



Mid Term Review Report Programme by the Norwegian Church Aid (NCA):

Reducing Gender Based Violence and Building
Sustainable Peace in the Democratic Republic
of Congo (DRC) 2010 - 2012



Photo: Wayne Conradie

Norwegian Agency for Development Cooperation

P.O. Box 8034 Dep, NO-0030 OSLO
Ruseløkkveien 26, Oslo, Norway
Phone: +47 23 98 00 00
Fax: +47 23 98 00 99

ISBN 978-82-7548-676-7
ISSN 1502-2528

Responsibility for the contents and presentation of findings and recommendations rests with the study team.
The views and opinions expressed in the report do not necessarily correspond with those of Norad.

Mid Term Review Report

Programme by the Norwegian Church Aid (NCA):

***Reducing Gender Based Violence and Building Sustainable Peace
in the Democratic Republic of Congo (DRC)***

2010 - 2012

A Three Year Contract between

The Norwegian Church Aid (NCA)

and

the Norwegian Ministry of Foreign Affairs (MFA)

Norad, Oslo, December 2012.

Contents

Page

- 1. List of acronyms..... 3
- 2. Background..... 4
- 3. Summary and main recommendations 6
- 4. Methodology of the review..... 8
- 5. Analysis and findings 9
 - 5.1 Ambitions and implementing capacity..... 9
 - 5.2 Partner strategy..... 10
 - 5.2.1 A “donor role” 11
 - 5.2.2 Selection of local partners..... 11
 - 5.2.3 Partner clusters 12
 - 5.2.4 Rights Based Approach..... 12
 - 5.3 Range of activities 14
 - 5.4 Documenting results 16
 - 5.5 Programme follow-up and reporting 18
- 6. Achievements..... 19
- 7. Qualitative observations of results in the field 22
- 8. Summarized list of recommendations 26
- 9. Annex 1 – Terms of reference for mid term review (MTR) 2012 28
- 10. Annex 2 - Partners and people met during field visits 32
- 11. Annex 3 – Map of locations of *Cercles Reflect* in North and South Kivu 34
- 12. Annex 4 - List of NCA’s partners in North and South Kivu 35
- 13. Annex 5 – Partner assessment tool, Norad example 36

1. List of acronyms

| | |
|---------|--|
| CBO | Community Based Organization |
| DRC | Democratic Republic of Congo |
| FBO | Faith Based Organization |
| GBV | Gender Based Violence |
| HAP | The Humanitarian Accountability Partnership |
| IDP | Internally Displaced Person |
| M&E | Monitoring and evaluation |
| MDF | Management for Development Foundation (formerly) – now 'MDF Training & Consultancy' – Dutch consultancy firm, with a Central Africa office in Goma, DRC |
| MFA | Norwegian Ministry of Foreign Affairs |
| MONUSCO | United Nations Organization Stabilization Mission in the Democratic Republic of the Congo |
| MTR | Mid Term Review |
| M23 | Le Mouvement de 23-March (the March 23 Movement), a rebel military group |
| NCA | Norwegian Church Aid |
| NGO | Non-Governmental Organization |
| Norad | Norwegian Agency for Development Cooperation |
| OCHA | Office for the Coordination of Humanitarian Affairs (UN) |
| PSS | Psycho-social support |
| RBA | Results Based Approach |
| SGBV | Sexual and Gender Based Violence |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNHCR | United Nations High Commissioner for Refugees |
| WASH | Water, Sanitation and Hygiene |

This review was undertaken at the request of the MFA.

The review exercise took a participatory approach, involving NCA staff in the review exercise and in providing input to the report. However, the conclusions and recommendations of this report do reflect the views of the external consultants to NCA and not necessarily and not always the views of the NCA and its staff.

**Review team:
Mr Bjarne Garden, Norad, Oslo (Team leader)
Ms Brigitte Mapendo, MDF, DR Congo
and NCA Country Team staff in DR Congo**

2. Background

Armed conflict and recurring emergencies over the past eighteen years have affected everyday life of the approximately 10 million people of the Eastern Congo (North and South Kivu provinces). It is estimated that 1.7 million people in DRC are internally displaced (IDPs), of which most are in East Congo. Development has seen setbacks rather than progress. Communities have little resources to improve infrastructure, incomes and livelihoods. Poverty - and extreme poverty - prevails amid low levels of education and health standards. Basic services are to a large degree lacking or of substandard quality. Without peace and security being established, the conditions of the past eighteen years may turn into more years of recurring emergencies and disasters for a population unable to stop the conflict which has origins in regional and international mechanisms¹.

However, amidst the crisis there exist positive societal structures that people engage in, trying to improve the livelihoods of fellow citizens. Faith based or other non-governmental organizations, church groups or interfaith groups have presence and members in most communities. They constitute a potential resource for people to channel their efforts through.

In its project proposal (2009) to the Norwegian Ministry of Foreign Affairs (MFA), this resource is at the core of the approach described by the Norwegian Church Aid (NCA), with “working through partners” as the preferred modality. NCA will select partners and support their capacity development to enable them to implement the activities under the proposed programme.

When a state fails to provide basic services and to protect its people and their rights, strengthening and engaging civil society is often not only a necessity but the only resort. The role of civil society in development and crisis is often seen along two paths; that of being citizens’ voice in holding duty bearers (the state) accountable and being agents for change, and providing services to the people.

The NCA programme on gender based violence and peace building in Eastern Congo is multi-pillar and multi-sectorial, in that its activities and expected outcomes cover e.g. gender rights and gender based violence, poverty, income generation, literacy training, health, WASH services.

The contract between NCA and the MFA signed on 4th May 2010 is for a humanitarian programme in the provinces North Kivu and South Kivu in DR Congo.

Objectives of the programme as formulated in the contract are:

”The Goal of the Programme is to contribute to reducing gender based violence and support sustainable peace in the DRC.

The Purpose of the Programme is to provide measures for prevention and repair for gender based violence, ensure reintegration of victims of gender based violence, child soldiers and vulnerable youth, provide access to water and sanitation for IDPs and marginalized communities”.

¹ To further illustrate the volatile situation, an upsurge in military recruitments and unrest followed some weeks after the field visits were carried out in East Congo, culminating in the November 2012 take-over of Goma by the M23 armed group. Before that, an armed attack took place on one individual of an NCA partner, Dr Dennis Mukwege of the Panzi Hospital in Bukavu. These events preoccupied Congolese-based stakeholders and contributed to delays in finalizing this report.

The MFA has made NOK 50 mill. available to NCA for the three-year programme period 2010-2012. Within the MFA, the responsible unit is the Section for Humanitarian Affairs. The MFA funding makes up for approximately 70 % of NCA's spending in Congo. Additional funding comes mainly from UN organizations (e.g. UNICEF), in the form of pooled funding for WASH services.

The programme² consists of seven pillars/areas with the following main indicators (given in the NCA programme proposal and in the Contract):

1. Reintegration of child soldiers
Number of youth (30% girls) that have been enrolled in literacy/numeracy and/or job-training/ small business skills programs (780 youth, 30% girls by 2012).
At least 85% of the reintegrated students answer positively to a questionnaire regarding their socio-economic reintegration (2011, 2012).
2. Provision of WASH services
Number of people that have gained access to water, sanitation facilities and have been reached with hygiene promotion (60 000 in the programme's period).
Names of sites with and type of WASH infrastructure in use one year after completion (2010, 2011, 2012).
Reduction of waterborne diseases in target areas (2010-2012). Baseline will be developed.
3. GBV: Training of Health Personnel
Number of health personnel trained and working in 700 health centers in North and South Kivu (1 200 by 2012).
4. GBV: Support to survivors, and fighting GBV
An increase in GBV survivors supported by NCA partners chose to return back to their villages of origin compared to previous years (2011, 2012). Baseline will be developed.
A decrease in reported GBV violence cases in the target areas (2011, 2012).
5. Faith Based and civil society leaders are engaged in the fight against GBV
An increase of women in leader positions in FBOs (2011).
An increase of women in decision making positions in the society (2011-2012).
50% of the church leaders in the program take part in public discussions, call for internal changes and raise gender issues as a positive concern (2012).
Young male and female church leaders are change agents (2012).
6. Advocacy to end GBV
An inter-faith platform for gender justice and regional conflict resolution exists and has meetings on a regular basis (2012).
NCA resource organizations on advocacy are linked up with the inter-faith platform for joint advocacy initiatives (2011-2012).
7. Partner capacity building
Capacity Review Workshop Module and TOR for capacity review completed (2010).
End of year report on new capacities gained by Partners (2010-2012).

Why a review now?

The agreement period expires on 31st December 2012. However, a no cost extension until end of April 2013 has been granted by the MFA in agreement with the NCA. No previous mid-term review (MTR) has been undertaken. The programme is now near the projected end of its period. This review may therefore serve as a regular MTR as well as to address continued needs of target populations. But for all practical and methodological purposes, the term MTR is kept for this exercise.

² In this report, the term *programme* is used for the totality of activities covered by the contract, and the term *project* for the separate area of activity (or component, or pillar) that constitutes the programme.

3. Summary and main recommendations

The review was undertaken at the request of the MFA, the Section for Humanitarian Affairs. This report aims to allow MFA and NCA to review the programme to effectively secure rights and livelihoods of the targeted populations and their communities. The review exercise took a participatory approach by involving NCA staff. However, responsibility for the conclusions and recommendations rests with the external consultants (from Norad and MDF) and are not necessarily and not always NCA's.

Given the volatile situation in East Congo over the past eighteen years, and the continued insecurity and plight of the population in the two Kivu provinces, NCA's programme has both an emergency and a development approach within the seven pillars that constitute the programme.

The overall finding is that the programme is relevant and responds very well to needs that beneficiaries themselves rank as their highest priorities. It succeeds particularly well in its approach to strengthen people's resilience and community coherence and hence in creating emergency preparedness. This is achieved by working through partners, engaging FBOs and community organizations. One finding in this respect is that the so-called REFLECT method (see chapter 5.3 page 14) is particularly successful and could be scaled up to reach more people in more areas. Through it, the beneficiaries learn basic skills including literacy, to know their rights and to negotiate and demand them – and from there on also to earn their own livelihoods better. These skills are achieved in 6 months, minimum.

