



NORWEGIAN CHURCH AID
actalliance



External Evaluation of Norwegian Church Aid's Programme

“Towards lasting peace in Burundi 2010-2012”

December 2012



Abbreviations

AFEV	Action en Faveur des Enfants vulnérable
CBO	Community Based Organisation
CDP	Community Development Programme
CNDD	Conseil National Pour la Défense de la Démocratie
CRS	Catholic Relief Services
EC NSA	European Commission Non-State Actor
EMUBU	Eglise Methodiste Unie du Burundi
EMUSO	Entente Mutuelle et Solidarité
FDD	Force De Defense pour la Democracie
FAO	UN Food and Agriculture Organisation
FO	Faith Organisation
MFA	Norwegian Ministry of Foreign Affairs
MININTER	Ministere De L'Interieur
MOH	Ministry of Health
NCA	Norwegian Church Aid
NFD	New Family for Development
NGO	Non-Governmental Organization
OCHA	UN Office of the Coordination of Humanitarian Affairs
P-FiM	People First Impact Method
PLWH/A	People Living with HIV/AIDS
UN	United Nations
WASH	Water, sanitation and hygiene
WFP	World Food Programme
WHO	World Health Organisation

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Authorship

The impact findings and attribution results in the report are the statements, views and perspectives of representative community groups, as openly shared by them with inter-agency teams of Burundian personnel which were structured and trained in ways to limit agency and project bias. These statements faithfully present the voice of the community without analysis or interpretation by the author. The People First Impact Method (P-FIM[®] 2010) presents these findings in the report which are not necessarily the views of Norwegian Church Aid (NCA).

Acknowledgments

This report was commissioned by Norwegian Church Aid and the exercise was convened and organised in Cibitoke Province by New Family for Development (NFD) and Action en Faveur des Enfants vulnérable (AFEV) and; in Kirundo Province by Eglise Methodiste Unie du Burundi (EMBU) and Entente Mutuelle et Solidarité (EMUSO). People First Impact Method would like to acknowledge all the 27 organisations who committed staff to the exercise at short notice. The openness and transparency of NCA and partners in the process was exceptional.

Executive Summary

A. Introduction

Between 01 to 05 October 2012 (Cibitoke Province) and 08 to 12 October 2012 (Kirundo Province), 45 frontline staff from 27 organisations in Cibitoke and Kirundo Provinces, Burundi; Administrative Government, Burundian Red Cross Society, CBOs, FOs, National and International NGOs conducted participatory field work on an inter-agency basis to give communities a voice, identify and attribute impact contribution. The findings reflect the voices of 166 people (majority women) in 14 representative community groups in 2 Communes. It was felt by the external consultant to have been a thorough exercise.

B. Exercise Objective

Purpose of the Evaluation was to determine project effectiveness; impact on affected populations; internal learning; shape strategy (thematic and geographical) during the final programme year of a 3 year Norwegian Ministry of Foreign Affairs Framework Agreement and; contribute to NCA and partner capacity building in targeting the most vulnerable.

The evaluation provides analysis of:

- Project methodology
- Needs of target groups
- Target group selection
- Results
- Recommendations on programme development and project sustainability
- Input to programme improvements during the last year of the 3-year programme 2010-2012 and input to inform strategic choices for 2013-2015

The objective of the People First Impact Method exercises (confer Annex 7) were to give communities a voice; record declarations of impact and measure the impact; positive, negative and neutral of interventions without agency or project bias. It sets out the attribution of positive, negative and neutral change alongside the drivers of impact. It informs agencies and other stakeholders (including communities, government, UN Agencies, NGOs, faith groups, CBOs, donors and private sector) of how the community view past and present impact differences and what is important for them.

This exercise was funded by the Norwegian Ministry of Foreign Affairs through a 3 year agreement with NCA.

C. Background

- Norwegian Church Aid struggles together with people and organisations across the world to eradicate poverty and injustice. It provides emergency assistance in disasters and work for long-term development in local communities. In order to address the root causes of poverty, NCA advocates for just decisions by public authorities, business and religious leaders. NCA is an ecumenical diakonal (service) organisation for global justice. It's work is carried out with no intention of influencing people's religious affiliation. NCA works in three ways: Emergency preparedness and response; Long-term development aid and; Advocacy. NCA works in over 30 countries in Africa, Asia and Central and Latin America.
- NCA was registered in Burundi in 2004 but has had activities in the country for about 16 years.
- NCA is working with partners and during 2010 - 2011 worked with 5 partners; Emuso, (Entraide Mutuelle et Solidarité); EMUBU (Eglise Méthodiste Unie du Burundi), EMUSO, AFEV (Action en Faveur des Enfants Vulnérables), NFD (New Family for Development), and OPDE (Oeuvre Humanitaire pour la Protection et le Développement de l'Enfant Difficulté). Two new partners have been added in 2012, being CEPBU and UNIPROBA.
- The NCA programme in Burundi has, together with the programmes in DRC (Eastern DRC) and Rwanda constituted the NCA Great Lakes Programme. The Great Lakes Programme had its area office based in Kigali up to August 2012. In conjunction with the phasing out of the Rwanda programme as from July 2012, the Area Office has been moved to Bujumbura, Burundi as from September 2012. The Great Lakes Programme will thus be split in two new separate programmes for DRC and Burundi respectively.
- The NCA Burundi office has been constituted of 3 national staff and 1 staff from FK Exchange Youth (The Norwegian Peace Corps Youth Exchange Program). In addition to these, from September 2011 to August 2012 one expatriate program manager was added.
- In 2010 NCA entered a three year framework agreement with the Norwegian Ministry of Foreign Affairs (MFA).
- The programme is a holistic programmatic response to address post conflict challenges in Burundi with special focus on:
 - Conflict transformation
 - Peace building
 - Promotion of civil society in accountable governance
 - Women's empowerment
- Overall goals of the programme are to (a) Create a peaceful and secure future through the creation of an environment of peaceful cohabitation between people resettling back into the society and the local population after years of separation caused by conflict and warfare and (b) Support and promote good governance and equal rights through the strengthening of civil society to claim their rights for a just society and an accountable government. The projects are implemented by local Burundian partners.

D. Key Findings on impact attribution - what is and is not working

The ultimate test of an agency's performance is what the people served feel has made a difference to their lives. This primarily relates to impact – the intended and unintended long term positive, negative and neutral changes and their attribution i.e. what or who caused that difference to take place. Below based on rigorous field work are the summary findings of who and what is making a difference from the perspective of sample groups in communities both beneficiaries and non beneficiaries of NCA partner's work. These findings and what people meant by them are further elaborated in the main report.

Driver	Positive impact	Negative impact	Neutral
NGO's	53 %	7 %	20 %
Communities	21 %	27 %	55 %
Admin Government	18 %	26 %	10 %
Red Cross	6 %	2 %	0 %
Faith Organisations	1 %	1 %	10 %
Events / Drought	1 %	15 %	0 %
UN Agencies	0 %	7 %	0 %
Business	0 %	2 %	0 %
Other Actors	0 %	13 %	5 %

Table 1 Cibitoke impact drivers above (% figures relate to % attribution by community groups)

Driver	Positive impact	Negative impact	Neutral
NGO's	27 %	0 %	0 %
Communities	35 %	70 %	0 %
Admin Govt	15 %	30 %	0 %
Faith Organisations ¹	20 %	0 %	0 %
Events / Drought	0 %	0 %	0 %
UN Agencies	2 %	0 %	0 %
Business	0 %	0 %	0 %
Red Cross	0%	0%	0%
Other Actors	1 %	0 %	0 %

Table 2 Kirundo impact drivers above

Negative Impacts	Cibitoke	Kirundo ²
Increasing poverty from high cost of living and vulnerability	53 %	
Abandonment of education by vulnerable groups	16 %	

¹ EMUBU perceived by some groups as a Faith Organisation and by others as an NGO. Attribution to EMUBU therefore appears in both the FO and NGO percentages

² There was only 1 negative impact recorded by community groups in Kirundo.

Decline in health	11 %	
Lack of community cohesion	10 %	
Land conflict	5 %	
Decrease in agricultural production	5 %	
Polygamy creating poverty in families and households		100%

Table 3 Negative Impacts above

Positive Impacts	Kirundo	Cibitoke
Peaceful cohabitation	20 %	18 %
Improved hygiene and health from access to potable water		23 %
Improved hygiene and sanitation conditions	3 %	0 %
Increased income through associations and micro credit	19 %	0 %
Improved housing		17 %
Improved food security through agriculture	19 %	12 %
Increased access to and quality of education	11 %	0 %
Increased sense of dignity	11 %	0 %
Improved health	11 %	0 %
Improved security	6 %	0 %
Increased literacy	0 %	12 %
Emergence of associations	0 %	6 %
Civil registration of children	0 %	6 %
No stigmatisation of PLWH/A	0 %	6 %
Total	100 %	100 %

Table 4 Positive Impacts

E. NCA Partner Contribution to these changes

The impact evaluation work took place in Cibitoke and Kirundo Provinces. It was possible to confirm a good contribution to impact related to outputs in these geographical sample areas. Below are the outputs and outcomes realised through the entire MFA grant to date.

