07/2017 – 01/2018)
Study Tour Prep & Execution	Japan (06/2017 – 08/2017)
Transformative Pedagogy	Ethiopia (06/2017 – 10/2017)
Training of Trainers (ToT)	Uganda (09/2017); Ethiopia (11/2017); Kenya (12/2017); Somalia (12/2017); South Sudan (01/2018)
Cascading Training	Uganda (11/2017); Somalia (02/2018); Ethiopia (02/2018 – 04/2018); Kenya (04/2018 – 05/2018); South Sudan (04/2018)
Policy Dialogue	Uganda (03/2018); South Sudan (05/2018); Kenya (05/2018); Somalia (04/2018); Ethiopia (05/2018); Regional (05/2018)
Advocacy Videos/Campaigns	Regional ----- throughout

4.2. Macro-Analysis of Project Implementation:

The above overview of implementation activities remains specific to what was done during the project. It requires a much wider context to assess the extent to which the project has been adequately supported (or not) for successful implementation. This calls for a macro-analysis that positions the project within a broad context of what it takes for such projects to be successfully implemented. The literature suggests that there are three sets of drivers that help to facilitate successful implementation[8] of an innovative project or intervention. This project can be reviewed in line with these drivers to assess performance with implementation in the target countries.

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8   Dean L Fixsen, Kara A. Blasé, Sandra F. Naoom, and Michelle A. Duda (2015). Implementation Drivers: Assessing Best Practices, 2013 – 2015. V 5/2015. National Implementation Science Network, University of North Carolina. http://nirn.fpg.unc.edu

The first set of drivers concerns competency as a requirement for successful implementation. The important dimensions of competency include the selection, training, and coaching of project implementation personnel. The second driver is organization and highlights the need to be able to intervene effectively in the system for successful implementation of a project. It also points to requirements for an administrative set up that can facilitate (or is not hostile to) implementation. This driver also calls for availability of a data system that can support decision making in the process of implementing the project. The third driver for successful implementation is leadership. In each country, it is essential for a project to have not only technical leadership but also an adaptive leadership that can respond adequately to unforeseen challenges and problems. The leadership should also be capable of steering a path through the bureaucracy for successful implementation of the project. These three drivers required for successful implementation of a project are outlined below, with their main components (Chart 5).

Chart 5: The 3 Drivers of Successful Project Implementation

Competency Drivers	Organization Drivers	Leadership Drivers
Selection	Systems Intervention	Technical
Training	Facilitative Administration	Bureaucratic
Coaching	Decision Support Data System	Adaptive

4.3. Competency Drivers for Implementation:

Chart 6: Overview of Competency Drivers by Project Country

Country	Selection	Training	Coaching
Eritrea	Proxy representation	Limited to first 4 events	Was not possible
Ethiopia	Appropriate Choice	Full Participation	Adequate Support
Kenya	Appropriate Choice	Full Participation	Adequate Support
Somalia	Appropriate Choice	Full Participation	Adequate Support
South Sudan	Appropriate Choice	Full Participation	Adequate Support
Uganda	Appropriate Choice	Full Participation	Adequate Support
UNESCO-IICBA	Quality Project Team	Lead Participation	Provided Support

The chart indicates that apart from Eritrea, the project was successful with the selection, training, and coaching of personnel involved in the implementation process. This reflects the collaborative nature of the planning process and persistent efforts by UNESCO-IICBA to bring all country teams on board and ensure that they are fully prepared for successful project implementation. As part of the evaluation process, field visits were used to corroborate evidence from UNESCO-IICBA on how country teams were selected, trained, and coached for successful design, implementation, and consolidation of this project.

Interviews during field visits confirmed that an initial selection process in each of the participating countries resulted in project teams drawn from: Ministry of Education officials; representatives of Teacher Training Colleges; and officials from UNESCO National Commissions. These teams had initial training by participating in project design/planning meetings in Nairobi (26-27 April 2017) and Addis Ababa (7-8 June 2017). These meetings were used to share information on the content of the project and to promote country ownership starting with the design and planning process. It was also confirmed that teams benefited further from training and coaching by UNESCO-IICBA, as they planned and carried out assessment studies on key issues and challenges relating to peace education and teacher training in their respective countries.

In general, views expressed to the evaluators during field visits indicated that the participatory approach adopted by UNESCO-IICBA in leading the project was an effective and fruitful strategy. It helped to get all country teams on the same page with common principles and shared standards for implementing the project. The view was also expressed that the participatory approach and the assessment studies were very valuable for shared understanding of likely constraints and potential challenges; and for development of the project training guide.