One main conclusion of the review is that the programme, if possible, should continue in a second phase with some revisions as per below recommendations. The needs persist, the approach of the programme works well and yields results, and one would be over-optimistic to expect that three initial years would bring full achievements of objectives. Seeing attitudes and mindsets change so that gender and other rights are better understood and fulfilled obviously takes time, in any society.

In chapter 5 - Analysis and findings, the report discusses NCA's capacity to effectively handle a programme with many and varied types of intervention, a large number of partners (20), and if the projects or components within the project have interrelated synergies. The conclusion is that NCA will benefit from a reduction in the number of partners in order to better contribute to quality capacity development of them, and NCA should also continue to work towards partners talking over the responsibilities of sector-specific expertise whilst NCA gradually reduces to have so much in-country expertise. A discussion on the "donor role" of NCA in East Congo is also raised, which reflects the challenge of establishing equality in partnerships for a north based NGO. NCA appears to pay due attention to this structural constellation, which needs to be considered as a global challenge in north-south relationships. A conclusive solution within *this* programme alone cannot be expected.

The WASH component was found to be the component that least directly contributes to the specific GBV and peace objectives of the programme, and also the component that is less interrelated with the other projects. Either one should find ways to better secure synergies with other projects to achieve objectives, or else allow it to become a programme of its own.

Related to the partner strategy, it is recommended that

- the partner analysis and selection methodology be better implemented and also improved to include assessment of an organization's governance and accountability structures
- continue the successful cluster arrangement whereby partner organizations are grouped in smaller clusters for mutual support and development

NCA's rights based approach in East Congo is unconventional in that it places duty bearer responsibilities also on local partners and religious leaders. It may blur the role and responsibility of the state, and a clarification and revision is recommended.

The results framework and documentation of results was found to be in need of improvement, which NCA actually already was in the process of doing. Nevertheless, site visits showed many examples of positive results that sometimes were not captured through the templates for reports and follow-up visits. Chapters 6 and 7 attempts to capture some of the qualitative achievements observed.

Successful income generating activities are important to the beneficiaries; through these they expect to learn skills and profitable activities that they can manage on their own for their livelihoods. The review found that adding a more explicit business expertise might help identify more profitable activities in the various localities according to the varying conditions, so as to achieve self-sustainability for beneficiaries. This is particularly important for categories like children and youths formerly associated with armed groups, and vulnerable women.

Courses and training form a large part of the programme activities. A new results framework should seek to record positive changes in the way organizations and stakeholders operate following training, rather than just listing training and courses undertaken. In general, the challenge is to document results more in terms of outputs and outcomes rather than inputs or activities. This already seems to be how the new results framework is being designed. A new framework also needs to better identify risks and risk mitigation measures to be applied when necessary.

Finally, but not least, the administration of the programme conducted between the partners (MFA and NCA) calls for a sequencing of reporting and annual general meetings that ensures predictable funding and funding flows. It becomes complicated for projects, for local organizations and most importantly for beneficiaries when delays occur. If predictable and long term funding is secured, the better for results achievement. As a minimum, one could aim at holding annual general meetings at headquarters level earlier in the year than has been the case so far.

In conclusion, and based on the above recommendations, the review team proposes a continuation of the programme.

4. Methodology of the review

This review aims to allow NCA to rethink its programme to effectively secure rights and livelihoods of the targeted populations and their communities, as well as to deliver provisions to other groups of vulnerable people that the programme identifies. The Terms of Reference are in Annex 1. The MFA expressed its interest in prioritizing SGBV related issues in this review.

The review set out to answer the following main questions:

- **Relevance**
Does the project correspond to the needs of the beneficiaries? Is the project consistent with the country plan and sector programmes?
- **Effectiveness and impact**
Are the expected results achieved, with a focus on GBV and reintegration of survivors? What outcomes of the sensitization of the communities done through the program? What has been changed in the lives of the target groups?
- **Efficiency**
Are there adequate follow-up tools at the level of the partner of NCA? How are the resources utilized? Budgets considered realistic? Predictable sources of funding?
- **Sustainability**
The institutional and economic viability of the partners and the viability of their projects. How the beneficiaries make use of the outputs of the project. Are the income-generating activities of the beneficiaries profitable so as to reach economic autonomy?

Initially, the review team undertook a study of the available documentation from 2009 till 2012.³

The review team made field visits between 1-15 August 2012 to the NCA partners⁴ and their beneficiaries. The team first met with nearly all of NCA's partner organizations in the Kivu provinces in a joint meeting in Bukavu, and then visited Kalehe, Walungu and Bukavu. In North Kivu, Goma and Masisi were visited. During the field visits, interviews were conducted with partners according to their thematic fields. For every group the questions evolved around the following elements:

- How and when did the partnership with NCA begin / selection criteria?
- The contents of the partnership?
- What are the objectives?
- How were beneficiaries chosen?
- What are the activities undertaken, and how are they monitored? What are the challenges?
- What *outcomes and results* can be seen and any evidence of it – also success stories and challenges that can be documented?

³ The documentation central to this review includes the NCA proposal (2009), comments given to it by the MFA and two Norad departments (2010), the appropriation document by MFA and the contract that was signed (2010), reference documents and frameworks including MFA related strategies, NCA country and global strategies, annual reports, plans, process communication and annual programme meetings between NCA and MFA, relevant UN Security Council resolutions and standards and NGO guidelines on SGBV, guidelines on humanitarian action and relevant articles and research on SGBV. Also reviewed was an NCA-commissioned evaluation undertaken in 2011-2012 by external consultant (MDF), which looked at two of the programme's areas: a) psychosocial assistance and life skills training to child soldiers, vulnerable youth and internally displaced, and b) care and multi-sectoral support for survivors of SGBV/reintegration activities.

⁴ See Annex 4 – List of NCA partners in North and South Kivu

Given that one objective of the review is to favor the learning process for the NCA and its partners, the team of two consultants external to NCA (from Norad and MDF) was widened by additional people, who are NCA staff members. All the meetings took place in full transparency. Hence, when beneficiaries were interviewed on sites, NCA could as well collect qualitative and other data and gather experience while the external team members fronted interviews. The draft of this report later secured the input also from the NCA staff, who again would consult NCA Great Lakes Regional Office and its HQ. Where relevant, this report gives reference to NCA-specific inputs and comments.

Focused interviews and discussions with NCA country staff were also held, in separate sessions as well as during field visits and as part of observations made on site.

The targeted interviews, the focused discussions, the visits to the local communities and project sites, the observations and analysis of the various reports all allowed for collection of relevant data from the target groups, the NCA's partner organizations, project staff and other stakeholders.

Despite the participatory approach involving NCA staff, the conclusions and recommendations of this report do reflect the views of the external consultants to NCA and not necessarily and not always the views of the NCA and its staff.

5. Analysis and findings

5.1 Ambitions and implementing capacity

Norad's observations of the programme in East Congo can be categorized along three dimensions, with the following questions:

- a) *The programme has both an emergency/humanitarian approach, an emergency preparedness approach, and a development approach. Is this justifiable and possible within one and the same programme?*

It is a fact that most communities in East Congo live under continuous conflict instability, with recurring violence implicating civilians. No one can say that if relative peace prevails in an area for a while, that violent acts will not return. Hence, a singular development approach (for example income generation and local rotational credit schemes) will not alone be viable without emergency and emergency preparedness approaches (for example WASH in IDP camps and elsewhere, and promoting community cohesion through gender sensitization and against SGBV).

- b) *The programme covers activities in multiple sectors e.g. WASH, income generation, vocational training, gender and SGBV response and advocacy – these are demanding and different fields of expertise. Can NCA provide results in all fields?*

It was further observed that since 2011, NCA has strengthened its country presence by increasing its staff in Bukavu (South Kivu) and Goma (North Kivu), with two additional international staff (in addition to the existing two) and one national WASH staff. In terms of costs and sustainability,

one may question if the four international staff⁵, or some of them, could not have been national (there are obviously already competent Congolese staff already with NCA, and more should be able to recruit). Justification given was that there was a need to quickly add experienced and/or specific thematic expertise in order to 1) increase capacity building of partners, 2) catch up on programme pillars that were seen as not adequately supported, or lagging behind in yielding results, and 3) mobilize to diversify funding/add funding sources. The international contracts are time-bound. International staff will most probably be reduced again over time.

Furthermore, the diversity of the programme's components in terms of sector specificities is covered by working through *local partners* who are selected according to their areas of expertise. NCA itself will therefore not necessarily be required to possess all the sector-specific expertise itself, but can be seen as implementing through a "contracting out" model. However, the diversity poses challenges in follow-up and monitoring of results that NCA needs to validate. NCA needs to possess technical expertise to some degree to assess reported results from partners, but overall importance for NCA is to be strong on management expertise⁶.

- c) *NCA's approach is to work through partners, and in East Congo to work multi-sectorally and covering a vast geographical area with a large number of partners. Can NCA manage to cover its obligations to contribute to their capacity development, and to monitor their implementation of activities, their quality and results?*

If NCA sees it necessary to have its own sector-specific expertise, transaction costs in channeling funding and resources to East Congolese civil society will be very high. A possible indicator of successful capacity development is that the need for parallel expertise (in NCA as well as with partners) decreases. The review found that at least for the time being and for some time to come, the approach requires of NCA Congo to have a critical mass of sector-specific expertise within its own organization, despite working through local partners that are selected because of their specific expertise. On how to adequately support and help the relatively high number of partners develop their capacity and offer a follow-up of adequate quality, it was noted that the NCA country office already is considering a reduction in the number of partners. This as part of proposing an adjustment of its partner strategy (commented below).

5.2 Partner strategy

NCA works with around twenty local partners in the two provinces whose activities are conducted at the grassroots level. These organizations work with or for the vulnerable populations, more particularly IDPs and the extremely poor, women, girls, and youth at risk including youths formerly associated with armed groups.

The expressed objectives of this approach are two:

⁵ The increased number of staff is not all funded by the MFA grant, but also from UN funds.

⁶ NCA's team members emphasize that they do secure specialization/training to local NCA programme staff. In addition they are looking to engage professional resource partners in various fields of expertise and then link their local partners to these as a means to enhance their competencies in their area of expertise.

- a) To mobilize the comparative advantage and insight of local actors in project implementation
- b) To develop local civil society capacity for the longer term

5.2.1 A “donor role”

NCA’s added value as partner to local organizations is among other things influenced by NCA in the East Congo context appearing as *a donor*; NCA functions as a gateway to funding of their activities, and invites proposals to that effect (in accordance with its programme). The role as a funding source inevitably influences the relationship. NCA commands power in deciding who is eligible and deemed capable to handle its resources, and thereafter is controlled by NCA.

