CASE STUDY NO. 6
The Observatory of Aid Practice in Chad

Case Study Summary

This case study examines an innovative learning process making measurable improvements in the quality of assistance. The collective learning cycle structures the Observatory’s work – firstly analysing the context and identifying areas for improvement, secondly developing context-specific solutions, and thirdly promoting those solutions and facilitating change.

The case study highlights how the Observatory has worked to overcome challenges to collective learning to support innovative thinking and innovation capture at field level. This means that evaluation does not only result in incremental improvements, but may also result in completely new practice. The Observatory also provides ongoing support to institutions so that recommendations can be developed into realistic plans for action and effect change.

Multi-disciplinary teams of experts conduct action-research missions in the field but the central innovation lies in the Observatory’s continual presence in-country, accompanying actors to turn knowledge into action. The Observatory also seeks to recognize and promote innovation amongst other actors. The innovation is one of process, enhancing the ability for agencies to learn and adapt, but by bringing these tools to the field the innovation is also one of paradigm, in that there is a change in the underlying mental and structural model of the collective learning process.

Implementing agency
Groupe URD
(Urgence - Réhabilitation - Développement)

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Location of programme
Chad
(Ndjamena, Abéché and Eastern Chad)

Time period
March 2009 onwards

Estimated expenditure
€400,000 to date

Estimated Beneficiaries
200 humanitarian staff*

*From UN agencies, the Red Cross and Red Crescent movement, international and national NGOs, technical staff from Chadian ministries
Background Information and Rationale for Innovation

Rationale for a pilot in Chad

After the experiences in Malawi and Afghanistan, why Chad? What was Groupe URD’s rationale for deciding to set up an Observatory of Aid Practices in Chad? Assessment of the humanitarian context in 2008 highlighted a number of factors which made improving the quality of aid particularly difficult, and an Observatory was deemed to be potentially relevant. The situation in Eastern Chad was (and still is) highly complex; chronic poverty and poor governance, combined with humanitarian needs caused by the influx of Sudanese refugees from Darfur, and the internal displacement of Chadians affected by violent conflict.

As is often the case with innovation, Groupe URD has not been alone in recognising the difficulties in effecting real change through a collective learning process with aid agencies, and in analysing possible solutions to this problem. The Observatory builds on past experience; in 1999-2000 ALNAP developed and tested out the concept of the Learning Support Office in Malawi, and Groupe URD set up a similar structure in Afghanistan (2001-2009). From 1999-2001 the Groupe URD also led the Mitch Taskforce, which involved the same team of experts conducting iterative real-time evaluations in the field, making recommendations, and then returning to re-evaluate and measure progress at each subsequent visit. Iterative evaluations were also conducted in Kosovo, Tsunami affected areas, and Afghanistan. However, key learning showed that continued presence in-country was indeed useful, and that providing support to organisations to help put recommendations into practice was essential in making evaluations truly effective. The Observatory of Aid Practices in Chad, which took form conceptually in 2008, is the continuation of these efforts to innovate in learning mechanisms.

The conflict between the Chadian government and armed opposition groups, with ongoing incursions and fighting on Chadian territory, not only continues to put populations at risk but
also makes it difficult for humanitarian NGOs and UN agencies to adopt a coherent standpoint with regards to national authorities, as well as to the UN force (MINURCAT), whilst respecting the humanitarian principles of neutrality and independence.

The humanitarian response has been as complex as the crisis itself. Prior to 2003, a small number of development organisations were already working in Eastern Chad. They now work alongside the humanitarian NGOs and UN agencies, with varying degrees of coordination, cooperation and information sharing, in an environment which has undoubtedly changed enormously. Post-2003, a large number of humanitarian organisations began implementing projects for (primarily) refugees and IDPs. Since 2003 UNHCR has led sectoral coordination meetings for the refugee camps, whilst the cluster system, under OCHA, has been rolled out and operational in Chad since spring 2007. On a technical level, NGOs and UN agencies have been grappling with how to adapt the emergency response to a crisis which is becoming increasingly protracted. The ‘transition’ period had already begun in 2008 (described by UNHCR as ‘care and maintenance’) and is now well underway; for example replacing expensive water distribution networks in the refugee camps (which require generators and fuel in order to work) with less expensive and lower-maintenance solutions, such as hand-pumps.