Women, peace and security

- 1 GBV survivor centre established in Bujumbura
- 78 GBV survivors received counselling
- 77 GBV survivors received juridical support
- 76 GBV survivors referred for medical care
- 78 GBV survivors received temporary accommodation
- 43 GBV survivors socially reintegrated

- Sensitisation UN resolutions 1325 / 1820 carried out in all 6 communes of Cibitoke Province
- 12 Cibitoke GBV trainers trained on UN 1325
- 256 Cibitoke colline level focal points trained

Women's empowerment:

- 2,106 received literacy / numeracy training (1,160 68% passed)
- 711 households received support in income generating activities

Community Violence and Small Arms and Livelihood

Reintegration of child soldiers and other youth with vulnerabilities

- 280 young people completed vocational training in Cibitoke and Bujumbura Rural

Peaceful cohabitation and reconciliation

- 700 local leaders in Kirundo sensitization of on peace building
- 1,230 duty bearers in Kirundo sensitized on peace building
- 152 peace committees in Kirundo trained
- 85 houses rehabilitated (595 people) in Cibitoke
- 105 houses rehabilitated (648 people) in Kirundo
- 98 households benefitted from Income Generating Activities in Kirundo
- A total of 293 houses constructed by EMUBU in Kirundo (2010-2012) benefiting 2344 people

Climate change adaptation

Basic Rights for Indigenous People

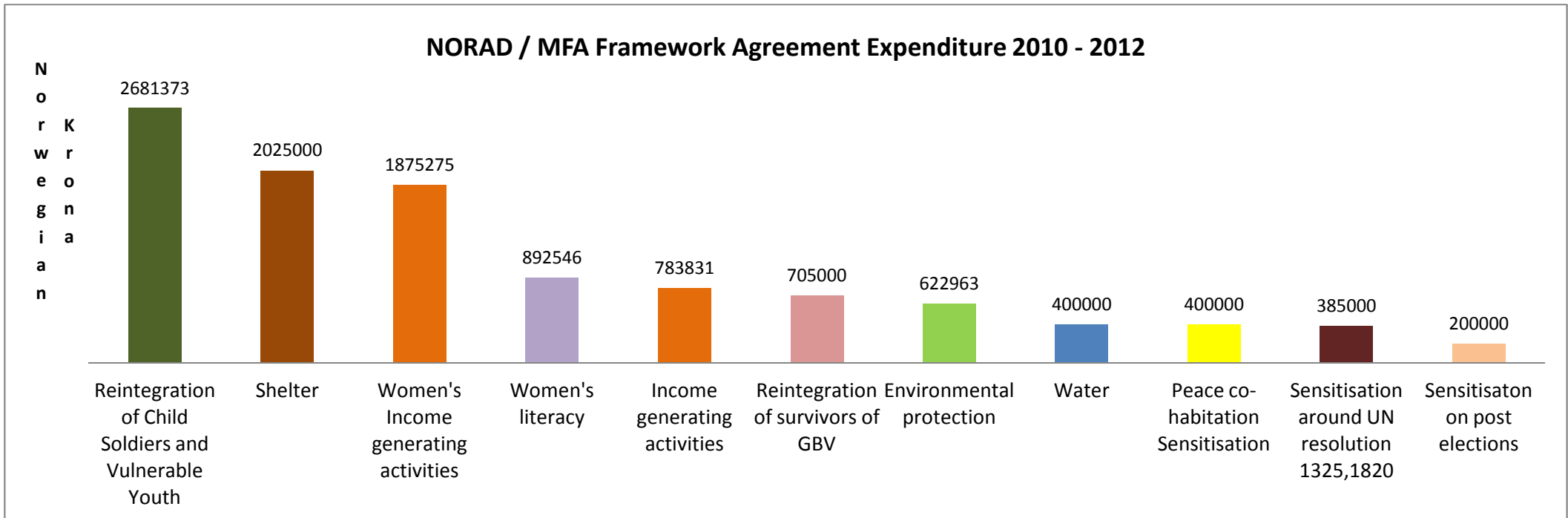
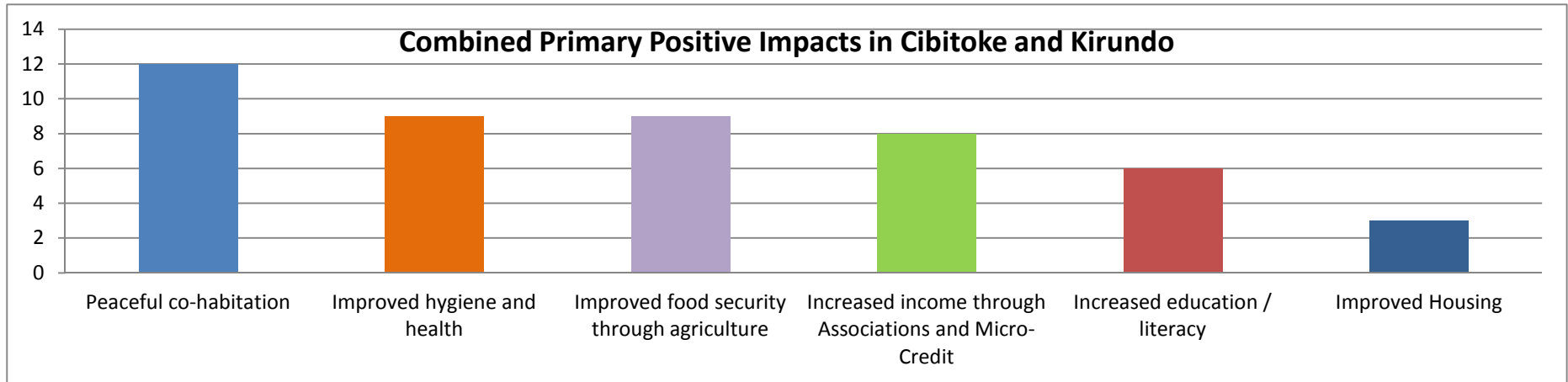
- 50 Batwa households were trained as bee farmers and other income generating activities

Environmental protection

- 105 households in the returnee village in Cibitoke supplied with solar panels
- 400 fruit trees planted both to give shade and food to the residents

F. Linking Impact Measurement, Accountability and Value for Money

There is a clear link between the most positive impacts determined in the participatory field work and the financial and sectoral inputs of NCA. This is reflected in the graphs below.



Linking impact measurement with accountability to populations served and for funds received on their behalf, is a cutting edge development within the international humanitarian and development sector.³ This section is an attempt to more closely align the combined positive impact changes in Kirundo and Cibitoke with the funds received from MFA / NORAD. The shelter / housing cost at first glance may seem expensive compared to the level of impact benefit (lowest ranked and second most expensive expenditure area). However the two housing projects in Karurama and Kibonde have fundamentally been part of the largest impact on peaceful co-habitation, so it is impossible to separate them. Housing and peaceful cohabitation should be considered as a whole. The relationship between the other impacts and funds spent would appear to be an excellent alignment. While no major participatory evaluation field work was done with reintegrated child soldiers and vulnerable youth it was clear from comparable groups met that this support is highly relevant and appropriate.

G. Summary Findings

- Very good alignment between planned programme outcomes, outputs and positive impact
- Relationships between NCA and partners are characterised as being positive, open and transparent
- An excellent basis for consolidation and improvement of the programme exists in the consultant's opinion
- Community ownership and sustainability of support in Cibitoke appeared limited – this may be due to the severity of the war in this province; proximity to insecurity in South Kivu, Democratic Republic of Congo; limitations of original needs assessment in relation to community priorities; constraints in community mobilisation (dialogue) and / or; alignment of partner experience and competencies
- NCA has a relatively small NCA office in Bujumbura with limited staff
- Substantial focus has been on signing contracts, monitoring and reporting on activity implementation and financial control. The focus has been on these aspects due to high risk of corruption and mismanagement in society in general
- With the limited number of staff at the NCA office, there has not been enough capacity to give significant added value and strengthen partners programme quality, project planning and implementation over the longer term

³ Lord Ashdown, DFID Humanitarian Emergency review 2011

- No member of the NCA senior management team has been in place for more than 3 years and there have been a number of transitions at this level
- There has been consecutive late annual signing of partner contracts and release of funds – sometimes as late as July leaving partners only 6 months to implement 12 months of activity
- This has been contributed by two main issues; the fact that the office is small with few programme staff and the limited knowledge and exposure of most partners as it relates to programme planning. In most instances, the initial project proposals received from the partners needed further follow up and adjustments in order to adhere to minimum standards. Contract proposals have been going back and forth between NCA and partners until the necessary level of quality was in place; much time is lost in the process. In general terms this has left very little time for lifting up the programme to work on partner and NCA capacity building and programme quality - further underscoring the need for additional staff
- While protocols with local authorities are respected it did not appear that they were viewed in themselves as having the potential for partnership and greater levels of collaboration
- Office sharing with ACT Alliance members is positive – wider synergies, learning and collaboration beyond administration functions could be further developed (likewise with the Burundi Forum)

H. Summary Recommendations

Priority	Recommendation
1.	Increase community participation at all stages
2.	Improve long term planning
3.	Increase synergies / learning / exchanges between partners
4.	Stabilise NCA long term leadership - minimum 3-5 years for director level
5.	Review definition & understanding of partnership
6.	Increase positive collaboration with the local authorities
7.	Fine tune vulnerability criteria with community input
8.	Diversify funding base to ensure longer term support
9.	Build policy advocacy rooted in programme experience
10.	Maximise potential synergies with other ACT Alliance members

I. Methodology

The field work was carried out by Burundians who were Kirundi speakers with three years as the reference period for the exercise. This is the language spoken by the community members met. Recommendations are drawn from the impact differences identified; Direct observation; Key Informant Interviews; Project Site Visits and; were confirmed in a validation / learning workshop with NCA and Partner staff on 16th October 2012 in Bujumbura. A deliberate “goal free” approach was used in the first field work to avoid projecting agency perspectives on community issues. This was followed by goal focused questions during second group discussions to determine the impact of the NCA funded programmes and to go deeper into issues shared by communities in the first ‘goal free’ discussion. The first focused on what people felt were the most important things that have happened to them and in their community over the past three years – they led this discussion; the second allowed them to lead on issues and actions that they would like to see happen now and in the future.