This said, the relationship is not unique to NCA but reflects a common North-South relationship within civil society. But it has to be taken into account when developing constructive alliances for emergency response and development. NCA appears to be aware of this challenging role in its operations and appears to have a fruitful, two-way learning dialogue with partners in the field, despite this basic inequality.

5.2.2 Selection of local partners

NCA appears to have a partner strategy under which partners are differentiated according to *a)* if they are considered capable of being an *implementing* partner or operational (involves handling funds), or *b)* not (yet) ready to implement/semi-operational.

Although it not being an explicit strategy, NCA seeks to divide partners into FBOs and non-FBOs, as well as implementing partners, resource partners and strategic alliances.

The strategy does not differentiate e.g. between the contexts of emergency and longer term development, which could influence the selection criteria of partners, and capacity development. In emergency situations, the service delivery function will often be the priority, whereas in longer term development the wider role and capacity of civil society organizations presupposes capacity development potentials and hence different selection criteria. It is recommended to make such a distinction part of the selection criteria.

There are several components that together can constitute a partner strategy⁷ and to measure NCA’s approach against, e.g.

- partner selection process and selection criteria
- overall capacity development
- training and competence building
- follow-up, monitoring and reporting procedures including results documentation⁸
- sustainability issues

More importantly, the present partner strategy (ref. NCA’s DRC Country Plan, page 17) does not have a methodology for partner analysis that includes e.g. governance structure and internal accountability mechanisms⁹.

⁷ Assessment of Sustainability Elements/Key Risk Factors. Practical Guide. Norad/MFA 2007.

⁸ Results Management in Norwegian Development Cooperation. Practical Guide. Norad/MFA 2008.

5.2.3 Partner clusters

The team observed that the partners are grouped in *clusters* according to their thematic and/or geographic interface. All partner organizations interviewed reported that they found this arrangement a resource that they benefitted from. NCA helps to cover the costs involved to meet and develop synergies across organizations, amongst their activities. Exchanging ideas and experiences further add to the value of the cluster approach. The cluster arrangement should continue, it enhances the general role of civil society as an actor as well as programme synergies.

Partner organizations did in general report their satisfaction with their cooperation with NCA. As part of their relationship, they receive both demands and also support to undertake activities as per agreements signed.

5.2.4 Rights Based Approach

NCA puts emphasis on applying a Rights Based Approach (RBA), and this was observed to be actively promoted and discussed with local partners. The approach was easily recognized both in project designs and most notably in the field in how beneficiaries were involved and empowered in most of the activities. In project follow-up visits, the approach seems to be an integrated attitude among NCA and partner staff members. It could be further secured by including RBA in NCA's project monitoring visit report (in existing template), and also in the partners' reporting template.

When describing the role of local partners in its Country Plan and in its 2011 annual report, civil society organizations e.g. religious leaders are termed as *duty bearers* in a Rights Based Approach, which is unconventional:

- "Duty bearers include local authorities, *religious leaders*, and representatives from the police and military who have been sensitized in gender" (Annual Report 2011 to the MFA)
- When expressing the role of local partners in its Country Plan 2011-2015 (page 37), on *Partner strategy*, .."Thus, it is expected they will develop into duty-bearers taking responsibility for their own future at the same time as they are empowered to challenge other duty-bearers in society."

This is a problematic understanding and profiling of a Rights Based Approach. According to international agreements and law, the state authorities are the duty bearers and the civil society's role is that of giving citizens a *voice* on rights issues, as rights holders.

The NCA Global Strategy 2011-2015 emphasises its important programming questions in its Rights Based Approach, (p. 32) e.g. "Which rights issues are involved? Who are the main rights-holders? Who are primary and secondary duty-bearers? Who might our allies be?", etc.

It is felt that the East Congo context analysis could be revisited and emphasized in a partner-involving process, to clarify the roles and secure that local partners are aware of their particular role. For example, when local partners engage with representatives of authorities, this clarity will have implications for their engagement in rights issues. The team came across one example of a local partner organization that has on its board prominent members of provincial authorities who may

⁹ See Annex 6 – a Partner assessment tool, Norad (as an example)

find themselves in a double role (e.g. administering the authorities' rule of law and law enforcement, and at the same time undertaking advocacy for the rights of disadvantaged groups and individuals through the partner organization). This not to say one should not engage with the authorities, but avoid unexpected and possibly hidden agendas within one's programme, or conflicting roles. A partner analysis that includes governance would have laid open such possible conflict of interests.

A guide to the Rights Based Approach, which may help operationalization and apparently already is known to NCA, is found with a group of UN organizations (http://www.hrbatoolkit.org/?page_id=116). The following are the human rights principles for the process (*PANTHER*) to achieve development goals:

- **P**articipation by people in policy issues, development and planning
- **A**ccountability for states, legal and non-legal means
- **N**on-discrimination to vulnerable groups, disaggregate data to see who enjoys what rights. Equality in law, opportunities and outcomes
- State-**T**ransparency in political processes by the media and public
- **H**uman dignity-respect
- **E**mpowerment of people
- **R**ule of law - tool for accountability

Going by these principles, the NCA programme in East Congo will be given a very high score. In particular, the Cercles Réfect, Cercles Ouvert and the journalistic activities (e.g. Cercles Écoute, Le Souverain) seem to cover all these areas to a very high degree, and could ideally be scaled up to cover more areas and more people!

In assessing the particular programme pillars that involves this methodology (approx. half of them), it was found that they successfully respond to both the emergency context, to emergency preparedness and to development needs. They involve and empower individuals. They have impact on relationships *within* a community, where survivors of e.g. sexual violence and abuse also become victims of exclusion by other community members and need to receive understanding and acceptance to re-integrate. And they empower people to have more impact on the relationship between citizens and authorities, of which many examples appeared during the field visits¹⁰.

Recommendations:

- Develop a standard set of criteria for partner selection, including expected function and role - whether in context of emergency, or development, and whether project implementation or advocacy, etc. (The review team has been informed that this is already decided to be included in the new partner strategy currently under development.)
- Develop a template for partner analysis ("due diligence") that includes institutional capacity, organizational structure, governance structure & internal accountability mechanisms, area of

¹⁰ In Walungu, the MTR team observed a Cercle Ouvert where poverty-stricken women among other issues submitted a complaint to the authorities, who had given the right to use communal land to an organization that they themselves formerly had been allowed to use. Now the women could no longer farm for their own use and food diversity and had no alternative. Four weeks after the meeting, NCA reported that the authorities reversed their decision and the women were again given the right to use this land (the organization in question was given an alternative site).

expertise, ability to mobilize etc. (The review team was later informed by NCA that a template exists but the exercise has not been carried out in the last two years. The team did not check or validate this existing template.)

- Continue and possibly further develop the successful cluster cooperation arrangement between partner organizations, for their mutual benefits.
- Revisit and if necessary explicitly include and profile RBA compliance in the NCA template/checklist for project monitoring visit reports, and in the partners' reporting template
- Clarify and revise the RBA in the East Congo context and align it to the NCA Global Strategy, particularly the roles of civil society actors vis-à-vis that of rights holder on one hand and duty bearer on the other

5.3 Range of activities

A wide range of activities are chosen as means to achieve the programme objectives – i.e. to contribute to reducing gender based violence and support sustainable peace in the DRC.

Activities financed by NCA that were visited during the MTR:

- **Reintegration of child soldiers and vulnerable youth / empowerment of vulnerable women.**
 - **Literacy training**

The REFLECT¹¹ literacy training is a participatory methodology based on Paulo Freire¹² which combines the literacy process and the empowering process through people-centred development. Rights holders learn to read and write, and learn of cross-cutting issues such as environment, maternal health, HIV/AIDS, governance ('Cercles Réfléct'). At the end of each month the learners host a 'Cercle Ouvert' where they invite local authorities to discuss issues and challenges relevant to them. Target groups are rights holders who are illiterate, including survivors of SGBV who have never been to school, and youths formerly associated with armed groups.
 - **Income generating activities**

Activities are for the most vulnerable, mostly women, in the form of animal husbandry e.g. poultry, rabbits and guinea pigs and farming in Kalehe, and porks, guinea pigs in Walungu.
 - **Vocational training**

Training projects in various vocations and locations depending on area and target groups. They include mechanics, masonry, welding, hotel services, embroidery, tailoring, bakery, soap making and farming. After the training they receive *reintegration kits*. Kits given to the beneficiaries allow them to start a self-managed mini enterprise either individually or in groups. Target groups are women with vulnerabilities and youth at risk.
- **Provision of WASH services.**

In South Kivu NCA undertakes WASH development activities such as giving WASH support to

¹¹ REFLECT is an acronym: **RE**generated **F**reirean **L**iteracy through **E**mpowering **C**ommunity **T**echniques

¹² Paulo Freire (1921-1997) was a Brazilian educator, philosopher, and influential theorist of critical pedagogy. He is best known for his influential work, [Pedagogy of the Oppressed](#), which is considered one of the foundation texts of the critical pedagogy movement. (Wikipedia)

Panzi Hospital, Bukavu (which in addition to general hospital services offers medical care, psycho-social support and skills training to GBV survivors), and building latrines at schools in Kalehe. In North Kivu, the WASH activities are mainly in an emergency response context. WASH services are at a larger scale provided to IDP camps and to some communities at risk. In addition to infrastructure, it involves beneficiary behaviour training.

In terms of fund allocation within the programme, WASH is the most costly component as it involves investments in infrastructure and maintenance. WASH is also the component that receives most of the *additional* funding for NCA in East Congo (this is mainly through a UN Pooled Fund mechanism).

- **Training of health personnel.**

Panzi Foundation – with technical support from the Provincial Health Inspection (IPS) – aims at strengthening the competencies of 585 state-accredited health centres in South Kivu by training one nurse from each health structure in psychosocial care. The aim is to enable the identification of traumatized patients in need of assistance besides medical support, offer first line services, and secure referral for those in need of further treatment to higher level health institutions.

- **Support to survivors of, and fighting GBV.**

Transit centres in Bukavu and Goma includes reintegration activities for survivors of GBV – see above under literacy training and income generating activities.