Groupe URD’s assessment of the situation in 2008 justified setting up an Observatory; the complexity of a protracted crisis in Eastern Chad, and the complexity of the humanitarian response in a period of transition, have created a situation in which it is difficult to identify good practice, use lessons drawn from experience and re-inject them into programming. Added to the challenging context are the following factors, which are common to many humanitarian crises:

- Aid workers are under pressure and have very little time to take a step back from the action to reflect and analyse
- Academic research findings are often too theoretical to be translated into real change in the field
- Lack of funding to test out new ideas and conduct pilot projects
- Lack of institutional memory and documentation for pilot projects / innovative ideas, when they exist
- High turnover of international staff
- Lack of communication between humanitarian and development organisations
- Beneficiaries’ lack of power to change and improve current practice

Due to these factors, and because trying out new practices necessarily involves a level of risk, both ethically (the responsibility to cover basic humanitarian needs), and financially (the cost of testing out new technical solutions), it can be seen to be safer for NGOs and donors to continue to run programmes which, though they may not be ideal, have proved that they work to a certain extent in the past. There is little incentive within the aid system to move forward and
improve humanitarian practice. However, despite the ethical and financial difficulties of ‘risk-taking’ in the humanitarian sector, it was noted that some aid agencies working in Chad were in the process of conducting pilot projects and testing out new ideas, but that there was no shared institutional memory to facilitate lateral learning and help organisations to document these experiences and build on them in the future.

The innovative concept of an Observatory of Aid Practices seeks to overcome these difficulties and make the collective learning cycle more effective, identifying and promoting good practice, strategically and technically, to both donors and implementing agencies to ensure that real change happens where it matters, for the benefit of affected populations in Chad.

**Description of the Innovation Process**

The innovation process usually begins with the recognition of a problem, challenge or opportunity, and the need for a better solution. In this case study, the ‘problem’ was how to make the collective learning cycle more effective, and so the ‘innovation’ needed to address two main challenges: identifying and documenting innovation itself within humanitarian programming (‘innovation capture’), and accompanying real change. Chad was recognised as being a context in which the challenge of collective learning for humanitarian workers was particularly acute, and was therefore chosen for the pilot phase of the Observatory. The following problem tree analyses the different causal factors affecting the learning cycle for the humanitarian sector in Chad:
The invention of the Observatory is the idea of putting in place a permanent learning office, close to the field, that reconciles the critical distance necessary to analyse the humanitarian response with providing relevant field-based research and hands-on support to organisations. The Observatory therefore facilitates lateral-learning (within the same context) and learning-in (bringing in lessons learnt from other contexts). Unlike some other ‘evaluation’ mechanisms, the innovative learning process of the Observatory is based on the willingness of its ‘beneficiary’ humanitarian workers to use its services. Participation in experience-sharing and activities is purely voluntary. The working method was developed: firstly analysing the context and identifying problematic issues, secondly, promoting existing solutions or developing and testing innovative ways of overcoming problems, and thirdly, working in close collaboration with organisations to see these solutions put into action.

Once the concept of an Observatory had been invented and developed, the next step was convincing donors and obtaining funding, a not insignificant hurdle. DG-ECHO was the first donor to support the idea, the French Embassy was also interested (and co-financed the Observatory in 2010). However, the fact that Groupe URD would not be an operational partner working directly with beneficiaries in the field meant that ECHO could not directly finance the project. With ECHO’s support, Groupe URD therefore formed a partnership with French NGO Solidarités International (formerly Solidarités). Their support was essential, not only for administrative purposes but also their logistical support in Chad (offices, housing etc.) to help set up the Observatory and register with the Chadian authorities. With the partnership agreement with Solidarités International in place, a proposal was submitted to DG-ECHO in 2008, which was accepted and the Observatory was funded for an initial pilot project of 8 months (2009). Funding has now been extended until December 2010, these first 20 months of activities being seen as necessary before being able to fully evaluate the pilot phase.