Beyond the initial team selection, each participating country nominated the most experienced and knowledgeable officials from their initial team to participate in the study tour hosted by the Government of Japan. This was effectively a selection of country leadership for the project, and UNESCO-IICBA insisted that these nominated officials (who participated in the study tour) should be the lead participants in all project planning and execution activities. On return from the study tour in Japan these officials led their country teams in finalizing the teacher guides and activity kits before attending the Training of Trainers workshop in Entebbe (4-8 September 2017). They then embarked on policy dialogues with key stakeholders and advocacy activities in each of their respective countries.

Based on the above field encounters the evaluators conclude that participating countries made appropriate choices in selecting officials for the project, and that training was provided though full participation of these officials in the design and planning processes for implementation of the project. Adequate support was also provided by way of coaching and quality assurance from the UNESCO-IICBA project team. In general, therefore, the participating countries and UNESCO-IICBA successfully put in place an effective set of "competency drivers" for project implementation.

4.4. Organization Drivers for Implementation:

Chart 7: Overview of Organization Drivers by Project Country

Country	Systems Intervention	Facilitative Admin.	Support Data System
Eritrea	Not Effected	Not Successful	Unknown
Ethiopia	In Teacher Colleges	Mainly Facilitative	Available and used
Kenya	In Teacher Colleges	Mainly Facilitative	Available and used
Somalia	In Teacher Colleges	Mainly Facilitative	Available and used
South Sudan	In Teacher Colleges	Mainly Facilitative	Available and used
Uganda	In Teacher Colleges	Mainly Facilitative	Available and used

The environment in Eritrea was not supportive for implementing the project and participation by Eritrea had to be discontinued after repeated efforts by UNESCO-IICBA to seek the involvement of key officials failed. In all other project countries, it was possible to locate the project in such a way that it could be supported through existing mechanisms. It was also possible to make use of data already available within the system, as required. The project had to use its own resources to facilitate implementation at this initial stage, and lack of resources did prove to be an obstacle in some settings (South Sudan, Somalia). However, by locating the project within the existing structures and systems, the chances for sustainability have been increased in project countries.

Interviews during field visits by the evaluators confirmed that the strategy for locating the project within existing systems/mechanisms was the best that could be proposed within the constraints of time and resources that characterize the project. Team members in Kenya, South Sudan, and Uganda pointed out that for a one-year project with limited finances, the most feasible way to reach the high number of teachers envisaged was to locate the project in the colleges where the teachers are being trained. Also, since the ultimate target was the adolescent/youth population, it was best to locate the project in those colleges where secondary school teachers are trained in both pre-service and in-service programmes to service this population.

So, in Uganda the project was anchored in two National Teachers Colleges, viz: Unyama Teachers College in the Northern Region; and Kaliro National Teachers College in the Eastern Province. In the case of Kenya, the project was anchored in three Teachers Colleges: Kibabii TTC, Lugari TTC, and Kagumo TTC. The evaluators confirmed that such teacher colleges were vital nodes in the education system of each country. This has two main implications for the resilience and impact of the project. First, it means that peace education can reach an ever-widening target group as the training cascades from these teacher training colleges to other colleges and to the secondary schools (through trained teachers) as well as to local communities. The second implication is that peace education can be promoted in perpetuity as successive waves of teachers are trained in the teacher colleges and sent out to the schools.

Based on the above, the evaluators conclude that by anchoring the project in teacher colleges, the country teams and UNESCO-IICBA have succeeded in enhancing the organization drivers for implementation of the project. The project can readily be spread throughout the education system by cascade training of teacher educators and secondary school teachers. The project has also been put on a sustainable and resilient platform to support peace education in perpetuity.

4.5. Leadership Drivers for Implementation:

Chart 8: Overview of Leadership Drivers by Project Country

Country	Technical	Bureaucratic	Adaptive
Eritrea	No Leadership	No Leadership	No Leadership
Ethiopia	Project Team Leader	Project Team leader	Project Team Leader
Kenya	Project Team Leader	Project Team Leader	Project Team Leader
Somalia	Project Team Leader	Project Team Leader	Project Team Leader
South Sudan	Project Team Leader	Project Team Leader	Project Team Leader
Uganda	Project Team Leader	Project Team Leader	Project Team Leader
UNESCO-IICBA	Project Coordinator	Project Coordinator	Project Coordinator

Competent team leaders and coordinators were identified and were able to provide technical as well as bureaucratic leadership for project implementation. In the case of adaptive leadership, the project had to rely greatly on the UNESCO-IICBA experts for direction and support to deal with emerging problems. In addition, key experts from the UNESCO National Commission in each country provided support and helped to address emerging problems facing the project.