- **Engaging faith based and civil society leaders in the fight against GBV / advocacy.**

The AFEM Association (Association des Femmes de Media) works to make the voice of the women from the rural and urban area heard through local radio stations. AFEM, through its female members, creates a series of media programs (Cercles Écoute/female journalists) to inform the general public on SGBV and on the DRC laws against sexual violence that actually exist. The media program serves as tool of awareness raising (sensitization).

AFEM and others have also trained some women trainers who again train other women on advocacy and gender rights. The women are then able to plea for women's participation at the decision-making level of the local authorities.

The journal "*Le Souverain*" produced by mainly female journalists and the only published paper in the Kivus, tries to correct women's image, who are often portrayed negatively or as victims and not as change agents. Showing the positive image of women is the challenge that "*Le Souverain*" is tackling.

Awareness raising and advocacy is also provided by a consortium of religious denominations, the *Interfaith Platform*. A core activity of the platform is the Tamar Campaign, which sensitizes on gender rights and SGBV using texts from the Bible and the Quran as a point of departure for dialogue. This platform also raises awareness on issues of political power and played a role in the 2011 elections. These religious denominations are working with local communities.

Some observations made by the MTR Team:

- i. Courses and training appears as the most common type of input or activity. There is reason to question the cost effectiveness in terms of achieving impact through training – see p. 16 (point iii) under chapter 4.4) on the difficulty of measuring results from courses. The more formal types of training (e.g. vocational, literacy) is better justified than other courses and seminars. NCA may look again at what can be achieved through alternative approaches e.g. to obtain capacity development, attitudinal changes etc.
- ii. Some income-generating activities visited appeared not to be economically viable once the NCA support or start-up subsidies given to beneficiaries terminates. In many cases NCA project advisors should rather have business and finance skills more than psycho-social skills

to provide to implementing partners. If beneficiaries do not make a profit when leaving the project, their vulnerability persists and impact is missed. Hence, a more “cynical” business approach is advised.

- iii. The finding that some income-generating activities are not profitable is documented in the earlier MDF evaluation (2011-2012), and was also observed by the MTR team during field visits. In some cases it appeared that local market conditions were unfavourable to the chosen business activity, or improvements to the running of the business or the potential of the individual beneficiary would decide the success rate.
In many cases observed, businesses were very successful, too. Overall, a more business-specific approach guided by explicit business expertise is recommendable to secure that profitable activities are chosen and followed up.
- iv. In some communities and areas with very weak or almost non-monetary economies, one should try to design more realistic income-generating activities that are more appropriate to the local conditions than the case was in some instances observed. And if profitability is not likely, one should refrain from that income-generating activity.

5.4 Documenting results

The beneficiaries mostly consist of vulnerable and marginalized people as well as children or young ex-soldiers; boys and girls who have lived in military environments. The main target groups for NCA and its partners are:

- Women; survivors of sexual violence and those having already benefited from the psychosocial, medical services or from literacy tuition and who are capable of leading an income generating activity
- Youth formerly associated with armed groups (girls and boys)
- Vulnerable and idle youth
- Vulnerable girls, in particular single mothers
- Vulnerable households

The results framework for the programme was annexed to the contract between NCA and MFA. It attempts to concretely establish mainly numerical targets. Norad had earlier commented that it is a quantitative framework i.e. counting numbers of beneficiaries reached, but will to a lesser degree offer insight as to how this will achieve results in terms of changes for the beneficiaries. Furthermore, there was no baseline¹³ to indicate needs in numbers, and types of needs. This said, one can hardly disagree that needs exist in East Congo. Needs assessments are a “moving target”.

The issue is rather that a well-designed results framework will help secure the optimal use of programme resources, to reach as many as possible in ways that will benefit them the most, i.e. the programme’s efficiency and effectiveness and results. An improved results framework could better identify results towards *outputs* and *outcomes* and possibly *impact* on the results “chain”.

¹³ The original results framework in the contract specified that baseline will be developed on the Provision of WASH services component. However, the MTR has not detected that this has been done.

Our conclusion is that the existing results framework does not yield a satisfactory assessment of the programme's success and possible failures. It does not go far enough into a common type of results chain, and it measures inputs (activities) more than outputs, outcomes and results.

We are aware that NCA Congo already is in the process of developing a new results framework, which was submitted as draft to the MTR team and is considered to improve greatly the results orientation. In particular, it includes a set of relevant indicators which can be aligned to the routine project follow-up and monitoring exercises. Secondly, it sets out to measure results in terms of change for the better for the beneficiaries, i.e. it measures further into the results chain and goes behind activities and inputs. However, baseline data do still not seem to be in place. One could consider for which approaches such can be realistically obtained and be beneficial.

In more detail, some observations made during the site visits that may help guide the development of a new or adjusted results framework:

- i. Selection criteria: beneficiaries to be included in projects are identified sometimes not only because they are the most needy or most vulnerable, but (also) because they can be reached by the local partner organizations, or reside in locations where they already operate and thus have comparative advantages. This is a reality of opportunism to be expected in such difficult environments. But what can be improved is to develop project *baselines* when possible so as to be able to compare where and what results are achieved. Another selection criterion to observe is *legitimacy*; that the nearby surroundings and stakeholders of the area accept the selection criteria and are able to observe the process (transparency and involvement of local structures in decision-making). In most cases observed in this mission, the latter was however well secured through the local partners.
- ii. Risk identification: it was observed that *risks* of results achievement could be (better) identified prior to project implementation, and then also prepare relevant risk mitigation measures should risks become reality. The risk issue should be part of the results framework.
- iii. Types of activities to measure results from: courses and *training* is a very substantial part of the programme. It is very difficult and globally there is little methodology developed to measure successful effects of training, beyond "course satisfaction" and control of learning outputs in individuals. It is difficult to measure if what is learnt is later applied. And changed behaviour is very demanding to measure, solid methodology is lacking. Hence, if subsequent (positive) changes are registered, one may not be able to attribute it to courses and training they have undergone. For example, to what extent will health workers who underwent PSS training change their approach towards patients and detect and provide referrals of (more) trauma cases? It may be possible to get close to a useful and reliable measurement, but it requires a carefully designed and closely monitored framework in the field. And, will it cost more than it will yield, in some of the components of the programme (like training of health workers)? NCA is advised to balance costs and benefits in this case, when designing the M&E approach.¹⁴

¹⁴ The NCA Congo team members challenges this analysis, stating that the types of training are long term (Reflect, Tamar campaign/Interfaith, health personnel training, the LAV gender training and that at the end the participants develop action plans, to be implemented after training, and that there is follow up monitoring.

5.5 Programme follow-up and reporting

Three main tools were observed to guide follow-up procedures and reporting:

- a) In its strategy, NCA places the *HAP Standard in Accountability and Quality Management*¹⁵ as an overarching framework for its activities (the 2007 standard is referred to. There is now a new 2010 standard).
 - b) The results framework for the programme, as laid out in an annex to the contract.
 - c) The NCA project monitoring visits report and partners' reporting template.
- a) The new 2010 HAP standard is even more appropriate to the programme than the previous 2007 version, referred to in the country plan. It now takes into account that the dividing line between humanitarian and development assistance is fluid, and that an organization may provide both disaster relief and development aid to the same group of people (ref. IDP camps, where WASH often is in the context of relief, and GBV advocacy with a longer term horizon. The MTR team's conclusion is that the programme follow-up structure that is applied by NCA observes the HAP Standard Principles for accountability and commitments.

A challenge, however, is that NCA cannot always guarantee predictability of funding commitments to its local partners. It was illustrated by the 2012 situation emanating from a delayed Annual Meeting between MFA and NCA at HQ level in Oslo. NCA can only release 20% bridge funding until the annual activity plan has been approved at this annual meeting. Subsequently, expected transfer of funds from NCA Congo to its partners was delayed for some months and jeopardized continuation of activities in the communities. The review team witnessed how it eventually impacted on the individual beneficiaries or group activities. They had their livelihoods threatened when expected income activities were interrupted without sufficient warning.

- b) The results framework is reviewed in chapter 5.4. The new results framework under development by NCA appears to better look beyond inputs and quantities and into outputs and outcomes in the results chain.
- c) The project monitoring visits report, and the partners' report template are well designed, and may now be checked against the HAP standards for possible alignment to these, and in particular to the results framework. This will allow for a continuum in recording, from the overarching principles and guidelines to the individual activity.

It is acknowledged that some of the activities under the programme, e.g. the advocacy components, are rather process oriented and hence difficult to measure in the short term. Here, a sound set of *indicators* will be all the more important.

Recommendations:

- Longer term predictable funding is of great importance to NCA, and in the next instance to its partners and beneficiaries. The importance of timely and smartly sequenced annual meetings

¹⁵ <http://www.hapinternational.org/pool/files/2010-hap-standard-in-accountability.pdf>

etc. should be carefully observed. One could consider holding the HQ annual meeting earlier in the year, even at the end of the year before next year of operation.

- Replace the existing results framework with the new one now in preparation, improve the log frame with a relevant set of indicators and separate between inputs, outputs and outcomes. Where possible, develop baseline data.
- Adjust and align the already well developed project visits report template and the partners' reporting template to the results framework and the HAP standards. And finally, secure that RBA is included in the templates (ref. chapter 5.2.4), on how the RBA is applied and to record results obtained on project level.