In practice, what does implementation involve? The ongoing work supporting organisations is punctuated with month-long action-research field missions, conducted by a multi-disciplinary team of technical evaluation experts. The research team is made up of predominantly the same people each time, creating the continuity and institutional memory which is so important in a context where turnover of international staff is high. To date, in just over 18 months of project implementation, three multi-disciplinary evaluations have been conducted1, focusing on the following subjects of research:

- The environmental impact of aid
- Water, sanitation and hygiene
- Food security and economic dynamics

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1 Multi-disciplinary missions (funded by ECHO) took place in April-May 2009, August-September 2009 and March-April 2010, with a team of at least 5 Groupe URD staff present for each field mission.
• Internal displacement, access to rural land and vulnerability

Protection has been a cross-cutting theme, taken into account in all the technical areas of research and programming\(^2\). In 2011, health will also be included as a subject of research. As well as the project funded by ECHO, the Observatory conducted other research and evaluation activities which contribute to the same objective – better understanding the context to improve the quality of aid.

• Study on Humanitarian Space in Chad\(^3\)
• Livelihoods Programme Evaluation for Concern Worldwide\(^4\)

<table>
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<th>How does the Observatory work?</th>
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<td>• Real-time evaluations and action research carried out by multi-disciplinary teams</td>
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<td>• Innovation capture and support to pilot projects</td>
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<td>• Continuous presence in-country to accompany actors and make real changes on the ground</td>
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<td>• Promotion of technical and strategic innovation</td>
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As the working method of the Observatory was a new concept for most partners, the implementation phase encountered numerous challenges. The fact of having obtained funding from ECHO, as well as Groupe URD’s reputation elsewhere did open some doors. However, many humanitarian and development organisations, as well as national authorities, were initially sceptical. After the ‘Arche de Zoe’ scandal, the Chadian authorities were understandably wary of new organisations registering in Chad, with activities that did not fit neatly into pre-defined categories. What was the Groupe URD up to? And was it really necessary? Signing the ‘Protocol’ with the government, which would register the Observatory as a legal entity in Chad, went all the way to Ministerial level, and a personal meeting with the Minister of Economy and Planning was organised in order to convince him that the Observatory of Aid Practices in Chad was actually capable of improving the quality of the humanitarian response in the East, and that we knew how we were going to go about it. After a long and very interesting discussion, the necessary documents were signed, and the Ministry has been very supportive ever since.

The challenge of gaining the NGO and UN agencies support was the next hurdle, and one that in many ways is never-ending due to the high turnover of international staff. Communication

\(^2\) For example, the use of solar cookers reduces the need for women to collect firewood outside the camps, thereby reducing the risk of violent attacks and improving protection

\(^3\) Initiated by IASC at global level, and commissioned by IASC Chad, the work on humanitarian space included field research (June/July 2009) the publication of a working document and a series of workshops in Goz Beida, Abéché and Ndjamen with humanitarian agencies, NGOs and ICRC (October 2009).

\(^4\) Programme Evaluation for Concern Worldwide in four IDP camps around Goz Beida, July 2009. The results of this evaluation remain the property of Concern.
on the role and activities of the Observatory is ongoing as a continuous stream of new international staff arrives in Ndjamena, each new Head of Mission wondering why, in their busy schedule, sharing information with the Observatory is a beneficial use of their time. Groupe URD has learnt that the communications strategy must be focused on the end-users or ‘beneficiaries’ of the programme (i.e. the staff of humanitarian NGOs, UN agencies, the Red Cross movement and government technical ministries), and ‘speak’ in a language which highlights how the Observatory can be useful to them. After a number of presentations to the NGO coordination committee (CCO - Comité de Coordination des ONG) and by quelling fears around the misconceptions of being permanently ‘under evaluation’, the NGOs collectively welcomed Groupe URD as a full member of the Coordination Committee. The internal evaluation of the Observatory however highlighted that communication remains a challenge and more resources need to be systematically dedicated to improving the Observatory’s visibility by improving diffusion of findings and research, via both coordination meetings and the website.\(^5\)