5. Evaluation of Project Consolidation

This project is not a stand-alone activity. It is intended to be integrated into national systems, so it needs to be mainstreamed and consolidated into the existing system in a sustainable manner. The process of consolidation depends on: the level of uptake of the project, buy-in from political leadership, and the extent to which essential elements of the project are successfully integrated into existing institutions, systems, programs, budgets and practices of the country. Efforts were made to consolidate key elements of this project in each of the target countries. The results achieved have been mixed so far but can be described as promising for most of the countries.

In Kenya for instance the project used the existing Amani (Peace) Club Guidelines to establish new "Peace Clubs" in Kibabii and Kagumo TTCs, as well as in St. Patrick Kamukungi Girls Secondary and St. Mary's Boys Secondary schools. The evaluators were able to verify that these peace clubs have now become fully operational and engaged in community work such as tree planting and cleaning of the local markets, whilst sharing peace messages. These activities were described as involving extensive use and popularization of slogans and songs pertaining to peace and love.

Another aspect of consolidation reported to the evaluators involves integrating the project's "Transformative Pedagogy" into the existing teacher training curriculum. Teachers were trained in the use of this pedagogy and encouraged to develop lesson plans that reflect peace education in their various subject areas. The evaluators also found out that teachers were encouraged to map out areas in which the theme of peace education can be mainstreamed into co-curricular activities and events such as sports, prize-giving, and cultural shows. However, such efforts had not yet evolved to the point where they could be evaluated as project outputs or outcomes.

5.1. Project Uptake at Country Level:

In specific terms the starting point for consolidation of this type of project is the extent to which it is taken up at the country level. Project uptake is therefore critical element in determining if the goal of making peace education an integral part of national systems will be achieved. The evaluators confirmed that the strategy used on the ground in each project country was to involve influential officials from key decision centers in implementing the project. Specifically, a senior Ministry of Education official was designated as the lead for managing project implementation; whilst the project itself was located within a major teacher training institution. The evaluators assess this strategy as an intuitively smart move that provides the best opportunity for project uptake in each country (as shown in Chart 9). For one thing, the Ministry of Education has control over the curriculum through which peace education can be brought to adolescents and youths by teachers trained in the discipline. Involvement of a senior Ministry of Education official in a lead role therefore gives a good chance for meaningful uptake of the project. Similarly, since the project seeks to use teacher education as a vehicle for spreading peace education nationwide, it would be best for the project to be based in one of the major teacher colleges.

Chart 9: Overview of Uptake Interventions by Project Country

Country	Interventions Made	Outcomes Achieved
Eritrea	Efforts to channel support through UNESCO National Commission.	The project stalled after initial phase of acceptance and commencement.
Ethiopia	Senior Ministry Official as lead and project Located in teacher college	Some anecdotal evidence of project outputs visible in selected colleges.
Kenya	Senior Ministry Official designated as lead, and the project located in secondary teachers' colleges.	Some anecdotal evidence of project outputs visible in selected colleges, schools and communities.
Somalia	Senior Ministry Official designated as lead, and the project located in secondary teachers' colleges.	Some anecdotal evidence of project outputs visible in selected colleges.
South Sudan	Senior Ministry Official designated as lead, and the project located in secondary teachers' colleges.	Some anecdotal evidence of project outputs visible in selected colleges.
Uganda	Senior Ministry Official designated as lead, and the project located in secondary teachers' colleges.	Some anecdotal evidence of project outputs visible in selected colleges

Whilst the project uptake strategy was a smart one with good potential for success, it was too early for the evaluators to gauge the level of project uptake beyond some anecdotal evidence that outputs of the project (peace songs, poems) were taking roots in selected teacher colleges.