6. Achievements

NCA's annual reports (2010, 2011) have recorded progress against the original results framework and objectives. Achievements as reported summarized, with comments by the two external consultants:

| Programme pillars, outputs and main indicators | Achievements reported by end 2011 | Comments |
|--|--|---|
| <p>1. <u>Reintegration of child soldiers</u> By the year 2012, 90% of 780 trained former child soldiers and vulnerable youth are reintegrated with dignity in their local communities. This includes vocational training, psychosocial support and follow-up for two years.</p> <p>Main indicators: Number of youth (30% girls) that have been enrolled in literacy/ numeracy and/or job-training/small business skills programs (780 youth, 30% girls by 2012). At least 85% of the reintegrated students answer positively to a questionnaire regarding their socio-economic reintegration (2011, 2012).</p> | <p>672 have been trained, of which 305 (45%) were girls. They have received reinsertion kits and started production after completed training.</p> <p>An MDF assessment (2011) found that training is well organized. NCA has observed the need to follow up ex trainees to measure if self-sustainability is achieved, if net income is generated.</p> <p>The assessment found that there is some controversy in some communities over the selection process and decisions that include some trainees and reject others into the projects. And there had been cases of sub-standard reinsertion kits, now being replaced with better quality products.</p> | <p>This is close to full achievement, in numbers.</p> <p>As observed during site visits and also found by the earlier MDF assessment (2011), not all income-generating activities prove to be profitable for the beneficiaries.</p> <p>A more explicit business orientation in establishing and following up trainee activities that focus on profitability is advised. Reference is made to comments in chapter 5 in this respect.</p> |

| | | |
|---|--|---|
| <p>2. <u>Provision of WASH services</u> 60,000 women, men, boys and girls in North and South Kivu have gained access to safe water, adequate sanitation facilities and access to knowledge enabling them to protect themselves against threats to public health through “good” hygiene behavior by 2012.</p> <p>Main indicators: Number of people that have gained access to water, sanitation facilities and have been reached with hygiene promotion (60 000 in the programme’s period). Names of sites with and type of WASH infrastructure in use one year after completion (2010, 2011, 2012). Reduction of waterborne diseases in target areas (2010-2012). Baseline will be developed.</p> | <p>Over 68,000 persons are reported to have been reached by NCA support.</p> <p>The achievement has been made possible by funding from additional donors to MFA; there has for example been in place a pooled funding arrangement for WASH that NCA has accessed.</p> <p>Beneficiaries were reached with WASH infrastructure installments and promotion training on WASH best practice behavior.</p> <p>In North Kivu mostly IDP camps and returnee communities were targeted, and some host population members. Support in South Kivu reached hospitals, schools and some vulnerable communities.</p> | <p>Targets in numbers are more than fulfilled, with additional funding from other donors.</p> <p>People’s access to WASH facilities is crucial. It is known to directly contribute to better health. Norad has however earlier commented that this programme pillar does not directly appear to be essential to reduce GBV and build peace; its indirect contribution to the overall objective is assumed in the proposal and in reports, but not attempted measured. The expected outputs and set of indicators do not include GBV or peace building.</p> <p>Given that it is the most costly programme component (approx. NOK 4.5 mill or 25% of 2012 budget), one could consider to divert WASH resources to pillars that more directly impact the main objective. The synergy between WASH and other pillars are less evident than synergies between the other pillars.</p> |
| <p>3. <u>GBV: Training of Health Personnel</u> By 2012, 700 state accredited health centres in North and South Kivu have increased their capacity for an improved GBV survivor first and multi-sectorial response, particularly in the medical, psycho-social, and legal sectors.</p> <p>Main indicators: Number of health personnel trained and working in 700 health centers in North and South Kivu (1 200 by 2012).</p> | <p>Progress is behind schedule. By end 2011, training of 37 trainers had been conducted.</p> <p>With a no cost extension of the programme until end of 1st quarter of 2013 (as was granted), NCA estimates full achievement in terms of numbers trained in South Kivu, but North Kivu will partly be out of reach.</p> | <p>The results framework is actually at input level for this project (numbers trained). With reference to earlier comments (chapter 5.4) on impact of training, one could improve measurements to capture results by before-after registration of GBV cases identified and assisted. Thus one can capture behavior change of health centers, and possibly attribute it to this training.</p> |
| <p>4. <u>GBV: Support to survivors, and fighting GBV</u> By 2012, community based</p> | <p>Approx. 1,400 vulnerable women have been trained in various income-generating activities, e.g.</p> | <p>The challenge is to identify income-generating activities that actually enable beneficiaries to</p> |

| | | |
|---|--|---|
| <p>organizations and FBOs have increased their capacity for an improved GBV survivor reintegration, increased participation against GBV and GBV protection response.</p> <p>Main indicators: An increase in GBV survivors supported by NCA partners chose to return back to their villages of origin compared to previous years (2011, 2012). Baseline will be developed. A decrease in reported GBV violence cases in the target areas (2011, 2012).</p> | <p>to help their reintegration to communities.</p> <p>Approx. 700 women and some men have given literacy skills through the REFLECT method, at the same time empowering them to articulate their problems, identify solutions and challenge decision makers.</p> | <p>sustain profit making. In many cases success is recorded, but site visits also demonstrated the need for a more business oriented advisory follow-up.</p> <p>The 2011 decrease in reported GBV cases cannot be attributed to this activity; the project's coverage is too limited. There are indications that the very recent outbreak of fighting (Oct-Nov -12) results in many new rape cases.</p> <p>The REFLECT method strengthens the resilience of survivors and communities at large and is strongly recommended to be scaled up as part of an emergency preparedness effort.</p> |
| <p>5. <u>Faith Based and civil society leaders are engaged in the fight against GBV</u> Faith based leaders promote gender equity and equality and take active lead in the fight against GBV within their constituencies and society.</p> <p>Main indicators: An increase of women in leader positions in FBOs (2011). An increase of women in decision making positions in the society (2011-2012). 50% of the church leaders in the program take part in public discussions, call for internal changes and raise gender issues as a positive concern (2012). Young male and female church leaders are change agents (2012).</p> | <p>The activity is behind schedule in its development, the increase in female leaders has not yet happened as per ambitions.</p> <p>The main challenge reported is a resistance by FBO leaders to female leadership and women's equal rights.</p> | <p>Reports mainly record inputs (numbers trained etc.). It has to be recognized, though, that this is a process-oriented effort.</p> <p>One may consider if the inputs used so far (courses and seminars to a large degree) will yield effective and lasting results, alone.</p> <p>Nevertheless, the objectives of the project were found to be essential in the East Congo context. The Interfaith Platform as it presented itself during the field visits has a very broad catchment of constituencies and denominations, which obviously is a prerequisite arrangement to build on.</p> <p>The potential synergy with other programme pillars was observed as a strength, and the partner clusters may yield further effects.</p> |
| <p>6. <u>Advocacy to end GBV</u> Faith Based Organizations and NCA partners have become active advocates for gender justice, conflict resolution,</p> | <p>Among reported results is the first time participation in elections by women who had undergone the REFLECT method (a finding in the</p> | <p>This programme pillar addresses forces crucial to end GBV in the East Congo society (faith based organizations and their leaders), as</p> |

| | | |
|---|---|---|
| <p>protection against GBV and democratic reconstruction on local, national, regional and international levels. This includes engagement in election preparations, contributing towards free and fair elections.</p> <p>Main indicators: An inter-faith platform for gender justice and regional conflict resolution exists and has meetings on a regular basis (2012). NCA resource organizations on advocacy are linked up with the inter-faith platform for joint advocacy initiatives (2011-2012).</p> | <p>MDF 2011 assessment).</p> <p>Civic education efforts recorder inputs (numbers trained and sensitized in meetings and events, through radio programmes, religious leaders engaged that secured gender messaging in election preparations etc.).</p> <p>Religious leaders through the Interfaith Platform is a crucial “vehicle” for this project, mass media another. They have both been engaged by the project.</p> | <p>well as women and their use of mass media.</p> <p>The problem is to measure and identify the project’s attribution to positive change that may be recorded. The chosen set of indicators could be revised in order to capture milestones further down the “results chain”.</p> |
| <p>7. <u>Partner capacity building</u> NCA’s partners’ organizational, financial, managerial and programmatic capacities have been strengthened.</p> <p>Main indicators: Capacity Review Workshop Module and TOR for capacity review completed (2010). End of year report on new capacities gained by Partners (2010-2012).</p> | <p>NCA has provided training to partners in addition to the regular follow-up visits and meetings. Assessment by MDF (2011) identified e.g. the need to strengthen project design, monitoring and evaluation.</p> | <p>The MTR field visit recorded that NCA will reduce the number of partners expected to result in a closer follow-up and provision of capacity development of partners. Reference is made to comments and recommendations already made in chapter 5.2.</p> |

7. Qualitative observations of results in the field

Glimpses from the MTR field visits - some outputs observed:

- Women survivors of the violence sexual were taken care of medically and psychosocially
- Women who went through the Reflect literacy tuition know how to read and write
- The cleanliness of the Panzi Hospital is assured through the WASH services
- A number of poor Wambuti families (small forest tribes) are taught and supported in animal husbandry in their new settlements, after having had to flee their natural forest habitats

All the recipients recognized that the situation prior the support was much more difficult, even those who said that it has not yet reached satisfactory level.

Some outcomes observed:

- Women now understand their rights and were capable of articulating demand
- Children living in the street, had been taken from the street, reunited and stabilized in their respective families and/or with relatives
- The activities that young people undertake in training workshops enabled them to take care of food, clothing, education for their brothers and sisters (life skills)
- Young people are self-employed and have the possibility of taking care of themselves and equipped to have the possibility to earn a living
- Some young people were able to gather the dowry and get married without the support of their families
- Some girls who were trained in tailoring are somehow autonomous and meet their small primary needs, as told by an orphaned girl - "this work helps us, when we work we cannot lack a soap, a lotion. This has stopped the tendency to prostitution".
- In Kalehe, some young people are now able to train others in tailoring. This means that they have been able to master their work. However, they reported to have difficulties paying taxes

The programme's *relevance*

The different activities undertaken by NCA and partners are found to be relevant because they effectively correspond to a felt need in the community. The beneficiaries are vulnerable and the activities aim to make them able to take charge and be self-sufficient.

The relevance of the program also rests on the fact that East Congo faces various conflicts which has led to massive, involuntary and unplanned movements of populations with its consequences: vulnerable "street children" and children associated with armed groups, breakdown of social structures, rape and violence. The programme addresses vulnerability of households and the most vulnerable among these, including women, develop the capacities of young people for them to be able to care for themselves; it provides skills acquisition to achieve this. The relevance is hence justified by the context.

The programme meets the needs of the communities. It answers to the documented problem of sexual violence. It allows psychosocial support to survivors, and also enables their socioeconomic reintegration.

The strategy of strengthening competencies of medical staff in psychosocial support in health clinics aims to provide adequate response to the survivors of sexual violence in health facilities in South Kivu province. Skills and methods to identify trauma of GBV survivors is lacking in district health facilities.