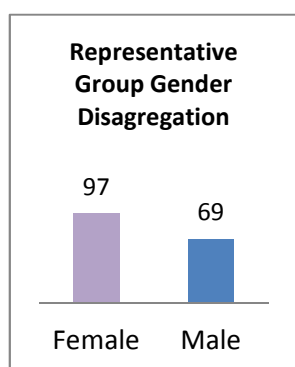
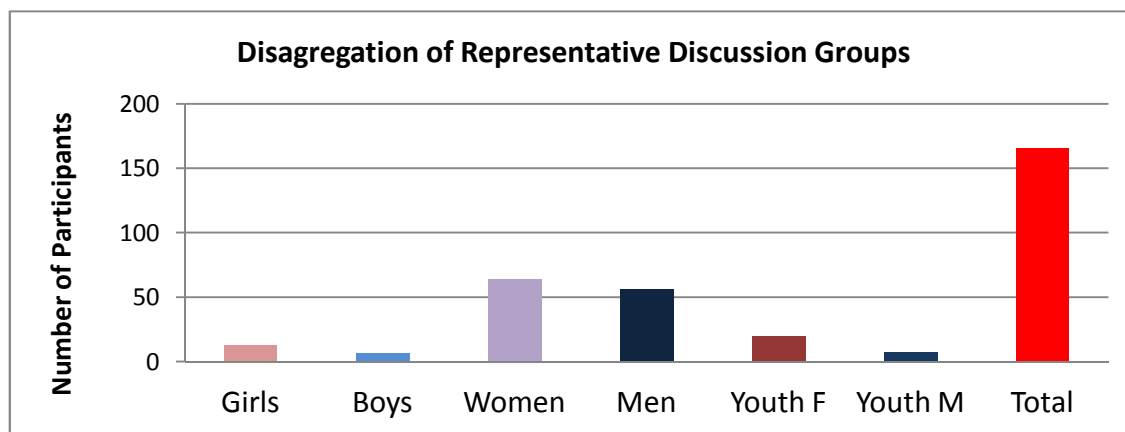
The participants received two days training in participatory communication, open questioning, listening skills, understanding bias, integrated human development etc. They were deployed in teams of 3 as facilitators, reporters and observers from different organisations (in a bid avoid to avoid or reduce single agency bias) to meet representative community groups. Training was essential to identify stages and quality of communication and to accurately record declarations of impact. The participants randomly selected and prioritised in a ranking exercise the following groups whom they felt were important, to achieve the exercise objectives of giving communities a voice, identifying and attributing impact. This was done by people who know the language, area, cultures and are trusted and accepted as “sons and daughters” in the community.

Ranking	Cibitoke Representative Group Selection	Place
1	Elderly	Karurama
2	Orphans	Cibitoke School
3	Teenage Mothers	CDF Cibitoke
4	Displaced	Site Buhinyuza
5	Women	Karurama
6	PLWH/A	Cibitoke Hospital
7	Men	Karurama

Ranking	Kirundo Representative Group Selection	Place
1	PLWH/A	Kibonde
2	Elderly	Kibonde
3	Orphans	Kibonde
4	Displaced returnees / Refugee returnees	Kibonde
5	Displaced returnees / Refugee returnees	Renga

6	Batwa	Kibonde Church
7	Widows (female)	Renga

A total of 14 discussions with community representative groups including vulnerable people were conducted.



166 people participated in the discussions. Participants of varying ages included adults, youth and children - 58% female and 42% male.

Group impact statements form the report findings and recommendations. These qualitative statements have been substantiated quantitatively through a systematic grouping and ranking by their frequency of occurrence. To ensure the reliability and objectivity of the findings and recommendations, scoring and ranking exercises were an integral part throughout the debriefings and final validation / learning workshop and by the inter-agency nature of field work and feedback in plenary to reduce single agency bias on the results, accurately record statements, test assumptions and findings. Focus was not on what the teams “thought” but on what the groups “said” and at what communication level.

Participants in the 7 representative group discussions in Cibitoke declared 38 impact statements categorised as positive, negative or neutral – 19 negative, 17 positive and 2 neutral. Participants in the 7 representative group discussions in Kirundo declared 37 impact statements categorised as positive and negative – 36 positive, 1 negative and 0 neutral.

The first exercise established a level of acceptance, respect and trust that ensured the quality and honesty of the second discussion. People in the groups found the opportunity to freely talk about the most important things that have happened to them over the last 3 years as therapeutic and liberating. After decades of humanitarian action in Burundi focused on agency and project centric data collection for assessments, proposals and reports the people were generally not used to a person centered approach focused on establishing qualitative two way communication within communities themselves and that recognises and values their lived human experience. They very much welcomed the approach.

The second goal focused field exercise in each area was conducted by the same teams and groups. 3 questions translated by the teams into the concepts of Kirundi culture and language provided the focus:

1. What would you want to see changed in your community and how would you go about it?
2. If you had adequate resources what would you invest in as a matter of priority?
3. Who do you feel are the people in your community most in need of support?

The objective of these questions was complementary to the P-FiM component to determine the alignment between community voices and the relevance, appropriateness, connectedness, coherence, coverage, efficiency, effectiveness, impact and coordination of the interventions as per the OECD DAC criteria. The evaluation also took account of the OECD DAC cross cutting themes of influence / understanding of local context, protection, participation of primary stakeholders, coping strategies / resilience, gender equality and environment. Time did not allow for a systematic review of financial systems and procedures.

J. Limitations

No extensive participatory field work was done in Bujumbura Rurale where AFEV and NFA have activities. More exercises over a wider area and range of groups are recommended to hear the community voice as a whole and refine a better response even more closely aligned with community priorities and adapted to the changing context. Lack of time did not allow review of financial transactions and vouchers as spelled out in TOR. It was considered most essential to use the available evaluation time to concentrate on determination of the impact of the programme and its attribution.

Main Report

1.0. Operational Context

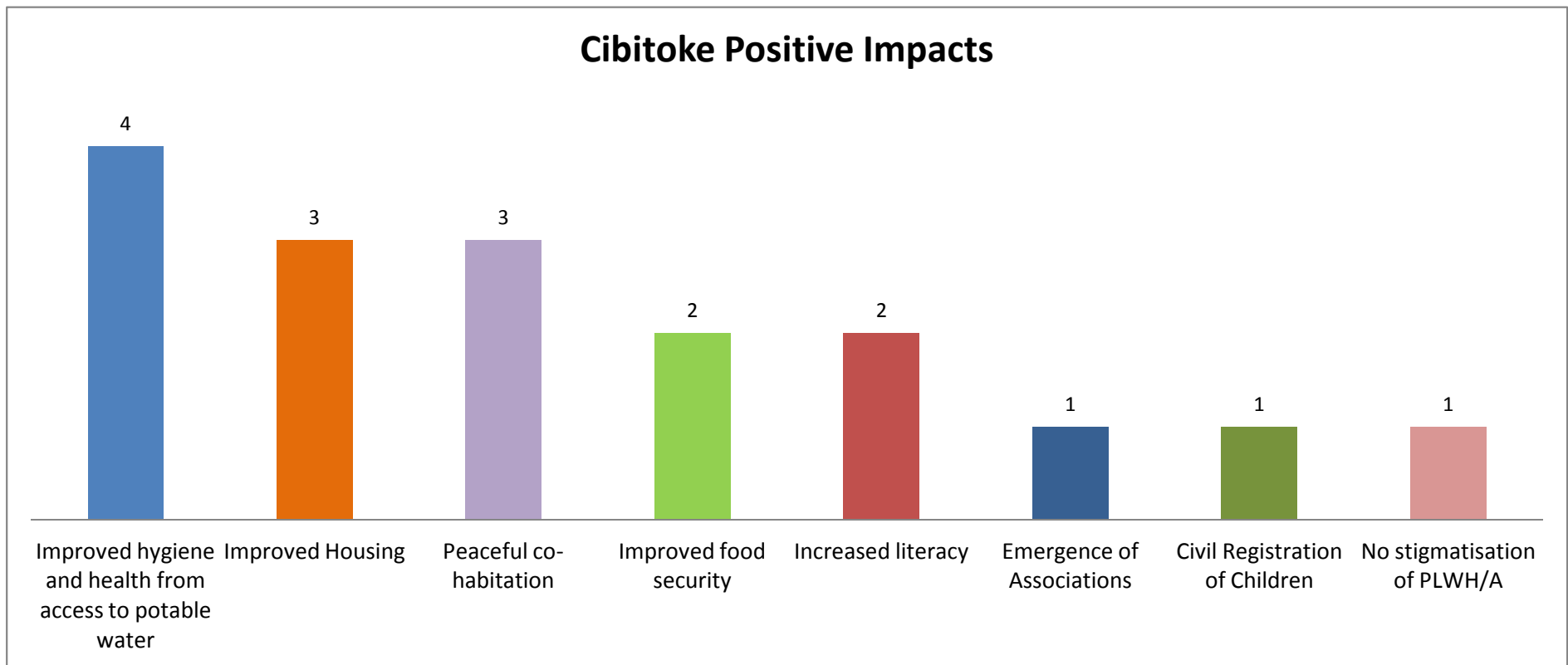


- Assassination of Melchior Ndadaye Burundi’s first democratically elected and Hutu president on 21 October 1993 (3 months after Burundi’s first democratic elections) led to a brutal genocide and fratricidal civil war
- This led to hundreds of thousands killed and major long term refugee and internal displacement
- This event combined with the Genocide in Rwanda from April to July 1994 led to the politicisation of ethnicity between the countries main ethnic groups of Bahutu, Batutsi and Batwa
- A ceasefire was signed in 2003 against the background of negotiated plans for power sharing which succeeded in bringing the main CNDD-FDD rebel groups into an election process
- Pierre Nkurunziza a former rebel leader was elected president in 2005 bringing an end to major hostilities