5.2. Winning over Leadership at Country Level:

Beyond the simple uptake of the project, consolidation requires that influential leaders are won over to provide continuous support and help advance the goals of the project within the system. One aspect of the strategy adopted by the project for winning over influential leaders appears to focus on high profile engagement of these key individuals in high profile events organized around the project. For instance, key individuals in each country were included in the study tour to Japan. Another example is that project activities started in Uganda with a ***National Policy Dialogue*** that facilitated interactions between ***key individuals*** from: Ministry of Education, Heads of Teacher Colleges, senior secondary school educators, and senior officials from international agencies, as well as ***the Japanese Ambassador to Uganda***. This approach is not unique to the peace project. It is indeed a proven strategy for raising the profile of any project at the country level. As such it may end up being an overused strategy that has superficial value in showing off a project rather than winning genuine and sustainable support from the national leadership. Field observations and discussions suggest that interest and support from key individuals is evident. But there is no evidence (as yet) of sustainable quality support that can enable the peace project to thrive in the face of growing competition from many other projects that are jockeying for priority attention.

Chart 10: Overview of Leadership Involvement by Project Country

Country	Interventions Made	Outcomes Achieved
Eritrea	Efforts were initiated mainly through UNESCO National Commission.	Difficulty in getting buy-in from the political leadership.
Ethiopia	Involved key officials in high profile meetings and study tour to Japan.	Full political leadership participation so far, but question of sustainability.
Kenya	Involved key officials in high profile meetings and study tour to Japan.	Full political leadership participation so far, but question of sustainability.
Somalia	Involved key officials in high profile meetings and study tour to Japan.	Full political leadership participation so far, but question of sustainability.
South Sudan	Involved key officials in high profile meetings and study tour to Japan.	Full political leadership participation so far, but question of sustainability.
Uganda	Involved key officials in high profile meetings and study tour to Japan.	Full political leadership participation so far, but question of sustainability.

5.3. Integrating into Existing Systems:

The ultimate indicator of successful consolidation is the integration of key elements of the project into the existing system, which is usually described as successful mainstreaming of a project. In the case of the peace education project this element of consolidation was built into the design and execution of the project. The project was not designed as a stand-alone set of activities that would later need to be integrated into the education system. From the outset the project was located and anchored within key institutions of the existing system, especially the institutions dealing with teacher education and the national curriculum. As such, execution of the project involved using existing expert personnel, material resources, and organizational structures, as well as operational rules and regulations of the host institutions such as Teacher Colleges and Ministries of Education.

This means that whilst execution of the peace project involved investing new knowledge and additional financial resources in beneficiary countries; it also entailed that the project had to conform to the realities of life in the key institutions where the project was located and anchored. In this sense, the evaluators concluded it is inevitable for the peace project to be an integral part of the existing education system …. It was designed as part of the system!

Chart 11: Overview of Integration Interventions by Project Country

Country	Interventions Made	Outcomes Achieved
Eritrea		Integration was not possible.
Ethiopia	Anchored in Ministry of Education and selected teachers' colleges.	Integration in the system inevitable, unless the project fails and fades.
Kenya	Anchored in the Teacher Education Department at Ministry of Education and in Teachers' Colleges as well as Secondary Schools + communities.	Integration in the system inevitable, unless the project fails and fades.
Somalia	Anchored in Ministry of Education and selected teachers' colleges.	Integration in the system inevitable, unless the project fails and fades.
South Sudan	Anchored in Ministry of Education and selected teachers' colleges.	Integration in the system inevitable, unless the project fails and fades.
Uganda	Anchored in the Teacher Education Department at Ministry of Education and in Teachers' Colleges, as well as integrated in teaching methodology.	Integration in the system inevitable, unless the project fails and fades.
UNESCO-IICBA	Project designed to be implemented within key institutions and national education structures.	Integration in the system inevitable, unless the project fails and fades.

5.4. Mainstreaming and Sustainability:

The evaluators tried to look beyond mainstreaming to the issue of sustainability of the project in the context of the beneficiary countries. Anecdotal evidence for successful mainstreaming was encouraging for all countries, apart from Eritrea. But there are at least three risk factors for how sustainable peace education would be in these countries. The evaluators did some speculative analysis of each of these factors to highlight issues that may be addressed later for sustainability.

The first risk factor is that successful mainstreaming and acclaim of a project sometimes leads to a form of benign neglect that weakens the original purpose of the project. The American educator Jerome Brunner once remarked that acclaim is difficult to cope with, especially if you have serious business in mind; *"for, once something has been acclaimed, it can then be ignored in a very noble way!"* Everyone is for peace, love, and happiness; so, it may get to a stage when people begin to feel there is no point in going on about it in schools and colleges. This type of benign neglect may well have been the fate of once highly acclaimed programmes on population education, or family life education. It is necessary to guard against this fate for peace education.