From the start, it was essential that the role of the Observatory was seen as positive, useful and helpful, as sharing ideas has always been on a purely voluntary basis. Trust is essential for the Observatory to work; a network of relationships was therefore carefully built up, often through bilateral meetings and by patiently taking the time to explain and answer questions about activities and methodology. Coordination staff and field workers alike needed to feel they could confide in Groupe URD’s technical team without worry of negative exposure, facilitating the lateral learning process amongst partners. When difficulties are identified they are critically examined and recommendations suggested, but without ever exposing or ‘shaming’ any organisation or partner. Innovations are shared as the organisation responsible is given the space to either present their work in a meeting or workshop, or through a ‘Technical Brief’ based on their experience, and published by the Groupe URD. Such technical guides have so far covered the following innovations: solar cookers, ecological sanitation and rope-pumps for potable water. They are available on the Groupe URD website, and printed versions are regularly shared amongst partners in Chad. This creates a positive incentive for organisations to innovate and improve quality.

One of the potential risks of the Observatory’s activities was the possibility of duplicating the work of existing coordination mechanisms. The complex coordination system in Chad means that there are already numerous meetings (though less in 2010 than there were in 2009), all of which are highly time-consuming for humanitarian staff. The time factor has been a key lesson for the Observatory. It was part of the rationale for opening an Observatory in the first place (that humanitarian workers did not have enough time to stand back, reflect and analyse) so the Observatory should logically be an innovation that responds to this need and is ‘time-saving’

\(^5\) Groupe URD conducted an internal evaluation of the Observatory in September 2010. See de Geoffroy and Belleil, *Internal Evaluation of the Observatory of Aid Practices in Chad’s Activities from March 2009-September 2010 (only available in French)*
for users. So, rather than invite humanitarian workers to ad-hoc presentations of research findings, the Observatory has learnt that it is better to present findings within existing coordination meetings (or in optional 30 minute presentations just before existing meetings), which both saves time, and avoids the risk of duplicating coordination mechanisms by working within existing structures. The internal evaluation found that such presentations are nevertheless essential for communicating the Observatory’s findings.

However, it must be remembered that the Observatory ‘beneficiaries’ are not just those organisations that attend Cluster meetings, and stepping outside of the humanitarian loop has created huge added-value to the aid response. One of the key objectives of the Observatory is to forge new links between different actors, which means going beyond the established humanitarian systems. Many organisations (especially development focused ones, which were already established prior to 2003), as well as some state-run technical services (water, sanitation, environment, etc.) do not participate in Cluster/HCR coordination meetings. There are a number of reasons cited; they do not have a member of staff available in the zone where meetings take place, they do not have time, they feel the meetings are not relevant to them, or because they do not feel welcome. The Observatory has learnt that contact with these actors is often very fruitful as they have an excellent understanding of the context and have tried and tested technical solutions over a number of years. It has been essential for the Observatory to create links with these organisations and share best practice with staff in humanitarian NGOs and agencies. Bridging the gap between the development and humanitarian world has been highly appreciated by both ‘sides’ of the divide.

**What results has the Observatory achieved?**

A big question for The Observatory (and for its donors) was how to measure results. There was no doubt that the objective was improving the quality of the humanitarian response, but how do we evaluate whether or not this objective has been achieved? The result contractually agreed upon with ECHO (for the first 8 months of the project), was that humanitarian actors would have integrated new approaches, strategic or technical, into their programming, taking into account the link between relief and development, quality assurance, and environmental risks. The indicators were as follows:

- At least 5 new strategic or technical approaches are integrated into humanitarian programmes
- At least 10 operational partners have integrated these approaches into their programming
- In-depth research is conducted in 4 different subject areas, and the results are shared with partners

In its first year of existence, according to the above indicators, the Observatory proved to be more effective than expected and easily achieved these expected results. Six new approaches
were identified, and more than thirteen operational partners are in the process of integrating these approaches into their programming.