- Occasional security incidents involving minor splinter rebel groups and armed bandits continue to occur
- The findings from the field work in this evaluation process demonstrate that major progress has been made towards peaceful co-existence and the de-politicisation of ethnicity

2.0. Key Findings Cibitoke

2.1.0. Positive Impacts



Each of the 38 impact statements have been consolidated into categories - positive, negative and neutral. The positive impact differences are reflected above and show the areas or sectors in which people felt most positive change had taken place.

Key Findings

- The programme objectives are addressing identified rights and needs of the target groups relevant to the context
- By and large activities are addressing the problems identified
- Close correspondence of beneficiaries with the intended target group of the MFA application
- Beneficiaries are some of the most vulnerable in the population
- Impacts have contributed to the MDGs on a) Ending Poverty and Hunger b) Gender Equality and c) Child Health

Recommendations

- Increase community participation at all stages
- Increase collaboration with the local authorities
- Increase synergies / learning / exchanges between partners
- Improve long term planning

2.1.1. Improved hygiene and health from access to potable water



Figure 1 Metered water usage – Who will pay the bills?

People particularly in Karurama Village said that they had improved health and hygiene resulting from increased access to and quality of potable water. This was also seen to have facilitated women's tasks. 4 impact statements from 4 different community groups are evidence that this is a major positive change. The water usage is metered and sustainability questions remain over what will happen when and if the local water authority begins charging fees which they have not done since establishment of the only water point at the village in 2010. Design of the water point apron and taps chosen could have been improved.

However the important thing is that the safe water source is being substantially used. Because the groups met currently have access to water, none of them mentioned more water points being a need that they would invest further in if they had adequate resources, or as something they wanted changed in their communities. This impact was attributed to NFD, AFEV, NCA and the Province.

2.1.2. Improved Housing

The women's and men's groups at Karurama and that of resettled displaced at Buhinyuza (non-beneficiaries) said that owning and having decent housing was one of the main changes in their lives.



Figure 2 Kitchen within houses

The women's group said that they wanted legal documentation for ownership and occupancy of their houses at the village. While improved housing has been very



Figure 3 House Rehabilitation Karurama

important to people, from an external perspective, ownership of the areas around people's properties would seem low. A minority of residents have fenced off, planted trees and started gardening around their properties. It would seem that greater consideration in project design should have been given to participation of the population in project design and stronger integration of other aspects relating to shelter i.e. sanitation and kitchens etc. Many families are cooking on fuel wood in their houses blackening the entire inner house with carbon and increasing the risks of respiratory problems. Holes left from brick making to construct the houses remain a hazard to the elderly, children and people living with physical challenges. Vulnerable groups such as elderly, widows, orphan headed households etc may be unable to construct kitchens. Many of the solar panels are not working and the community are unable to afford light bulbs when they need replacing. More rigorous dialogue with representative groups in the community on what their priorities were and how to ensure sustainability with more robust learning from wider shelter and resettlement experience might have mitigated these challenges. Familiarity with and reference to the Minimum Standards in Shelter, Settlement and Non-Food Items of the Sphere Handbook at assessment and design stage may have been useful to the partners and NCA. Housing improvements were attributed to the community, NFD, AFEV, NCA, CNB, WOI, ADRA (for Buhinyuza) and the commune.

2.1.3. Peaceful co-habitation

The dual objective of the NCA / Partner projects in housing, peaceful co-habitation and uplifting the social and economic status of the Batwa has been very positive. The women's, elderly and men's groups declared peaceful co-existence as a major impact. This is partly linked to the fact that Karurama village consists of a quota of families from different ethnic groups living in the same village. It is also attributable to the sensitisation work done by the village Peace and Security Committee, AFEV, NFD, NCA, Government and ADRA. People highlighted the importance of inter-marriage between ethnic groups, communal work and

legal marriage etc. This aspect of the MFA funded programme should be considered a major success.

2.1.4. Improved food security

The women and elderly at Karurama felt that their food security had improved. They attributed this to their own efforts, AFEV, NCA and the local administration. This primarily revolved around support on land rents and seeds.

2.1.5. Increased literacy

The Karurama women's group felt that increased literacy was a positive impact and attributed this largely to NFD / NCA (through provision of literacy classes) and their own effort. This also emerged among another group as a neutral impact cf. 2.3.2.

2.1.6. Membership of Associations

The teenage mothers group (non-beneficiaries) viewed as a substantial positive impact people's ability to associate with others in economic activities. NCA has supported this dynamic for example through the work with beekeepers and soap makers in Cibitoke. The mothers group attributed what they felt about this impact to the Burundian Red Cross.



Figure 4 Duharaniribikorwa Soap Makers Association



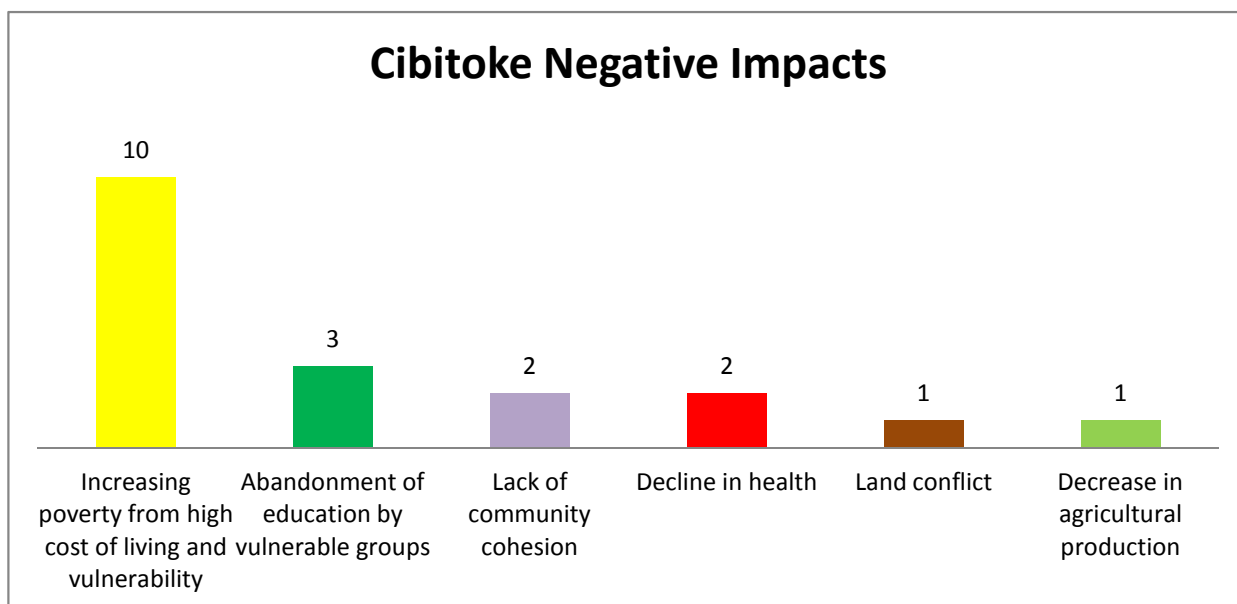
2.1.7. Civil Registration of Children

The teenage mothers group also viewed civil registration of children as a positive change and attributed this largely to the Ministry of the Interior / Solidarity and APODEM / War Child Holland.

2.1.8. No stigmatisation of PLWH/A

The PLWH/A group felt that stigmatisation was not occurring towards them. They attributed this to Government (Department of Justice and community administrators); TPO, ADRA, RBP+ providing leadership in the community and; people within communities supporting them.

2.2.0. Negative Impacts



Each of the 38 impact statements have been consolidated into categories - positive, negative and neutral. The negative impact differences are reflected above and show the areas or sectors in which people felt most negative change had taken place. The discussions in Cibitoke included a majority of vulnerable groups both beneficiaries and non-beneficiaries of NCA's partners work. The findings reflect the challenges of survival by these people.