The second risk factor is that peace education can become routinized over time, to end up as just another subject or education topic that features in examinations at college and school levels. A common weakness in education systems is that what is taught in schools does not translate readily into the everyday realities of learners. Peace education might not necessarily lead to the expected change in mindsets of adolescents and youths. Peace education can therefore become routinized as a college/school subject that is important for gaining teacher qualifications and for passing school examinations. Steps should be taken to safeguard peace education from this risk.

A third risk factor is simply that peace education may hold less priority in times of escalating violence or intense emergencies, when affected populations simply cannot afford the time and resources required for peace education. But, paradoxically, the relief at the end of violent conflict can also make peace education appear a superfluous reminder of the bad times. It would be instructive to monitor current developments in Ethiopia, Eritrea and South Sudan following their recent breakthrough to peace declarations and all the associated positive dividends. In these circumstances, will peace education (with its passive focus on changing mindsets) still hold the same importance or urgency for the young people of Ethiopia, Eritrea, and South Sudan?

Chart 12: Sustainability of Mainstreaming Interventions by Project Country

Country	Interventions Made	Outcomes Achieved
Eritrea		
Ethiopia	Transformative Pedagogy and Peace Education messages mainstreamed into various subject areas as well as in several co-curricular activities	Project sustainability and resilience very likely to be assured.
Kenya	Transformative Pedagogy and Peace Education messages mainstreamed into various subject areas as well as in several co-curricular activities	Project sustainability and resilience very likely to be assured.
Somalia	Transformative Pedagogy and Peace Education messages mainstreamed into various subject areas as well as in several co-curricular activities	Project sustainability and resilience very likely to be assured.
South Sudan	Transformative Pedagogy and Peace Education messages mainstreamed into various subject areas as well as in several co-curricular activities	Project sustainability and resilience very likely to be assured.
Uganda	Transformative Pedagogy and Peace Education messages mainstreamed into various subject areas as well as in several co-curricular activities	Project sustainability and resilience very likely to be assured.
UNESCO-IICBA	Provided all required teaching and learning materials (TLMs) as well as Monitoring and Evaluation tools.	Projected outcomes and impact of the project likely to be achieved.

6. General Findings and Tentative Conclusions

This chapter provides a summary outline of the main findings of the evaluation. It also highlights the tentative conclusions for a project that should still be considered as "work in progress".

6.1. Project Conceptualization:

In general, this project was well conceived with the central idea being that training teachers of secondary school youngsters is a powerful way of facilitating education that helps to change the mindsets of young people. This is treated as the key for building peace and rejecting violent conflict in the attitudes and behaviors of adolescents and youths, who are typically seen as the main perpetrators as well as the most-affected victims of violent conflict. Peace-building is rightly portrayed in the project as a long-term and "passive" process that seeks to influence changes in mindsets; rather than the more active processes (e.g. peace-enforcement; peace-keeping) that seek to intervene directly in conflict situations. But the project does not make this conceptual distinction sufficiently clear in the design process. As such it does not adequately consider peace processes that are already on-going in each of the 6 countries. This would have enabled the project to explore prospects for dove-tailing with on-going peace efforts, especially in Somalia and South Sudan. Such efforts could help to build design synergies; assuming the linkages between the project and on-going peace efforts could be identified and utilized.

The concept of education is also rightly interpreted in the project as a process that facilitates change in mindsets of young people, by influencing their beliefs, attitudes, values, and behaviors when dealing with conflict situations. To its credit, the project does not take the link between education and change in mindset for granted. Rather it seeks out the most appropriate pedagogy that would enhance the possibilities of education changing the mindset of youngsters. This does not amount to using an evidence-based approach to education for peace-building. It has more to do with the probability that transformative pedagogy has a better chance than didactic teaching and learning, to influence the beliefs, attitudes, values, and behaviors of adolescents and youths. This nuanced nature of the pedagogy chosen to build peace through education is not reflected in the design of the project. As such there is a misleading sense of certainty about the assumption that transformative pedagogy leads to change in mindset for peace-building. In fairness though, it would have been difficult to advocate for a project based on a nuanced pedagogical narrative.