Efficacy

The question of the efficacy of the activities has to be examined at two different levels. Firstly, at the level of NCA it is a question of acquiring funds, of assuring a proper follow-up of partners' activities and strengthening their capacities. These activities, although positive, deserve to be even more

studied to allow a bigger impact. More effort is needed in developing the strategy of selecting partners, and to develop their capacity:

- NCA needs to introduce a suitable template for project proposals. The one that exists is reportedly difficult to use for some partners. It requires either training of partners or a more appropriate or “user-friendly” template.
- NCA should finance only projects that have demonstrated a strategy for sustainability and have a risk management plan. Projects supported by NCA must have a risk analysis and foresee how to mitigate those risks.
- On the other hand, the partners have to refine their strategy of supervision and follow-up. For every beneficiary they have to elaborate a kind of contract of performance. The objectives of the beneficiaries’ activities must be decided beforehand. This will guide a follow-up focusing on results related to the objectives of the beneficiary.

Secondly, selection of beneficiaries and their follow-up is key to secure a high success rate in obtaining self-sufficiency. Some observations made:

- In certain cases the beneficiaries are so poor and vulnerable that the initial start-up means are insufficient to drag them out of the cycle of poverty. A woman who was given hens had to sell them before they generated income (eggs, chicken) in order to pay school fees for her son and left her at “square one”. Either one should secure sufficient or more relevant start-up capital, or foresee a possible failure that questions if this beneficiary is ready to participate in income-generating project.
- For some beneficiaries the activities are profitable. Others admit that the situation is better than before but they are still in need of support. In many cases it was difficult to attest that the income-generating activities led to economic autonomy for the families. They are confronted with tall expenses that depend on this sole source of income.
- Concerning the young people trained in the program, most are confronted by a lack of basic material – reinsertion kits given to them to begin with was sometimes of a poor quality. But a number of beneficiaries confirmed that their activities are profitable because they allow them to cover their basic needs.
- Regarding the tailoring activity, the beneficiaries are confronted with the difficulty to comply with the demands for quality products of their customers who sometimes asked for sophisticated techniques (embroidery).

Efficiency of the programme

For some NCA partners, the system to monitor activities and results should be further developed. The tools (template) used do not yield proper information to monitor activities. This can be elaborated and improved. We saw a follow-up tool that only amounted to a registry book held by the implementing partner’s staff, without sufficient details that would record progress or lack of it, for example to capture if the beneficiary actually made progress and profited more or less economically, over time. Such a results oriented follow-up system would better clarify if the chosen activity of the beneficiary would prove successful in the end, or if a new income activity should be introduced.

In projects other than those of income-generation, resource utilization is monitored cautiously in terms of spending. Partners visited had to follow a transparent and meticulous reporting system, with a shared attitude that costs are to be kept low. Systematic arrangements to control and capture

possible signs of embezzlements or corruption are in place, at project, programme/country level as well as regional and headquarters level. Only minor irregularities have been uncovered and acted on.

Sustainability

Income-generating is not a “quick fix” but will take some time, especially with beneficiaries who are illiterate and extremely poor, and furthermore disadvantaged in difficult surroundings and circumstances. The sustainability is confronted by two challenges. First of all the beneficiaries need to be helped break the poverty cycle before thinking of development. The second challenge is to undertake all the activities in a results-based modality and to come to an agreement with the beneficiaries on how to reach an agreed objective or result.

For certain beneficiaries, it is visible that the chosen activities were appropriate. Some had added activities by self-financing them and thus prospered further. This was the case for some women who were able to build houses for themselves and cover it with proper roofing materials.

In general, it is difficult to consider sustainability at this time or to guarantee the durability of the actions. Many beneficiaries are still dependent on additional inputs or subsidies, and the partners rely on NCA for the funding of their activities.

Activities being financially supported by one single partner, offers a short-term economic viability.

The programs were first implemented according to a humanitarian philosophy, all the support inputs were free without any repayment from the beneficiaries, but some partners have established rotational credit schemes. This can enhance a higher degree of project sustainability.

Partners and beneficiaries need to foresee and plan for a cessation of NCA funding in future.

Impact

To a certain extent, activities were seen to have an effect on beneficiaries who manage well; there were many examples that had gone “out of the ordinary” and obtained significant change in their lives.

However, the reporting system in place had not been able to systematically capture all impacts that actually were evident on site. This may both have to do with the results framework and templates for follow-up of activities in the field.

- Effective reintegration of the survivors of sexual violence in the community was noticed.
- Some beneficiaries handle their income-generating activities and are able to meet their basic needs.
- Some other beneficiaries returned or joined the normal educational curriculum and are excelling.
- Two women had, after women’s keen insisting, been appointed as guardian of customary laws in their areas, and councillor to the court of the traditional chief. Two more had been designated as customary leaders of the local leadership in Kalehe, thanks to the advocacy conducted by women. This represents a huge success, because culturally women are normally barred from exercising customary power.

- In Kalehe, many married couples are stable in their relationship thanks to the sensitization processes initiated by one of the NCA partners. For those couples, men are no longer ashamed to help their wives in domestic chores and observe better gender equality.
- Women who benefited from the literacy program now know how to read and write and were able to vote without assistance during the 2011 elections.

8. Summarized list of recommendations

1) *NCA's ambitions, implementing capacity and programmatic issues:*

- a) While it is demanding for NCA to combine a humanitarian and a development approach within the same country programme, the East Congo context is particularly challenging. The different development projects under the programme support emergency and emergency preparedness activities and vice versa. Hence, such a dual approach is justified if the programme is to be continued.
- b) It is recommended that the programme is continued, with some recommended adjustments.
- c) Longer term predictable funding is of great importance to the beneficiaries, to the partners, to NCA and to the programme's success. As a minimum, one should hold the annual general meetings of the programme very early in the year, to avoid uncertainty and to have to stop activities.
- d) It is recommended to give careful consideration to if and how synergies can be strengthened between WASH services and other components. Of the programme components, WASH activities have the least direct and obvious relevance to the programme's main objective: WASH services contribute to many emergency and development objectives more obviously than to reduce GBV, they are relevant to the East Congo context but less to the GBV objective (than the other components). The synergy between WASH and other pillars are less evident than synergies between the other pillars.
- e) NCA is recommended to continuously review the need for itself to have in-country sector specific expertise for all the project activities under the programme. Local partners will possess or develop their own expertise in respective fields. NCA is now in the process of developing a more systematic programmatic and managerial role which includes monitoring and reporting systems of the programme, and partners will gradually be able to take more responsibility for achieving objectives as capacity is built. This review supports to have a projected reduction of the number of partners, as one measure, to better contribute to quality in capacity development.
- f) The partner analysis and partner selection methodology should be better implemented and also improved by including assessment of governance structure and accountability mechanisms.
- g) The partner cluster arrangement, whereby partner organizations are grouped in smaller clusters for mutual support and development, should be continued.

- h) The Rights Based Approach chosen by NCA in East Congo is unconventional as local partners and religious leaders are considered duty bearers. It may blur the role of the state. This understanding should be clarified and revised.
Otherwise, RBA is given sound attention among partners and stakeholders. It can be further secured by including it as explicit item(s) in the reporting template from partners.
- i) Find arrangements with Panzi Hospital management for continuation of WASH activities after termination of NCA support.

2) *Methodology and results documentation:*

- a) The results framework developed prior to the contract needs revision. It sets out programme outcomes quantitatively but without baseline, and does not capture quality of what is achieved. An improved set of indicators and separation between inputs, outputs and outcomes will allow NCA to better capture results achievements than is the case today. The new framework under preparation appears to be an improvement in the right direction.
- b) The REFLECT method is working very well and builds empowerment and resilience in communities. The method is already applied under several of the programme's components, with a powerful potential to be scaled up (to other geographical areas if possible, and to more organizations and beneficiaries).
- c) Many, but not many enough of the vocational training and income-generating activities seemed to have the potential to yield self-sustainability in terms of becoming profitable for beneficiaries. Adding a more business- explicit expertise would help identify alternative or more relevant activities and provide improved follow-up to the projects.
- d) To work through faith based organizations is both a necessity and recommendable, given the role of religion and religious leaders and groups in the East Congo context. It has to be recognized as a time-consuming process to change mindsets that may be challenging to cultural and religious beliefs. NCA may have to revise its high ambitions to a more realistic level, as well as how to measure recordable progress.
- e) Courses and training appear to constitute a large part of programme activities. Alternative methods to develop capacity of local partners should be considered, for example more interactive on-the-job training within a cluster approach/peer training. And when training or courses are performed, the results framework should be designed to capture effects and changes that can be recorded, rather than listing trainings that has been completed.
- f) Given the challenging and unpredictable operating conditions in East Congo, identification of risks and risk mitigation measures need to be well reflected in a new results framework.
- g) Adjust and align the already well developed project visit report template and the partners' report template to the new HAP standards.

9. Annex 1 – Terms of reference for mid term review (MTR) 2012

A three-year contract between the Norwegian Ministry of Foreign Affairs (MFA) and the Norwegian Church Aid (NCA) for a humanitarian programme focusing sexualized violence in DR Congo 2010-2012

1 Background

Short description of the programme based on agreement, programme document and appraisal:

The contract signed on 4th May 2010 is for a humanitarian programme in the provinces North Kivu and South Kivu in DR Congo.

Objectives of the programme as formulated in the contract are:

“The Goal of the Programme is to contribute to reducing gender based violence and support sustainable peace in the DRC.

The Purpose of the Programme is to provide measures for prevention and repair for gender based violence, ensure reintegration of victims of gender based violence, child soldiers and vulnerable youth, provide access to water and sanitation for IDPs and marginalized communities”.

The Norwegian Ministry of Foreign Affairs makes available NOK 50 mill. to NCA for the programme period. Within the MFA, the Section for Humanitarian Affairs is the responsible unit.

The programme consists of seven pillars/areas with the following main indicators (given in Contract):

1. Reintegration of child soldiers
Number of youth (30% girls) that have been enrolled in literacy/numeracy and/or job-training/ small business skills programs (780 youth, 30% girls by 2012).
At least 85% of the reintegrated students answer positively to a questionnaire regarding their socio-economic reintegration (2011, 2012).
2. Provision of WASH services
Number of people that have gained access to water, sanitation facilities and have been reached with hygiene promotion (60 000 in the programme’s period).
Names of sites with and type of WASH infrastructure in use one year after completion (2010, 2011, 2012).
Reduction of waterborne diseases in target areas (2010-2012). Baseline will be developed.
3. GBV: Training of Health Personnel
Number of health personnel trained and working in 700 health centers in North and South Kivu (1 200 by 2012).
4. GBV: Support to survivors, and fighting GBV
An increase in GBV survivors supported by NCA partners chose to return back to their villages of origin compared to previous years (2011, 2012). Baseline will be developed.
A decrease in reported GBV violence cases in the target areas (2011, 2012).
5. Faith Based and civil society leaders are engaged in the fight against GBV
An increase of women in leader positions in FBOs (2011).
An increase of women in decision making positions in the society (2011-2012).
50% of the church leaders in the program take part in public discussions, call for internal changes and raise gender issues as a positive concern (2012).
Young male and female church leaders are change agents (2012).
6. Advocacy to end GBV
An inter-faith platform for gender justice and regional conflict resolution exists and has meetings on a regular basis (2012).
NCA resource organizations on advocacy are linked up with the inter-faith platform for joint advocacy initiatives (2011-2012).