Key Findings

- **High levels of extreme vulnerability among certain groups**
- **While NCA partners are working with some of the most vulnerable – some extremely vulnerable groups do not meet current vulnerability criteria e.g. teenage mothers and orphans**

Recommendations

- **Increase participation of affected populations in all stages of project design**
- **Fine tune vulnerability criteria**
- **Increase cross programme learning exchanges between beneficiaries and partners**

2.2.1. Increasing poverty from high cost of living and vulnerability

Several groups felt government taxes combined with the 2011 poor rains that affected East and Central Africa had led to poor harvests and inflated basic commodity prices. For the PLWA/H group they had increased debt; found that farmers were less able to pay for casual labour and; they have sold their capital assets (some given by the CNLA) to survive. Lack of access to agricultural land and pregnancy among teenage girls for example is increasing poverty from the perspective of these people.

2.2.2. Abandonment of education by vulnerable groups

The PLWH/A, resettled displaced and teenage mothers all had a deteriorated life situation in relation to education access. They could not afford fees and basic materials e.g. uniforms and books. The teenage mothers felt stigmatised by the government policy that requires that if they want to return they must do so at another school. What they would like to see changed are attitudes of some parents towards girl child education. Steps towards achieving this they felt would be community sensitisation on education; Improved quality of education; Educate of children from a young age and; change of mentality towards development and government policy.

2.2.3. Lack of community cohesion

The elderly and women's groups at Karurama village said that there was a lack of confidence in the management of shared community assets and that these were liquidated e.g. goats etc. This is reflective of ineffective joint community work in associations and livestock rearing. People at this stage are not able to work together in the village where assets are shared, without a workable management plan that should design and commit to. Key Informant Interviews and direct observation confirmed that various interventions had simply not worked at Karurama such as the goat and rabbit distributions (milling machine is also non-functional at time of visit). While both groups attributed this failure to forces within the community more work on community dialogue by AFEV and NFD (NCA) before any support, learning from and exchange visits to associations that are working well, may have mitigated these negative results. The women's group at Karurama still wanted to set up associations in milling and goat rearing and felt this would be better achieved by sensitisation of men and women together.

2.2.4. Decline in health

The PLWH/A group felt their health had significantly declined since the end of food aid by the Government (CNLS) and WFP. They felt this had impacted on their ability to stay healthy and undertake work which compounded their families poverty. What they would like to see changed in the community is better social support; Access to medication for opportunistic infections; Food aid in 2009 and; Training to live HIV positive. The men's group at Karurama felt an increase in poor health caused by hunger was largely due to the 2011 drought and lack of access to agricultural land. They felt that what would improve the situation is if taxes were reduced or cancelled on agricultural products and imported basic food commodities; accompaniment and support to income generating associations or groups; distribution of farm inputs and improved seeds; Micro-finance for vulnerable groups and; Family planning.

2.2.5. Land conflict

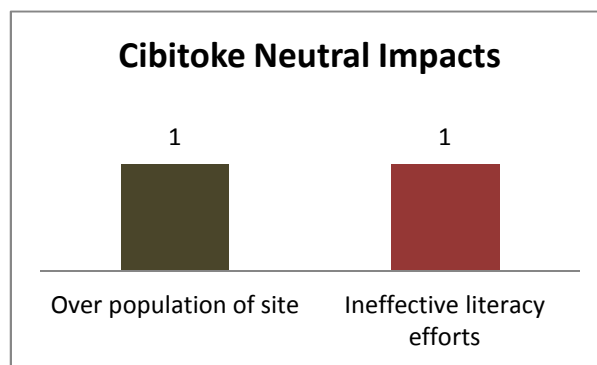
The Buhinyuza site was allocated to displaced during war in 1993 / 1994 by the authorities at the time and they have been there since. 2 months ago the local authorities demanded that they leave or start paying rent. However, many have sold their original land to gain money during the war. They attribute MININTER (Commune) as the cause of their insecurity

of tenure. They want government to indemnify early tenants on the site and to achieve this they feel that they should put in place a provincial committee to follow and defend the land rights of the displaced and; Make the issue known in the media. It is obviously a complex issue and needs facilitation / dialogue / mediation with all parties involved. The majority of the field team participants who live and work in Cibitoke were unaware of this issue.

2.2.6. Decrease in agricultural production

The elderly group at Karurama felt there was a decrease in agricultural production and attributed this entirely to the 2011 drought.

2.2.0. Neutral Impacts



Each of the 38 impact statements have been consolidated into categories - positive, negative or neutral. The neutral impact differences are reflected above and that show the areas or sectors in which people felt most neutral change has taken place.

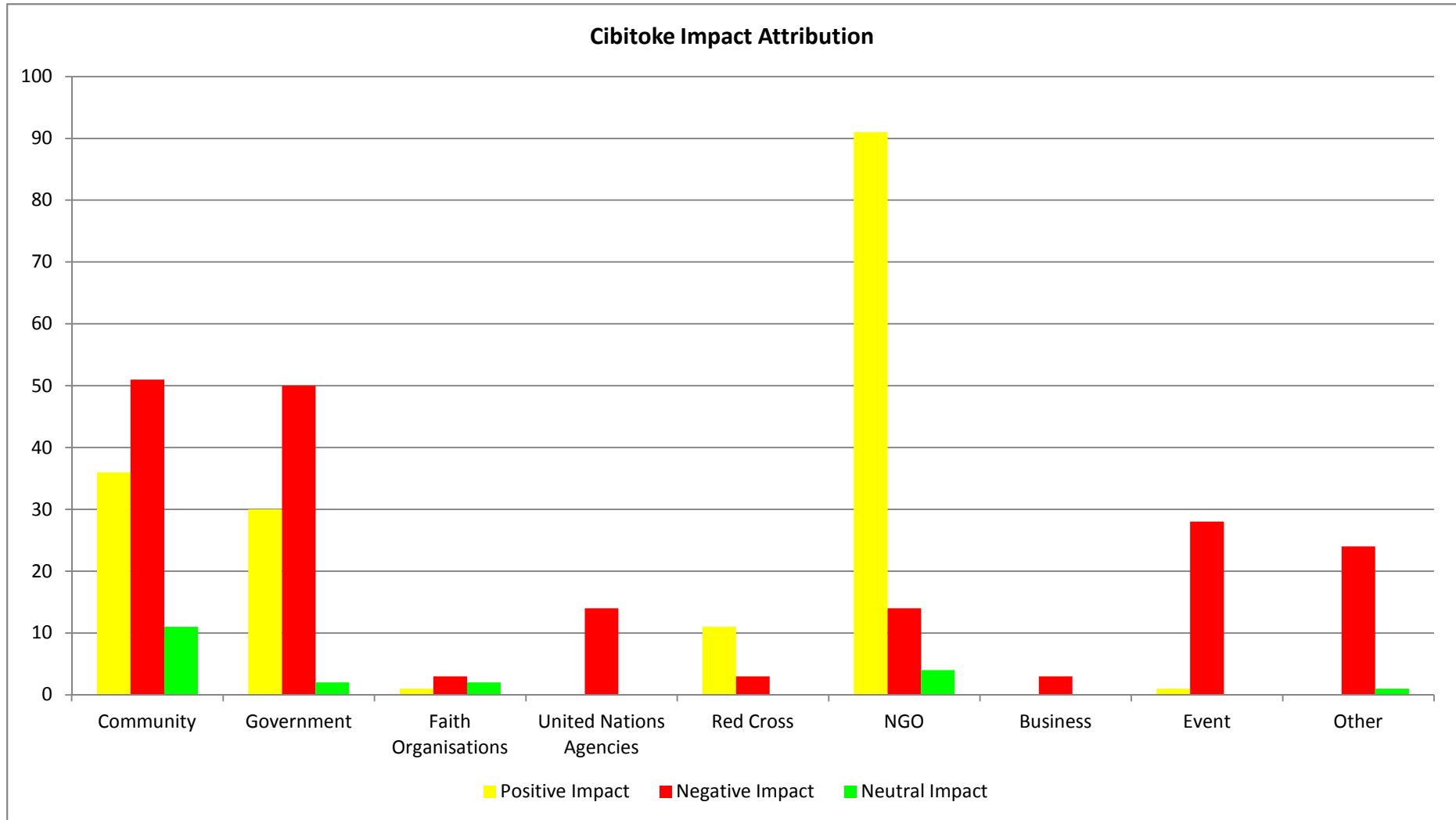
2.3.1. Over population of the site (Buhinyuza)

The resettled displaced felt the site was overpopulated. They attributed this to the absence of family planning in the community; Religious Groups prohibiting family planning; lack of MOH support and population movements.

2.3.2. Ineffective literacy efforts

The men's group at Karurama said that out of 300 who attended literacy classes only 100 know how to read and write. They felt this was due to a lack of motivation in the community and also to NFD / NCA for the short period of literacy training - 3 months rather than the 6 months they felt was required. This may be related to late fund transfer and the need to improve long term planning by NCA and partners.

3.0. Analysis of the drivers of impact



The analysis in this section examines what is working or not working from the perspective of representative community groups. This weighs accountability from the perspective of the affected population and this reflects the performance of all actors (including the community itself) – which may be helpful to government, donors and decision makers. Stakeholders are rated positively, negatively and neutrally. Each impact statement receives a 0-10 score attributed to different actors / factors that people see as creating change in their lives. These totals are combined giving the results in the charts above and shown against the numbered left axis.