6.2. Design of the Project:

The design of the project involves a series of core strategies and activities which are linked by a chain of key assumptions. It starts with a core strategy of training teachers of secondary school aged adolescents and youths (young people) to execute the type of education that can lead to peace-building. Project design assumes that this can best be done through teacher training and development. This in turn is facilitated by training of trainers who can implement such training in the teacher colleges. Another core strategy in project design uses a process of cascading to spread this training and create a growing capacity for countries to implement the project of using education to prevent violent conflict and build peace. So, at one level, the central concern and goal of the project is to facilitate peace-building through education that can **change the mindset of young people**. At another level the design makes it inevitable that this goal is several stages removed from the project's core strategies of: training of trainers, training of teachers, and cascading of such training. The resulting design pathway (Figure 3) has a weakness in what could go wrong along its different strands to reduce effectiveness in changing the mindset of young people and move them towards rejecting violent conflict and embracing peace-building.

Figure 4: Design of Pathways for Changing Mindset Towards Peace-Building

Training of Trainers (ToT)

Training of Secondary
School Level Teachers

Changes
in Youth
Mindset

Cascading the Training to
Increase Capacity
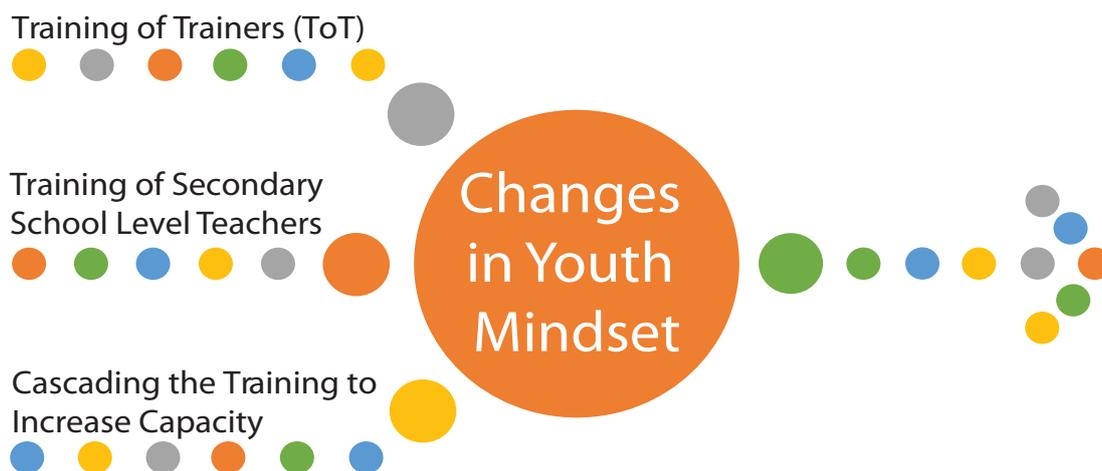
From a design perspective this pathway represents a weakness in terms of the multiple points at which things can go wrong with effective implementation of the project; increasing the risk of not achieving its core goal. But the design pathway also reflects a unique strength by building on the mandate and comparative advantage of UNESCO-IICBA as an implementation agency that is in the business of providing support for teacher education in Africa. An agency should operate within its mandate and play to its comparative advantage. Besides, by anchoring the project in teacher education UNESCO-IICBA has enhanced the chances of changing the mindset of young people in perpetuity, as successive cohorts of teachers are being trained to accomplish this task!

6.3. Project Implementation:

As a conviction-based project this has been well designed and supported with appropriate forms of content, pedagogy, learning materials, and skills training. Implementation of the project was relatively well planned and efficiently executed, considering the constraint in different countries as well as the restrictions of time and budget of the project itself.

6.4. Activities and Outputs of the Project:

The evaluation concluded that the processes and activities used in the project were relevant and appropriate to facilitate successful implementation and consolidation at the country level. Some of the outputs from this implementation process include the following:

- 6,200 pre and in-service secondary-school teachers trained across Ethiopia, Kenya, Somalia, South Sudan and Uganda

- 5 country-level needs assessment that identify local context challenges and opportunities

- 2 teacher resources for training and classroom practice free to use

- +150,000 reached through advocacy videos and advocacy campaigns

- Training by education and peace experts in Japan for 18 African ministry officials, policy makers and secondary-school teachers by professors, education officials, parliament members and teachers

- 7 Policy dialogues with diverse stakeholders including education policy makers, trainers, teachers and youth (6 at local level and 1 at regional level)

- 6 data-driven policy briefs to encourage the integration of peace-building at the secondary school level.

These are concrete outputs that reflect the intense level of planning, guidance, support, and overall back-stopping provided by UNESCO-IICBA as country teams worked on implementing their plans for using teacher training and development to facilitate peace-building.