7. Partner capacity building

Capacity Review Workshop Module and TOR for capacity review completed (2010).
End of year report on new capacities gained by Partners (2010-2012).

Why a review now

The agreement period expires on 31st December 2012. A no cost extension until end of April 2013 has been granted by the MFA and in agreement with the NCA. No previous mid-term review has been undertaken. The programme is now near the projected end of its period. This review may therefore serve as a regular MTR as well to address continued needs of target populations. But for all practical and methodological purposes, the term MTR is kept for this exercise.

2 *Purpose, context and expected outcome of the MTR*

The MTR's main objective

- The MTR will describe achievements of programme objectives until now as per the indicator framework that was established at the onset of implementation, consider its costs level and alignment to management criteria as per the programme document (i.e. the NCA proposal and the Contract), review its results framework and consider the potential and provide recommendations for a possible second phase.
- The MTR will answer basic questions, e.g. in light of achievements so far, how to better achieve the objectives set for the beneficiaries targeted in the programme (because objectives are supposedly not yet fully met before the end of the programme period).
- The context to be observed is that of the need for humanitarian action in the targeted area and beneficiaries.
- The review will partly provide a learning opportunity for the NCA, the MFA, and for local partners.

Team composition

Norad's Department for Global Health, Education and Research has been asked by the MFA to take charge of the MTR, and has agreed to undertake it. The Team composition is designed to support the purpose of the MTR in terms of capacity and expertise.

While the team's composition seeks to cover the programme's thematic areas to the extent possible, it is at the same time observed that the methodological approach required is less rigorous than compared with a final *evaluation*. For example, the objective to achieve learning makes the exercise inclusive also of the involved stakeholders who cannot be considered independent. The review could be understood as being more "pragmatic" than an evaluation, not going as deep into the thematic areas of expertise as in an evaluation.

However, it will nevertheless cover the thematic context and if the approaches of the programme's thematic areas are efficient, effective and relevant (see below, Scope of work).

To secure the review's objective of learning, the Team will involve and engage NCA and local partners in collecting data and their dissemination. Proposed team composition

- a) Bjarne Garden, Norad (Team leader with educational and professional background is in child welfare and health management, clinical practice with bereaved children and parents, child focused emergency operations, advisory services for development partners, general development management in field and HQ of Norad and UN)

- b) External consultant (Team member to be recruited by Norad. Input on desired competencies can be proposed / accepted by NCA and MFA).
- c) Local consultant & expansion of the Team during field visit: local partner representatives as relevant.

3 **Scope of work**

Type of assessments may include:

- Efficiency; A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to outputs.
- Effectiveness; The extent to which the programme’s purpose was achieved, or is expected to be achieved. Focus be given to the programme pillars dealing with GBV (ref. MFA).
- Impact (however; the programme may not have been operating long enough to be manifested)
- Relevance; The extent to which the objectives of the programme are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ priorities.
- Sustainability; The continuation of benefits from the programme after major development efforts have been completed. The probability of long term benefits.
- Risk management
- Particular concerns to be evaluated
- Accounts (audits when accessible)
- Anti-corruption measures

4 **Implementation of the review**

- **Sources of information and methodology:**

Desk study

- Collecting, and undertaking desk study of background documents; periodic reports; agreed minutes of annual meetings, financial reports and audits.
- Extracting from references to related thematic approaches; lessons learnt from relevant research and knowledge generated in the programme’s thematic areas.

Data collection in the field

- Acquiring information from respondents (sample of beneficiaries, of NCA partner representatives responsible for implementation and operationalization, relevant authorities, UN and other NGOs)
- Field visits by the team covering the thematic pillars of the programme (samples)
- Data dissemination and analysis;
 - stage one: an NCA consultation with local partners in Eastern Congo following field visits and Zero draft report, to provide input and context to results gathered by the time;
 - stage two: finalization of the report in Oslo.

Completion of MTR

- Analysis and report writing

- **Timeline of MTR:**

| March/April 2012 | May-June | August | September-October |
|---|---|---|-----------------------------|
| <ul style="list-style-type: none"> • Design of review process. • Composition of MTR | Desk study and preparation of field visit | Field visit and local workshop (data dissemination in Kivu, | Finalization of MTR report. |

| | | | |
|---|------------|---|---|
| team established. <ul style="list-style-type: none"> • Preparation of field visits programme. • Collection of documentation, from MFA and NCA. | logistics. | with local partner representatives). First draft MTR report by end of month. | Submit final report to MFA. Translation into French. |
|---|------------|---|---|

- **Budget**

- Norad will cover expenses for its team member, estimated at NOK 70,000 (travel budget etc.)
- Norad will contract and cover cost of external team member consultant
- NCA will cover costs of own participants, and transportation for field visits in DRC
- NCA will cover translation of review report

5 **Reporting**

- Format of report: Approx. 15-20 pages, containing an introduction summary with main conclusions of lessons learnt, and recommendations.
- Language of report: English.
If to be translated into French will be done by the NCA, from completed English version.

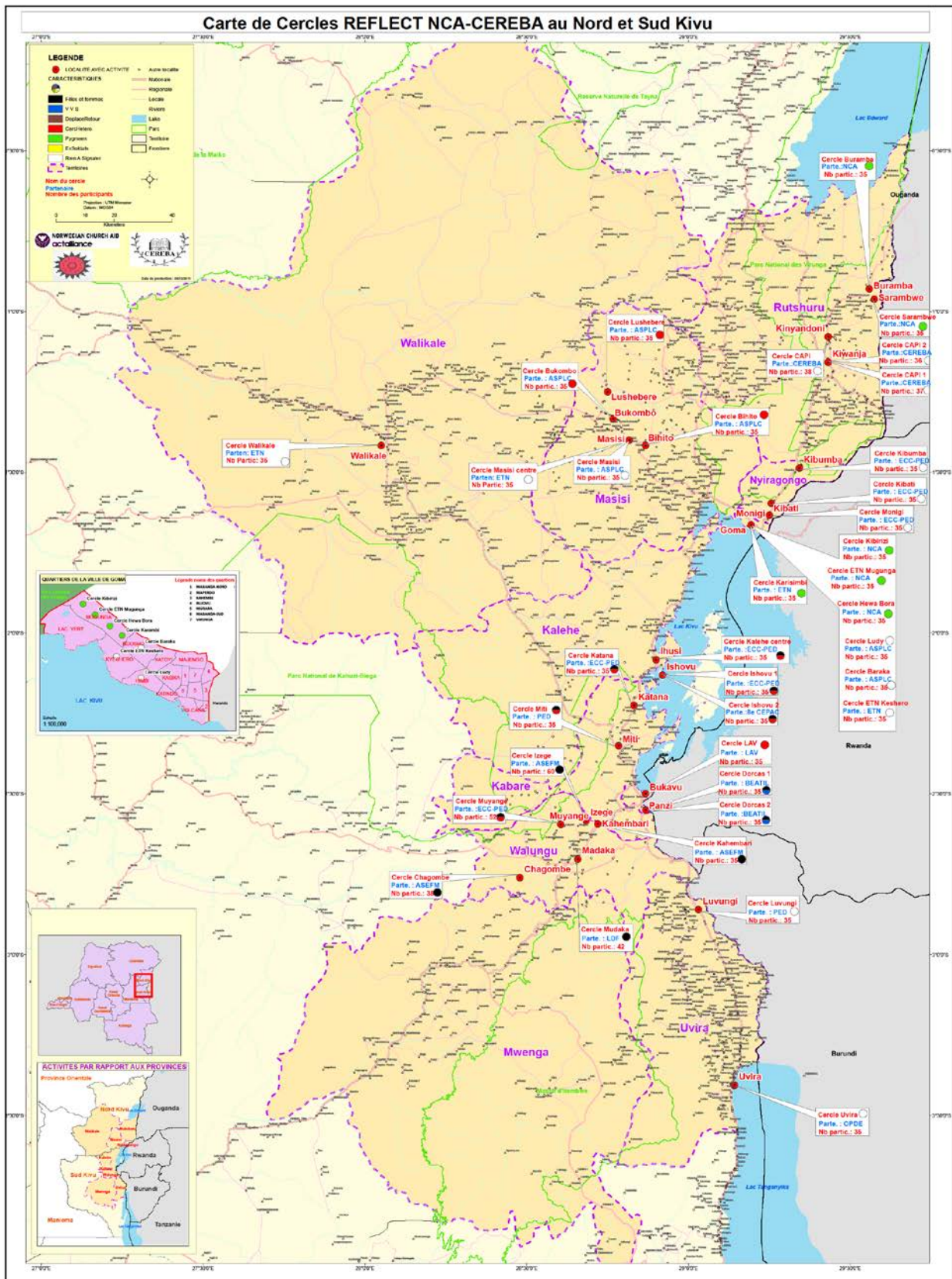
10. Annex 2 - Partners and people met during field visits

Field visits 1 – 15 August 2012. South Kivu, North Kivu.