Technical or strategic approaches included:

- Solar cookers
- Fuel-efficient stoves (different models)
- Briquettes (an alternative fuel for cooking)
- Ecological sanitation
- Rope-pump (for wells)
- Sand filters (to provide potable water)
- Water-ponding (to increase soil fertility)
- The plant Siratro (for animal fodder)
- The importance of separating potable water and domestic-use water
- Capacity building in food security assessment methodology

However, as is the case for many other evaluations, research and learning-type activities, some results remain hard to quantify, but that is the very nature of learning. Either it has been difficult to attribute changes in humanitarian programming directly to the work of the Observatory, or on the contrary changes are not yet tangibly measurable, as the Observatory’s recommendations understandably take time to bear fruit, often due to factors beyond the Observatory’s control. For example, many organisations report that the Observatory’s research findings were useful in informing or confirming their own analysis of the Chadian context, or the link between relief and development. Some humanitarians reported that the Observatory had also offered them a wider range of intervention options, which gave them a new perspective on their current practice. Some organisations report that they have not yet been able to integrate any specific identified innovations into their programming because of donor or organisational constraints. Some innovative ideas also need a relatively long gestation period before the ‘tipping point’ occurs and they are accepted. Further results may yet be seen in years to come, or even in contexts outside Chad, ‘learning out’ as international staff carry innovative ideas with them to their next field posting.

Following the evaluation conducted after 18 months of project implementation, the indicators have therefore been revised, in an attempt to better reflect and perceptibly measure the quality of the project.

The Observatory itself is still young and so diffusion of the innovation is in its early phases. Its work was presented at the ALNAP biannual meeting in London (November 2009), where the Observatory had a stand in the innovations fair. Presentations have been made at the ECHO partners meetings in Brussels as well as at the XII Humanitarian Congress in Berlin. The website
www.urd.org also presents the work of the Observatory, and lessons learnt have been exchanged with the team that was involved in the Malawi Learning Office. The experience has also significantly informed the Groupe URD’s presence in Haiti post the 2010 earthquake.

Partnerships and Collaborations

The list of partners which have participated in the learning process of the Observatory is too long to mention here; it includes international and national NGOs, UN agencies, Chadian ministries, the Red Cross and Crescent movements, and donors (particularly DG ECHO). Existing networks such as the NGO Coordination Committee (CCO), clusters (particularly WASH, Food Security, and Early Recovery) and UNHCR sectoral meetings (water and sanitation, environment) have been very useful. Much work is also done bilaterally with individual organisations and institutions, in their offices and in the refugee camps, IDP sites and villages.

The partnership with Solidarités International was clearly essential in obtaining initial funding for the Observatory, and helping with the logistical and administrative challenges of setting up an office in Chad. As a research collaborator, working with Solidarités International to identify good practice and continue to test innovation in WASH programming (such as the rope pump and sand filtration systems), has also been particularly fruitful. Some other organisations which offered their programmes up as ‘laboratories’ for analysis included; SECADEV and Action Contre la Faim for ecological sanitation; Tchad Solaire for solar cookers; CICR, Intermon Oxfam and FAO for food security assessment methodology; Coopération Suisse for their demonstration farms etc.

A partnership with UNEP on environmental studies is currently being developed, sharing learning from UNEP Darfur with operational partners in Chad.

Lessons Learned and Evaluation Findings

An internal mixed (internal/external) evaluation of the Observatory was conducted in September 2010, following 18 months of activities. The following lessons learned are the result of this evaluation, as well as continuous feedback from partner organisations and numerous internal discussions, when the Observatory team has reflected on how to work more effectively.

Key lessons:

- Innovation capture and highlighting good practice creates a positive force for improving quality: a positive approach to change is essential to build trust with partners and promote new ways of working. Negative criticism can potentially lead to only incremental improvements in efficiency (doing the same things better) whereas a
positive approach can mean identifying and promoting innovative practice (doing things differently).