The size of the attribution column (positive, negative, neutral) is important. If the height of the positive attribution column is greater than the corresponding negative attribution column then an actor or group of actors may feel they are on the right track. However the size of negative or neutral attribution should be seriously considered, as should the overall size of the attribution to external humanitarian actors (even when positive). If negative or neutral impact outweighs the positive impact an actor or actors are making, or if the attribution column of positive impact by external actors is too high, then this provides an opportunity for reflection, further community discussion and a possible change of strategy, to ensure that positive local community, government, business and civil society results are increased. In a healthy development context; community, government, local business and local civil society action should be strong and provide the foundation for a robust and local sustained response.



Figure 5 Members of a functioning Beekeeping Association

A review of the positive attribution results clearly demonstrates the substantial positive space occupied by the community, Administrative Government and NGOs over the past two years. Most attribution under the NGO column is to substantially to AFEV, NFD and NCA but also to a variety of other agencies mentioned throughout the report.

In some instances groups named agencies both positively and negatively in their statements. Sometimes, people may not know how to differentiate between agencies and the community appreciation of organisations is often horizontal regardless of whether an agency is large or small. UN agencies are in some cases funding NGO, FO and government activities, and this is sometimes unknown by communities. What matters to them is what and who are having results from their perspective. This

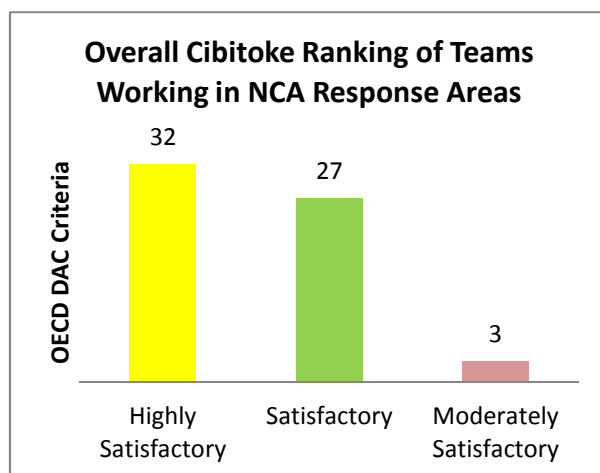
underlines the fact that sector performance is collective from the perspective of those on the receiving end, and that organisations are not insulated from judgement on performance by the affected populations. The results above show (albeit from a relatively small

representative group) who and what people feel are responsible for these impacts. The situation on the ground is dynamic in relation to long-term changes and can vary considerably from area to area. The graphs provide a clear appreciation of the context within which actors are working.

In terms of negative impact, forces within the community are clearly driving negative impact whether through social prejudice, cultural attitudes or poor farming practice etc. This is followed by action, inaction or lack of coverage by administrative government departments, e.g. not enough coverage of education, water supply and health services. Attribution to an event is primarily the 2011 drought. Learning from the attribution results raises important questions about the need to build positive links between communities, local actors and local government. In terms of neutral impact differences this is largely due to getting a response half right but not completely.

4.0. OECD DAC Rankings Cibitoke

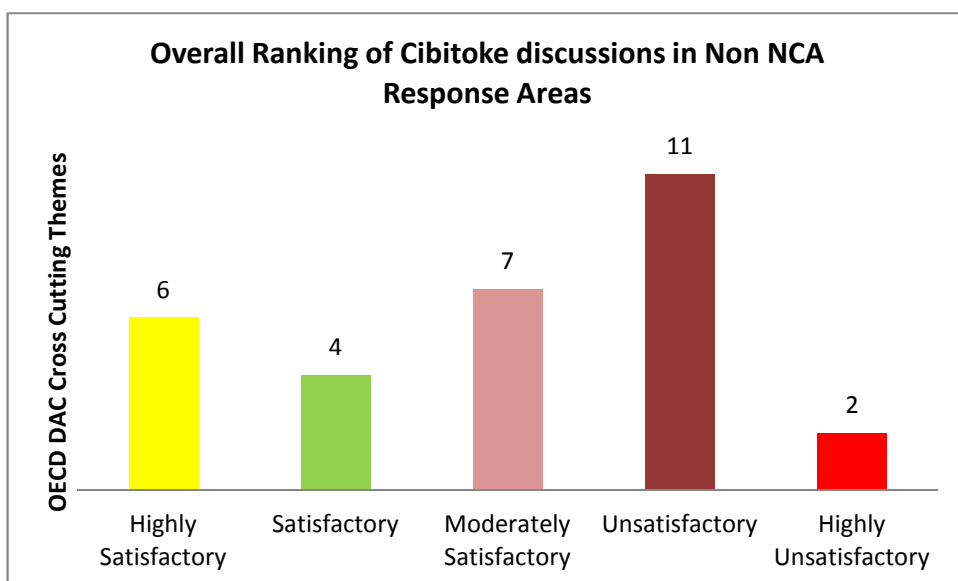
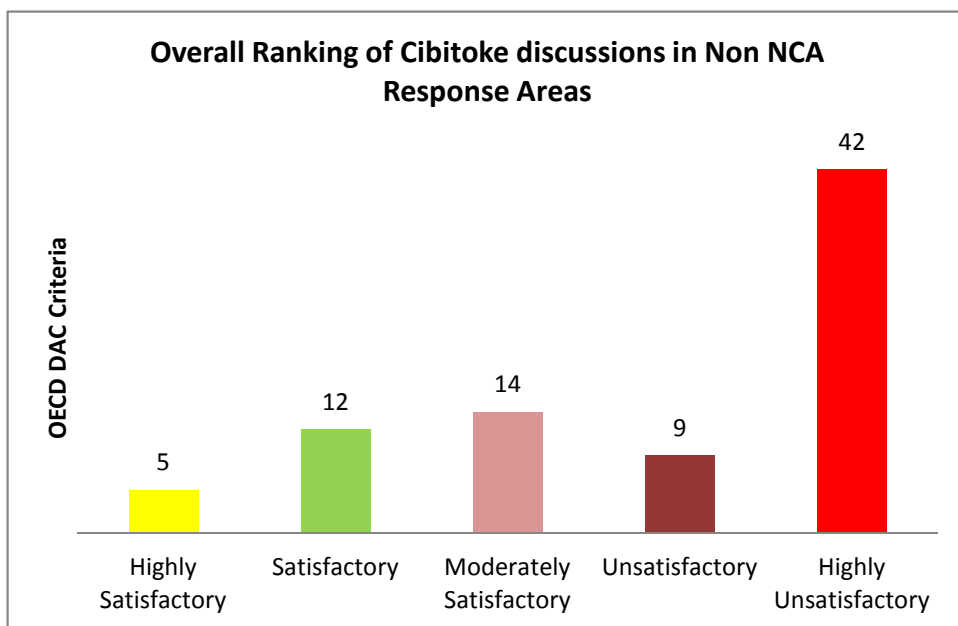
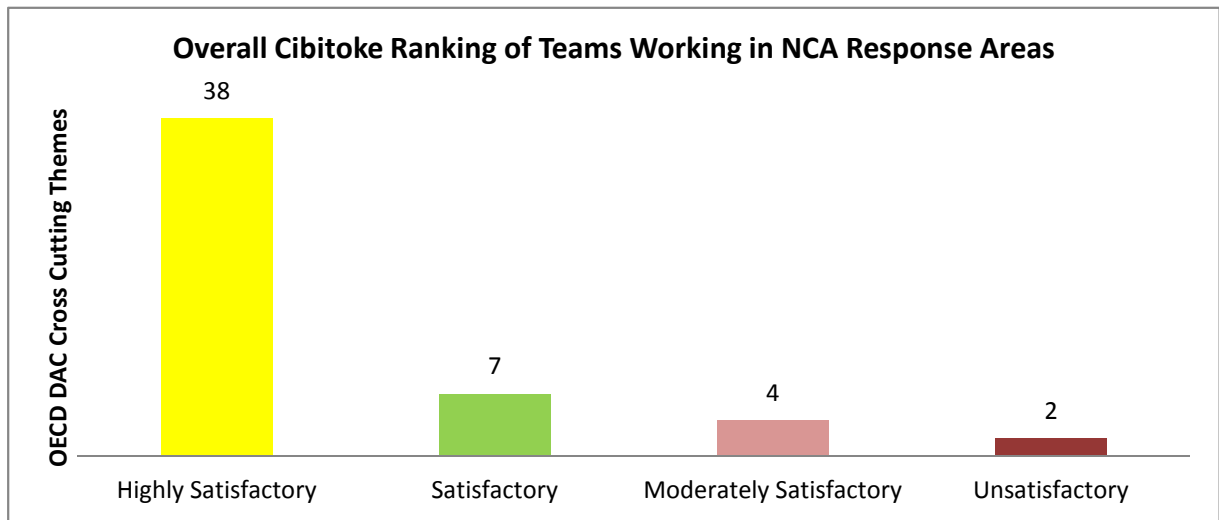
After the P-FiM exercise participants were talked through each of the OECD DAC criteria and then invited to rank how they felt the community group discussions reflected against the criteria and cross cutting themes cf. Annex 8. These are the most commonly used evaluation criteria – being relevance/appropriateness, connectedness, coherence, coverage, efficiency, effectiveness, impact and coordination (not a formal DAC criteria). The OECD DAC cross



cutting themes are: influence/understanding local context, protection, participation of primary stakeholders, coping strategies/resilience, gender equality and environment. These criteria have been referenced throughout the report.

