IV.   EVALUATION METHODOLOGY

A.   General Description

The overall goal of CGP is to enhance democratic processes in Haiti. Specific project activities are a means to that broad end. While certainly mindful of management issues. therefore, the evaluation team focused less on the technical or administrative dimensions of CGP projects and more on the generic question of the manner in which activities contribute to democratization.

Following orientations by U.S. Government personnel both in Washington and Haiti. the team focused on: 1) design of interview guides and topics. 2) field research. 3) interviews, and 4) data analysis.

To ensure coverage of the scope of work and comparability of information, standard interview guides were developed. For each region, two types of questions were posed: generic questions about the functioning of IOMs regional field offices and the mayors offices and specific questions about individual micro-projects. Topics in the regional interview guide included: IOM team composition, Haitian and UN staff, program start-up, relationship with other organizations, foreign military presence, project selection criteria, micro-project support, the shift from Phase I to Phase II and project phase out. Topics in the micro-project interview guide included: source of project idea, nature of community groups, government involvement, community contribution, participatory processes, technical support, sustainability, contributions by other organizations, opinions about Phase I versus Phase II, and attitudes toward IOM, quality of life, government, security, freedom of expression. voting, and migration.

The interview strategy also allowed individuals and groups to express their preferences on different modes of channelling developmental aid, compare the OTI/IOM program to other assistance interventions with which they have been involved or familiar, and similar general questions.

To maximize coverage in Haiti. the evaluation team split up into six subgroups, including three trained Haitian social scientists for the benefit of team members not fluent in Creole. Two criteria guided the team's choice of regions: (1) some had to have a currently active IOM offices and others had to be regions where IOM had closed its office and (2) some had to be considered successful regions and others had to be seen as problem regions by IOM.

The lengths of interviews varied. At both the regional and micro-project level, they lasted between 45 minutes and two hours, depending on the depth of the questioning and the enthusiasm of the groups interviewed. Enthusiasm tended to be high. Group interviews were held with between two and five people: on occasion numerous observers (400 in one instance!) were present.

Regional level interviews were carried out in eight mayors' districts (mairies), and micro-project interviews were conducted for 98 activities or micro-projects in 15 communes. Because groups interviewed (without counting passive observers) involved at least two individuals, the number of people interviewed amounted to at

the very least 200 people. Efforts were made to include women and approximately 50 women actively participated in the interview process.

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The team reviewed a substantial number of micro-projects of the following types: 1) Phase I and Phase II 2) successful and unsuccessful 3) community based and municipal government infrastructure and 4) projects carried out by and for women. Micro-projects studied were determined in approximately equal measure by: 1) TOM staff 2) MSI consultants and 3) chance encounters. The following table shows the micro-projects reviewed by phase and location.

Table II: Micro-Projects Reviewed:

Location	Phase I	Phase II	Total
San Marc. Petite Riviere. Veretle. Dessalines	8	7	15
Fort Liberte. Derac. Ouanamimthe	9	2	11
Iacmel	12	2	14
Petit Goave. Gran Goave. Miraguan	13	7	20
Gonaives. Port de Paix	3	2	5
Hinche. Thomassigue. Pignon	23	4	27
Mirebalai	4		4
Thomazeau			2
Total	72	26	98

Analysis of information collected through the more than 100 interviews began in Haiti and continued in Washington. It consisted primarily of summing up information horizontally across interview guide items or item clusters. Based on this factual data, conclusions were drawn and recommendations made.

B.   Concepts and Indicators for Evaluation of Democratization

I.   Evolution of the Democracy Concept within the CGP:

In the weeks preceding the arrival of the Multi-National force in Haiti, OTT viewed CGP. principally as a high-visibility, rapid-result, short-term civilian counterpart to what was then feared to be a potentially violent military invasion. But the intellectual architects of the program within USAID, and more specifically within OTI. intended from the outset to go beyond these short-term objectives into developmentally sustainable outputs for long-term democracy building.

The term democratization in its strictest definition refers to a change toward a political system based on electoral procedures. In its broader developmental use, however, the term is also used to refer to a more generic switch toward social processes involving participatory behaviors and attitudes. These factors meant that the evaluation team would have to examine the specific activities of CGP less from the perspective of their technical soundness or their income generating potential than

from their contribution to the process of democratization. Guided by these considerations and by the

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requirement in the evaluation scope of work concerning the primacy of qualitative assessments of these hard-to-measure linkages, the evaluation team decided on several democratization indicators applicable to the specific situation in which CGP functioned.

In searching for indicators, the team had the advantage ot a great deal of prior USAID thinking on these matters. Representative indicators which appear in USAID's "Democratic Initiatives' documents include:

- Facilitating the return of democratic rule
- Promoting decentralization and popular participation in governance
- Promoting more transparent and accountable government institutions
- Increasing development of politically active civil society
- Participation
- Competition
- Accountability
- Transparency
- Predictability
- Equity
- Accessibility
- Empowerment
- Reducing the atmosphere of intimidation and fear
- Strengthening the rule of law and increasing respect for human rights.
- Promoting free and fair elections

The vast majority of these indicators were considered by the evaluation team to be relevant to CGP, particularly those referring to broad participatory processes as opposed to formal electoral and legal processes.

2. Democratization as Studied during this Evaluation:

The first section of evaluation findings presents a qualitative analysis of COP impact on indicators of democratization based on interviews with hundreds of Haitians who participated in 98 CGP micro-projects. In the analysis, an attempt was made to answer questions of the following types:

- Is there evidence that CGP succeeded in motivating people actively to engage in local decision making and problem solving processes that entailed joint action, if not by entire communities, at least by groups above the level of individual domestic units?

- Is there evidence that, as a result of CGP funded activities, an "aggregation of interests" has taken place – i.e. people who had formerly not worked together are now collaborating on activities?

- Is there evidence that COP activities have had any reconciliatory effect - i.e.,

that former antagonists are now collaborating on joint activities?

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 - Is there evidence that COP succeeded in enabling local elected officials to carry out their duties in ways that might not have occurred if the program had not been in existence?

 - Is there evidence that the CGP succeeded in creating a higher level of interaction between local citizens and their elected officials with the former making more open demands on the latter and the latter being more responsive to the former?

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