6.5. Consolidation of the Project:

Before a project can be evaluated for outcomes, results, and impact, it needs to morph into being part of the standard or regular practice of the system. This is what is meant by mainstreaming, and it is a strategy for consolidating the project elements into the existing system in a sustainable manner. On this basis the consultants explored issues of: up-take and local ownership, buy-in from key authority figures, as well as integration of project elements into the existing education system. These issues include whether: the project is treated as a stand-alone innovation that operates outside of accepted practices in the system; key project elements are being successfully integrated into existing systems (e.g. new content in the teacher education curriculum); and if these things are happening in all project countries or only in some of them.

7. Prospects for the Project

UNESCO-IICBA claims that the intention for this project has always been to establish it as part of the teacher education programs in each country and to ensure that it is sustainable. This requires certain enablers as well as safeguards. The issue then is what are the prospects for this project beyond the limited time and restricted financing that characterized this current phase of design, implementation, and consolidation in the 6 target countries?

7.1. Project Enablers:

This project will survive and prosper only if it can be meaningfully embedded in teacher education institutions in the countries concerned. These institutions are ubiquitous and perennial in Africa. They tend to endure in times of violent conflict as well as in peaceful times, so the prospects are generally favorable for such a project if there is genuine uptake by these existing institutions.

An important enabler for this type of project is to invest more systematically and intensively in teacher education to support the role of teachers as catalysts for peace building and prevention of violent conflict. This will happen not only through teaching young people in schools, but also by teachers exercising their considerable influence on local communities and spreading the word on peace building via the increasingly ubiquitous social media. The project provides an additional and consequential reason for investing in teacher education.

As an enabler for this type of consequential project, development agencies can be persuaded to allocate a small percentage of all aid to a country to the business of teacher education and peace building. This will serve as a "development insurance" against the vagaries of violent conflict.

7.2. Project Safeguards:

A major risk with this type of project is that it can become routinized. Like many others before it the project may get to be treated as just another requirement for gaining a teaching qualification. When there is a crisis such programs tend to have vitality and special importance. But this tends to fade over time, as the sense of urgency retreats with the end of the crisis. This has been the fate of courses/programs designed to address pandemics such as HIV/AIDS, Cholera and Ebola.

Another risk is that political leaders who need to be convinced and embrace this project as the key to peaceful development of their countries, may see it as just another project in the plethora of initiatives clamoring for high level attention and ultimately for budget allocation.

8. Main Recommendations

It is important that UNESCO-IICBA does not under-estimate the value and significance of this project. It may represent a critical contribution to the global search for strategies to deal with the violent conflicts that threaten peace and stability in many countries and regions. This is a problem that undermines economic growth, thwarts development gains, and usurps vital investments. So, the first recommendation is to shift the discourse around this project from teacher training and development for peace-building. Instead, the discourse should be around the project as a major contributing model for addressing violent conflict and cultivating a culture of peace amongst adolescents and youths in society. This raises the status of the project from another innovative teacher education initiative, to a more profound model that helps to address a major challenge in development and achievement of the Sustainable Development Goals (SDGs).

To balance this, the second recommendation is to avoid naivety and "innocence" in making the case for support to this type of project. Violent conflicts will not necessarily end, and peace will not prevail; simply because teachers talk about it and offer courses in preventing violent conflict. This type of naivety can detract from the value and significance of the project. Advocates for this type of project must therefore base their arguments on as much evidence as can be garnered on the efficacy of the model in different implementation contexts. This is much better than relying on grand pronouncements and hyped statements that quote workshop resolutions or mandates of agencies. Such arguments reflect a reliance on intuition and personal conviction, which are not the best basis for making major financial investments in risky innovative projects.

The third general recommendation is that those who believe in this project must not equate the objectives of peace-building and conflict prevention with passivity. These objectives cannot be achieved simply through teaching and provision of learning materials to a captive clientele of young people in schools. It may be necessary to use more aggressive methods to counter the type of propaganda that seeks to spread hatred and violence in society. Advocates may also have to join the fray in the marketplace of persuasive public opinion that shapes the beliefs, attitudes, values, and behavior of adolescents and youths; in school as well as out of school.

Against the background of these three broad and general recommendations, some measures are being recommended to help continue the project, strengthen it and ultimately transform it to a more robust model for preventing conflict and building peace in society.