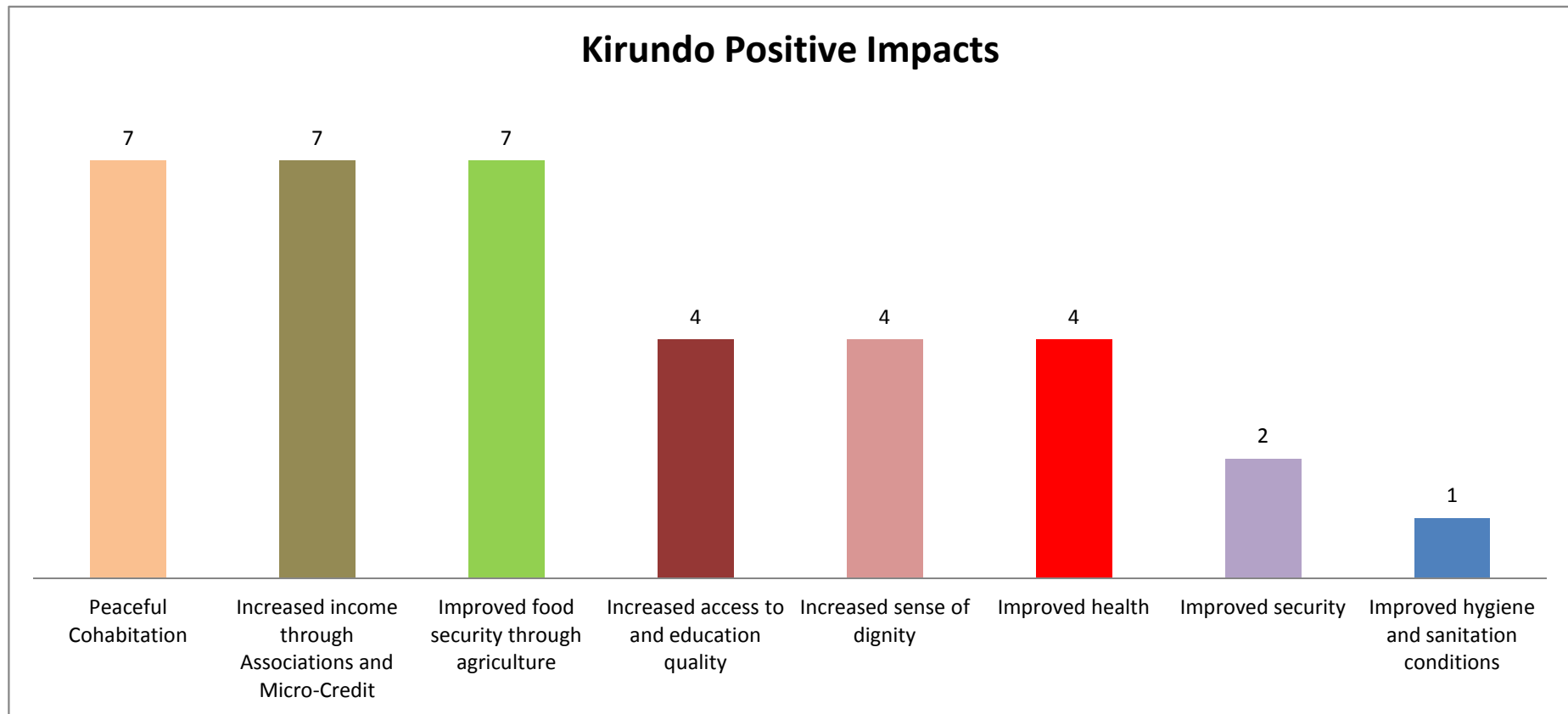
Participants were divided between those who had heard a discussion in an NCA partner response area and those where they had not worked reflected in the chart

to the left and those following. In the opinion of the consultant the results in the tables clearly indicate the level of need among and neglect of some vulnerable groups. Issues observed at Karurama Village would probably warrant a lower ranking level.



5.0.Key Findings Kirundo

5.1.0. Positive Impacts



Each of the 38 impact statements have been consolidated into categories - positive, negative and neutral. The positive impact differences are reflected above and show the areas or sectors in which people felt most positive change had taken place.

<p>Key Findings</p> <ul style="list-style-type: none"> • High levels of community ownership of support initiatives • Close alignment between inputs and positive impact
<p>Recommendations</p> <ul style="list-style-type: none"> • Encourage community led initiatives to respond to the needs of vulnerable groups in the village

5.1.1. Peaceful Cohabitation

"Imibano mu bantu"
(UMUTWA)

Together we are one

Batwa Group Kibonde

All 7 representative groups in Kibonde Village and Renga spontaneously expressed the biggest difference in their lives over the past 3 years being peaceful cohabitation. This included orphans, Batwa, 2 Displaced / Repatriated groups, elderly, widows and PLWH/A. Something here is clearly working well. The repatriated and resettled displaced group said that 3 years ago there was a great deal of suspicion among the different ethnic groups. EMUBU and NCA

contributed to bringing the different ethnic groups together and there is no more suspicion. The community itself, EMUBU, the local administration and NCA were positive drivers of this impact.

5.1.2. Increased income through Associations and Micro-Credit

6 different groups in 2 different places were very enthusiastic about the changes in their lives brought about by working in income generating Associations - whether beekeeping or fishing and exposure to modern techniques. There was wide consensus about this. One person regretted not having joined an association when seeing the benefits and relationships enjoyed by their members. *"Imana ikura umworo ku cavu ikamwicarikana n' ibikomangoma"* - When someone is poor, no-one thinks of them but when their life improves everyone is envious. *"Umuntu yosonza arumwe, iyabandi bejeje arasuma"* - If a person in a community does not have any harvest then they are supported by the harvests of others. The community and EMUBU / NCA were substantially aligned with this change along with administrative government to a lesser degree, other NGOs and WFP.



Figure 6 Kibonde Honey Producers Association

5.1.3. Improved food security through agriculture

2 Displaced / Repatriated groups, elderly, widows and PLWH/A all said their food security situation had improved through small ruminant rearing and improved soil fertility; soil protection and seed conservation; Introduction of varieties of mosaic tolerant cassava; Use of organic seeds; revolving credit for farm inputs and increased knowledge on modern techniques of farming and livestock rearing. Community action, EMUBU, NCA and German Agro Action and to a lesser extent CRS and administrative government were attributed as the cause of this improvement.



Figure 7 Farming Kibonde

5.1.4. Increased access to and education quality

The orphans, elderly and widows felt that study conditions had improved and access to and quality of education. This was attributed to the community, government and substantially EMUBU / NCA.

5.1.5. Increased sense of dignity

Batwa expressed a significant feeling of dignity as a major change for them. Others talked about this as women's opinions being taken into account and others a feeling of faith and development. This was attributed to the community itself, government, EMUBU / NCA, Care and especially German Agro Action. This impact statement emerged in the orphans, Batwa and Displaced / Repatriated groups at Kibonde.

5.1.6. Improved health

The group of elderly at Kibonde felt that their health had improved as a result of better housing. They attributed this primarily to EMUBU / NCA and to lesser degrees to community action and MINTER for allocating the land. The PLWA/H group felt their health had

improved due to a variety of actors including community, government, WFP for food rations and NGOs.

5.1.7. Improved security

Orphans and the Displaced / Repatriated groups at Kibonde felt their security had improvement as a result of community and local administration efforts along with churches.

5.1.8. Improved hygiene and sanitation conditions

The Displaced / Repatriated groups at Kibonde felt these conditions had improved as a result of the work of community efforts, EMUBU, NCA and German Agro Action sensitisation efforts.