- Working simultaneously on technical and strategic questions is useful: technical and strategic issues are often discussed in different discussion forums, by different people, and yet they are entirely inter-dependent and inform one another. One of the strengths of the Observatory has been to bring together strategic and technical experts, creating dialogue which looks at both the larger picture and the practical details, in order to develop strategy which is realistic and adapted to the given context.

- Attainable research and learning goals should be identified: cross-sectoral learning amongst all aid actors, from strategic to technical levels, from emergency to development approaches, is potentially too ambitious an area of research for a small structure such as the Observatory. Focus must be on specific and achievable research goals, which in parallel enables clear identification of partners and helps target end-users. The added value of the Observatory is on a more strategic than technical level, reflecting on the issues that no other actor currently has the time, resources nor mandate to cover.

- Fostering partnerships with academic research institutions is to be encouraged: there is the potential for the Observatory to create stronger links with universities and research institutions both in Chad and elsewhere, thereby offering a structure within which the cross-pollination between academic and field approaches can be supported.

- Making good use of existing coordination mechanisms saves time: the time factor has been a key lesson for the Observatory; existing coordination mechanisms such as clusters have been used as much as possible as forums in which to present research findings (whilst bearing in mind, of course, that not all NGOs attend, and that a communications strategy is not only limited to cluster members).

- Stepping outside of the ‘humanitarian loop’ creates added-value: one of the main objectives of the Observatory is to create new links between different actors, which means going beyond the established humanitarian systems to identify and share best practice. Bridging the gap between the development and humanitarian worlds has been highly appreciated.

- An ongoing communications strategy is essential: the high turnover of international staff in Chad means that a communications strategy must be continual. This seems at times repetitive, but it is essential to personally meet key contacts (and then their successors) to explain the work of the Observatory and how information sharing can be optimised. As there is currently no other similar structure to the Observatory, it can
take time to explain clearly its objectives and modus operandi. Presence in coordination meetings and an updated website are necessary for a strong communications strategy.

Wider Sectoral Implications

- Diversifying learning mechanisms: one of the characteristics of the Observatory is that it offers a new mechanism for learning to complement classical evaluations, often following up on recommendations by deepening certain themes, supporting learning through organising training and debates, and supporting institutional change by being an active promoter of good practice.

- Supporting Research and Action-Research: the context in which humanitarian action takes place is not necessarily ideal for traditional academic research. The humanitarian sector should support and promote Action-Research, which is better adapted to collectively finding solutions and seeing them put in place. Such work needs financial, institutional and structural support.

- Support for cluster coordination: cluster meetings should be encouraged and supported in their role as a forum for sharing good practice and promoting innovation, as well as support for key strategic discussions (such as the CAP).

- Co-financing research: when donors and humanitarian agencies co-finance research it increases shared ownership of the research findings, thereby creating an environment in which recommendations are more easily put into practice.

- Learning-out, an Observatory in other contexts: other crises would likely benefit from a similar structure to the Observatory. Learning should be shared as early on as possible, so as to create a shared institutional memory right from the start – this has already informed the humanitarian responses in Haiti, where there is increasingly significant support for a Learning Office to also be set up.
 Relevant Publications

All the following publications are available online at www.urd.org/tchad


De Geoffroy, Véronique and Sara Belleil, Internal Evaluation of the Observatory of Aid Practices in Chad’s Activities from March 2009-September 2010 (only available in French), Ndjamena/Plasians, October 2010. 42 pages.

Groupe URD, *Rope Pump Experience in Chad; An Alternative Solution to Potable Water*, Technical Brief, Ndjamena/Plasians, 4 pages.


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Groupe URD: Groupe URD (Urgence-Réhabilitation-Développement) is a non-profit research, evaluation and training institute which works towards improving humanitarian practices in favour of affected populations. It has been conducting research into quality in humanitarian action since 1999. It created the Quality COMPAS (www.compasqualite.org) and the Dynamic COMPAS, a Quality Assurance method specifically designed for humanitarian agencies. It also publishes the quarterly newsletter ‘Humanitarian Aid on the Move’ which can be downloaded from its website www.urd.org

Please Note: The views expressed in this case study are the authors’, and do not necessarily reflect the views of ALNAP

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