8.1. Measures to Continue the Project:

UNESCO-IICBA should advocate for countries and their development partners to invest more intensively in teacher training and development to support the role of teachers as catalysts for peace building and prevention of violent conflict. Teachers can play this role not only through teaching young people in schools, but also by exercising their considerable influence on their local communities and spreading the word on peace building via social media.

UNESCO-IICBA should seize emerging opportunities for continuing with the project. It should now revisit Eritrea to (re)establish the project with supplementary funds, treating it as part of the "peace dividend" gained from the recent peace (peace-making) between Ethiopia and Eritrea.

Project countries should be encouraged to establish a sense of continuity by using teacher education as a permanent anchor for cultivating a climate of peace and eliminating violent conflict in Africa.

Countries should continue to integrate "peace education" into compulsory cross-cutting areas of the school curriculum, such as social/cultural studies.

UNESCO-IICBA should work with countries to build an extensive catalogue of teaching/learning materials relating to education for peace-building and prevention of violent conflict.

UNESCO-IICBA should work with countries to increase the use of peace clubs and similar outlets where adolescents and youths can engage in peace-building and conflict prevention learning in settings that are different from the formal school.

8.2. Measures to Strengthen the Project:

Advocates for this type of project should shift the focus from "peace-building" to cultivating a climate and culture of peace for the youthful population. There are no edifices being built, but seeds of peace are being planted (broadcast method) and the ground is being made more fertile with nutrients of teaching and learning materials. The hope is that this process of cultivation will nurture resilient seedlings and plants for conflict prevention. Semantics matters, and the project should be about cultivating peace and preventing violent conflict, not peace building.

In countries that have experienced prolonged civil conflict and violence, consideration should be given to building "monuments to peace" and use them as learning centers – as in Hiroshima – so the focus of peace education can transcend formal education institutions.

UNESCO-IICBA should work with countries to improve and sharpen the targeting of adolescents and youths with conflict prevention and peace cultivation programs. This can be done by defining a credible strategy for popularizing conflict prevention measures (e.g. through social media).

Design peace-education programs that are more evidence-based, in line with the latest science of cognition and socio-psychological influences on behavior and implications for security.

8.3. Measures to Transform the Project:

Shift the project progressively from intuition-based and conviction-oriented programming to scientific evidence from the behavioral sciences that justifies the content and pedagogy used for programming to prevent conflict and cultivate peace. Central to this is the concept of changing the mindset of young people. This should eventually be the main indicator for measuring success of this type of project.

Transform the project from perpetual reliance on project funding to a beneficiary of regular sector financing. Development financing agencies can be persuaded to allocate a percentage of development aid to a country in support of programs on teacher education and peace cultivation. UNESCO-IICBA should mount a campaign in conjunction with other development partners, around the idea that education sector investments for cultivating peace and preventing violent conflict can help to avert high costs of peace-making, peace-enforcement, and peace-keeping.

In addition to the focus on secondary schools and teachers, the project must make more intensive use of social media to reach the youthful population.

UNESCO-IICBA should encourage trained teachers to provide leadership by providing the right platforms, incentives, and capacity for "Teacher Blogs" on education for peace-building.

9. Re-Visiting Education and Peace-Building

This evaluation has concluded that one of the most important changes that can be made to the project is to reposition and rebrand it as a model with great potential to contribute to the global challenge of preventing violent conflicts around the world. The main value of this project seems to be in its potential to cultivate an all-pervasive culture of peace. It should intensify and further extend this aspect as well as increasingly anchor it in the fabric of national education systems.

9.1. Education as a Peace-Building Tool:

To extend the concept of education as a peace-building tool, the project should encourage some post-conflict countries to build "monuments" to peace and use them as learning centers – as in Hiroshima – so the focus of peace education can transcend formal education institutions.

Using teacher education as a permanent anchor for cultivating a climate of peace and eliminating violent conflict in African countries.

9.2. Peace as an Outcome of Education:

UNESCO-IICBA should solicit funds to help countries develop an extensive catalogue of teaching and learning materials relating to education for peace-building.

As a partner, UNESCO-IICBA should work with other agencies to support the design of quality peace-education programs that are more evidence-based, in line with the latest science of cognition and socio-psychological influences on behavior and implications for security.

Along these lines, UNESCO-IICBA should facilitate a progressive shift from intuition-based and conviction-oriented programming to scientific and evidence-based programming that supports education for peace-building.

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Draft Evaluation Report

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4 QUALITY EDUCATION

Sustainable
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