| Date August | Partner organization | People met | Comment |
|-----------------------------------|---|---|--|
| 1 st | NCA Regional Office | Tore Martin Herland | In Kigali |
| 2 nd -15 th | NCA Bukavu Office | Alexandre Becquevort Madel G. Rosland Joseph Kahayira Badesire Mutebuke Michele Vecchi (Goma Office) | Participated in all field visits and meetings |
| 2 nd | All partners' introductory meeting, Bukavu: ADIPP Interfaith Platform LAV BEATIL Alt CEPAC ASEFM CMLC FIAC OPDE CELPA ECC – Église du Christ au Congo APIF AFEM ASPFA Le Souverain | Mme THERESE NDIRIRA Rev GHISLAIN BAFUNYEMBAKA Mr. KUBISA MUZENENDE Mr. ALAIN BALEKEMBAKA REV. MAGADJU B Mme KIGWIRA MATUMAINI Mme KAZINGUVU APIGAGI Mr. SONGA MWENEMWENYI Mr SERGE KANEKA Mr. MUTOKA JOSEPH Mr. NALWAGA MATTHIAS Pasteur NAMEGAE MULANGA Mr. BERTIN MUBALAMA Mme JULIENNE BASEKE Mr. VALERY NZEJIMANA Mme SOLANGE LUSIKU | Meeting all partners in joint partner meeting, Bukavu |
| 3 rd | Panzi Hospital WASH services | 1. Dr Dennis Mukwege, 2. Maurice Limoke | |
| 3 rd | Panzi Foundation, the Health Worker Training Maison Dorcas I, II, III | 1.Mr. MASHEKA HILAIRE 2.Mlle LISA (consultante) 3.Mr. Dr CHUBAKA M.(Médecin chef de Zone de santé Ibanda) 4. Mr. SULIA WANGACHUMU (Psychologue) 1. Mme ZAWADI NABINTU 2. Mr. ALAIN BALEKE | Visited hospital's WASH services, psychosocial project & beneficiaries, Dorcas's House (1,2 & 3) |
| 3 rd | BEATIL | 1. Mr. ALAIN BALEKE | Meeting |
| 4 th | Le Souverain | Solange Lusiku & team | Editor & staff |
| 4 th | Panzi founder & Chief Medical Doctor | Dr Denis Mukwege | Separate meeting |
| 6 th | Territoire de Kalehe ADIPP, Kalehe | 1. Mr. DESIRE KUBUYA (Administrateur) 2. Mme NOELLA NANFRANGA (Administrateur Adjoint) 3. Rev Magadju (Secrétaire de la chefferie Buhavu) 1.Mme THERESE NDIRIRA | Meeting, courtesy call. Visited income generation beneficiaries; |

| | | | |
|------------------|--|---|--|
| | | 2. Mr DESIRE KASOLE | 2 Cercles reflect, Pygme settlement |
| 7 th | LAV Kalehe (10 Gender Trainers) | 1.EZECHIEL MUHINDO | Female & male trainers; interviews |
| 7 th | AFEM Kalehe | 1.Mlle PACALINE ZAMUDA 2.Mme XAVERINE M'SHWAGI | Cercle Écoute; collecting & airing females' stories |
| 8 th | LAV Bukavu | KUBISA MUZENENDE (Secrétaire General) and staff... | Meeting & interviews. Visited HQ, workshops and three projects |
| 8 th | Interfaith Platform, South Kivu Bukavu | 6 confessions religieuses : 1.Rev. Ghislain Bafunyembaka (Eglise de Réveil) 2. Eveque Kandiki (Eglise Indep) 3. Cheikh ASSUMANI (Musilm) 4.Rev. Banyakwa (Kimbanguiste) 5.Rev. Makelele (ECC) 6. Maitre Pacifique (Catholique) | Joint meeting |
| 9th | Territoire Walungu (local authorities) | 1. Mr. DANIEL ELOKO NSALA (Administrateur de Walungu) 2. Mr. ADALBERT MURHI (Chefferie Ngweshe) 3. Mr. Innocent KARAZO (Chef de Groupement) 4. Mr. SUMU (Developpement Rural Walungu) 5. Mr. ARESTIDE IRAGI (societe civile) 6. Zone de santé Rural de Walungu 7. ANR (security staff) | Cercle Ouvert meeting with approx. 200 women & marginalized groups |
| 10th | ASEFM APIF | 1. Mme KAZINGUVU APIGAGE Estella 2. Mr. ARSENE AMANYIRE 1. Mr BERTIN MUBALAMA 2. Mme STEPHNIE SHAURI 3. Mr. Louis RWIZIBUKA (Chef de Groupement Mushinga) 4. Administrateur de Walungu (Mr. DANIEL E. NSALA) 5. Developpement Rural Walungu, Mr. SUMU | |
| 12th | NCA Goma office Nca - New IDP camp | Meeting with NCA international staff WASH | |
| 13th | Masisi – ASPLC Stop at Bihambwe | Staff. IDPs, camps | Income generating projects & beneficiaries, WASH, health clinic |
| 14th | Masisi – ETN | Staff, IDPs, camps | IDP camp, reintegration of child soldiers, income generation, Cercle Reflect, WASH |
| 14 th | NCA Goma & Bukavu office | Debriefing meeting with NCA country staff (from Bukavu office) | Alexandre Becquevort & Madel G Rosland |
| 15 th | Kigali | Debriefing meeting with NCA Regional Office | Tore Martin Herland |
| 15 th | End of field mission | | |

11. Annex 3 – Map of locations of *Cercles Reflect* in North and South Kivu



12. Annex 4 - List of NCA's partners in North and South Kivu

As per August 2012, the number of partners comprises 20. The full list:

- 1.** Action pour la promotion de l'enfant et de la femme de Luhwindja (APEF)
- 2.** Action pour la promotion intégrale de la femme (APIF)
- 3.** Action sociale pour la promotion de la femme africaine (ASPFA)
- 4.** Action Sociale pour la Promotion des Laissés pour Comptes (ASPLC)
- 5.** Action socio-économique en faveur des femmes marginalisées (ASEFM)
- 6.** Association des Femmes des Médias du Sud-Kivu (AFEM-SK)
- 7.** Bureau d'Etude et d'Appui Technique aux Initiatives Locales – Action for Living Together (BEATIL–ALT)
- 8.** Communauté des Eglises Libres de Pentecôte en Afrique (CELPA)
- 9.** Eglise du Christ au DRC (ECC), in North Kivu and South Kivu
- 10.** Equipe d'Education et Encadrement des Traumatistes de Nyiragongo (ETN)
- 11.** Fédération des Initiatives en Actions Communautaires (FIAC)
- 12.** Free Methodist Church in DRC (CMLC)
- 13.** Interfaith Platform, North Kivu
- 14.** Interfaith Platform, South Kivu
- 15.** Laissez l'Afrique Vivre (LAV)
- 16.** Le Souverain
- 17.** Levain des Femme du Sud Kivu (LDF)
- 18.** Oeuvre Humanitaire pour la Protection et le Développement de l'Enfant en Difficulté (OPDE-Congo)
- 19.** Panzi Foundation (Panzi Hospital), South Kivu
- 20.** Pentecostal Church in Central Africa (CEPAC)

13. Annex 5 – Partner assessment tool, Norad example

SUPPORTING INFORMATION TO THE TERMS OF REFERENCE (ToR) FOR PARTNER ASSESSMENTS:

When using the ToR template for a Partner Assessment, you may wish to consider the following questions/issues to guide you through the assessment criteria. The questions/issues are listed below to correspond to the relevant sections (assessment criteria) in the ToR.

Please note that the list is not exhaustive, and as such the questions/issues should be adapted to each PA and relevant to the need for information:

| Section in ToR | Description/issues to consider |
|---------------------------------------|--|
| A) The Partner | <ul style="list-style-type: none"> • What is the legal status of the entity/partner? • Governance structure: Is there a board? If so, how is the board elected? Is there a gender balance? Decision making processes? • If applicable; does the entity/partner have a membership base? • How is the office structure (head quarter and possible field offices, including gender balance)? • Is there a clear strategy/main focus which helps to clarify priorities? • Are codes of conduct in place, and are these familiar to the employees? • When was it established? Any experience from previous co-operation? |
| B) Relevance | <ul style="list-style-type: none"> • <u>Thematic relevance</u>: What is the mandate and main area of operation? Does the entity/partner have experience from relevant policy areas? Does it have knowledge of/alignment to Norwegian development policy? Any experience with regards to cross cutting issues (such as gender, climate, environment and anti-corruption) etc? • <u>Geographic relevance</u>: Does the entity/partner have presence/experience/operations in the relevant geographical area? Any relationship to local partners? • <u>Strategic relevance</u>: Does it support specific target groups? Does it engage in and/or have influence on policy/public processes? Is it respected and reputable among other partners? Does the entity/partner co-operate and network with national/international actors including governments, donors etc? Does it have an added value compared to others? |
| C) Resources and Operational capacity | <ul style="list-style-type: none"> • <u>HP management</u>: Qualification of staff (both administrative and technical staff)? Is the staff experienced with development work, or political work? What is the staffing level? And staff turnover? Employment conditions (long term vs. short term contracts)? Balance between male and female employees? How are results from reviews and evaluations used in learning? • <u>External relations</u>: Is there a partnership strategy in place? How does the entity/partner work with other organizations/public/ private sector? How are the tasks and responsibility shared? How do they contribute to harmonization and effectiveness (ref: "Paris |

| | |
|---|---|
| | <p>Declaration")?</p> <ul style="list-style-type: none"> • <u>Results delivery</u>: I.e. Does the partner/entity have a (good) track record? Are there evidences of outcome/impact against objectives and from policy engagement? Does it contribute to capacity development/building of its partners? |
| D) Financial Management and Control Systems | <ul style="list-style-type: none"> • Are there financial guidelines in place that covers: authorization procedures (two signatories); cash/bank management; payments and fund transfers; procurement; fixed assets control/register • How is the capacity and ability to report? Are the audits according to internationally accepted standards? • What systems for internal control are in place (i.e. are there budget processes, set roles and division of responsibilities in place, systems for quality assurance?) • What systems and routines are in place to disclose and report on corruption (also in regards to its partners)? |
| E) Financial resources | <ul style="list-style-type: none"> • What is the annual income? And its income sources? Is the income/funding predictable? • How are administrative costs set? How are they controlled? • Does the achievements compare well with the financial inputs? Balance between administrative costs/operational costs? • Is cost effectiveness documented? |
| F) Risk and results Management | <ul style="list-style-type: none"> • What kind of systems and practice does the partner have in place for risk and results management? Are there routines in place to identify and manage risks, i.e. corruption? • Are risks and results documented and assessed? • Are there routines for reviews/evaluations? |

Norad

Norwegian Agency for Development Cooperation

Postal address:

P.O. Box 8034 Dep, NO-0030 OSLO

Office address:

Ruseløkkveien 26, Oslo, Norway

Tel: +47 23 98 00 00

Fax: +47 23 98 00 99

postmottak@norad.no

www.norad.no