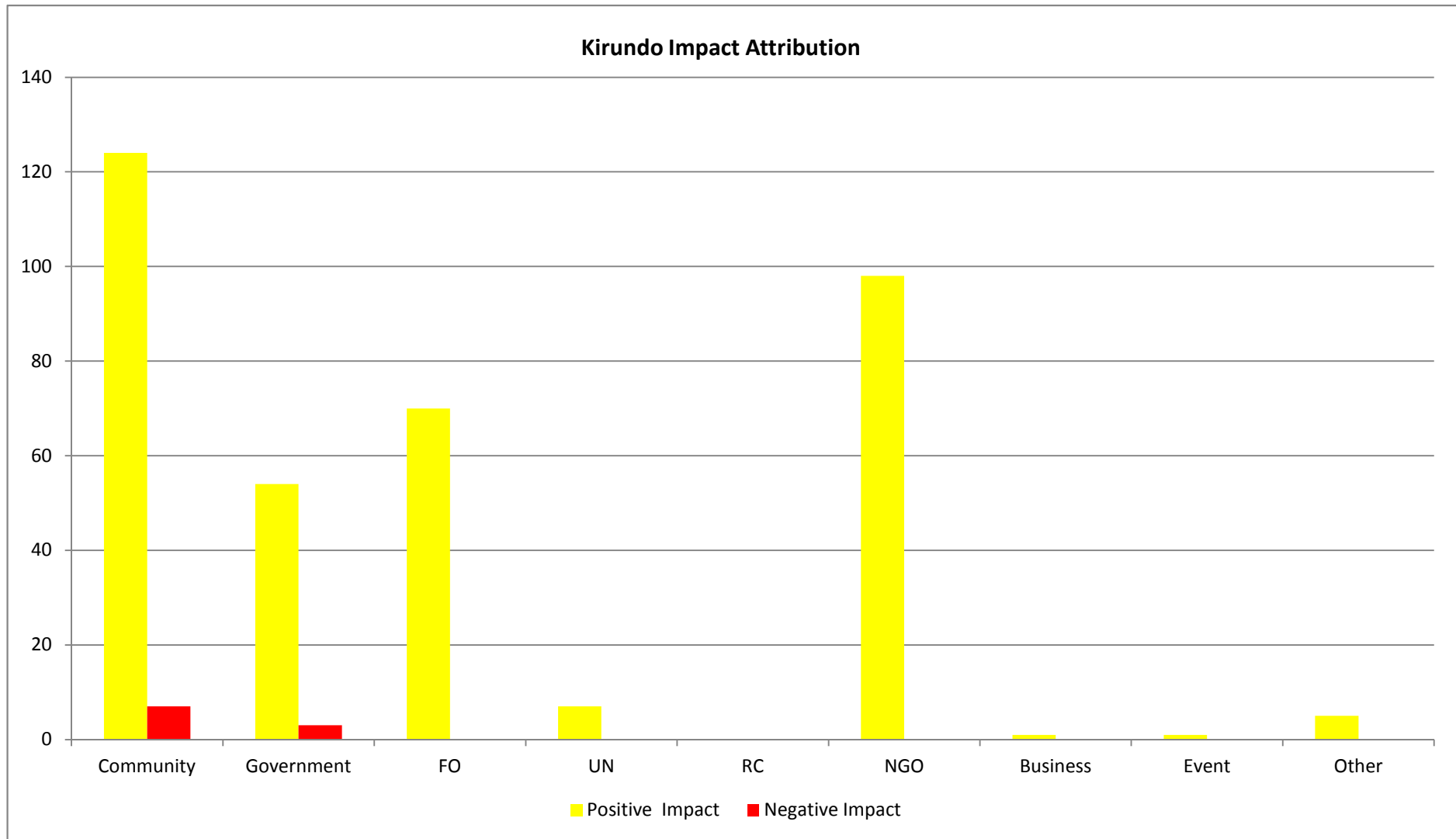
6.0. Negative Impacts

Each of the 37 impact statements have been consolidated into categories - positive, negative and neutral. The negative impact difference is reflected below.

6.1.0. Polygamy creating poverty in families and households

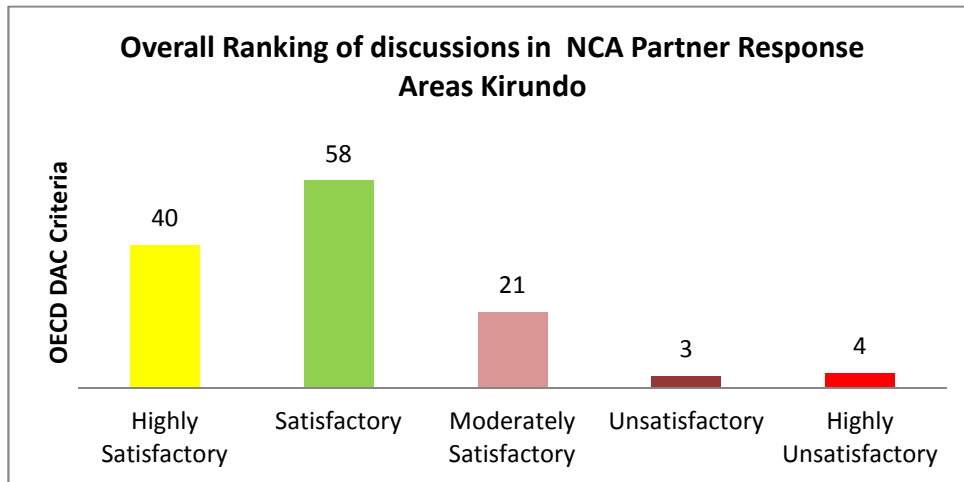
The Displaced / Repatriated groups at Renga felt that widespread polygamy was leaving women and children vulnerable to acute poverty through lack of inheritance rights and some men recklessly fathering children without any possibility of meeting their basic needs. They attributed this negative impact to dynamics within the communities and government for not doing enough about the issue.

6.0. Analysis of the drivers of impact

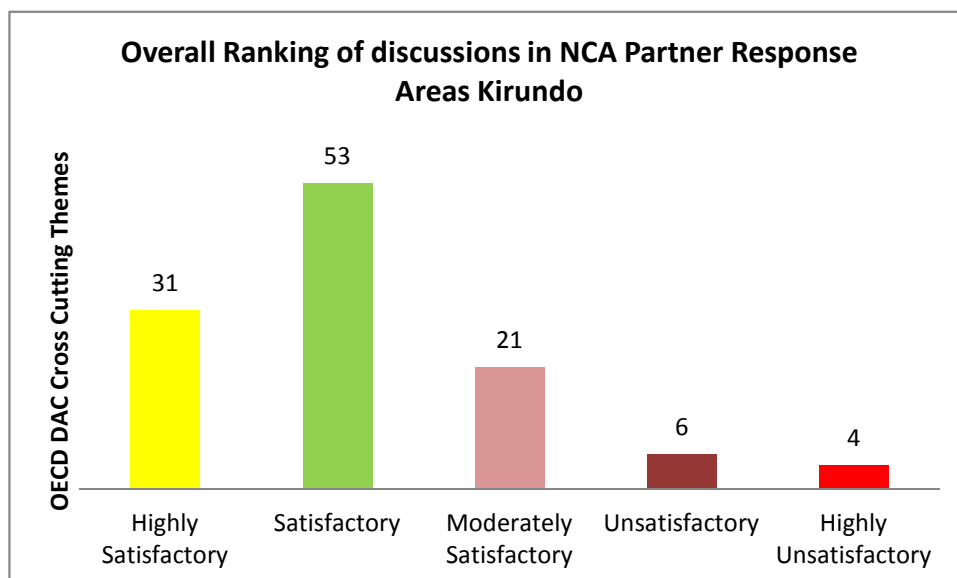


The approach for understanding the analysis in this section is explained in section 3.0. analysis of the drivers of impact for Cibitoke. Most attribution under the FO and NGO column is to EMUBU. They represented the single most positive actor in the area from the community perspective and rank more highly than any individual actor.

8.0. OECD DAC Rankings Kirundo

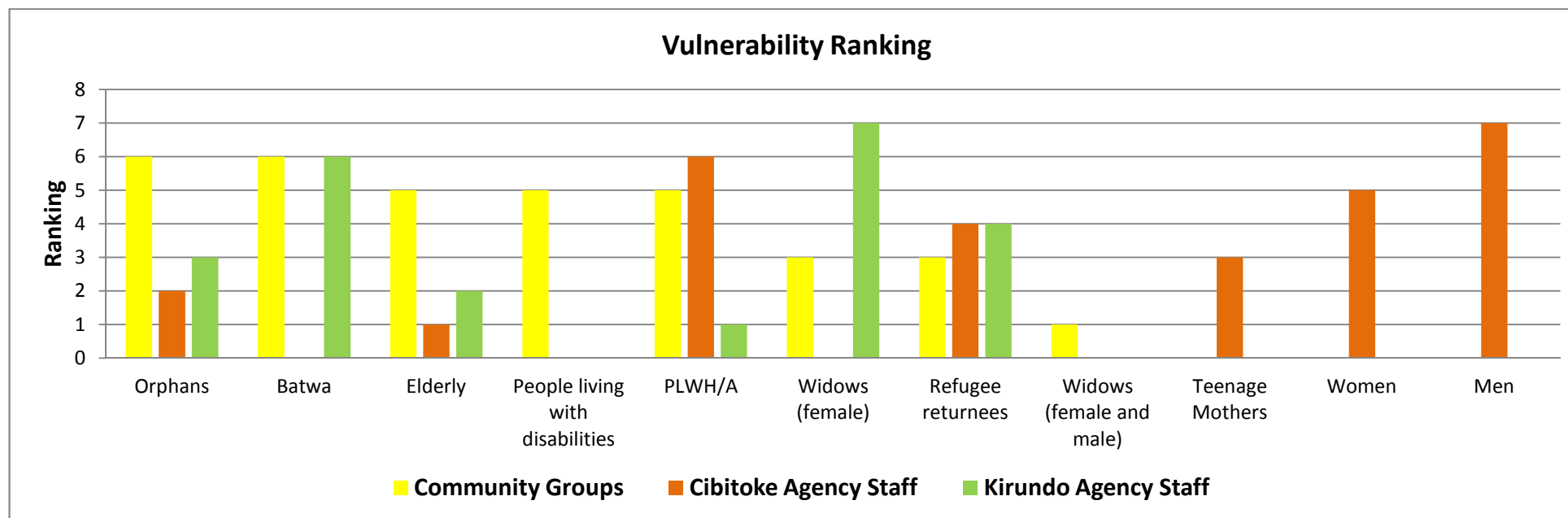


After the P-FiM exercise participants were talked through the OECD DAC criteria one by one and then invited to rank how they felt the community groups discussions reflected against the criteria and cross cutting themes cf. Annex 8. All groups were in the geographical area of NCA partner work both directly assisted and others who were not. In the opinion of the consultant this was a very honest and accurate self-ranking.



10.0. Community Perspectives on Vulnerability

The table below presents a ranking of who the 14 social groups met in Cibitoke and Kirundo felt were the most vulnerable in their communities; who the 22 agency staff in Cibitoke and 23 agency staff in Kirundo selected as the most vulnerable to be met in the field work. For the field work some groups were excluded for logistical reasons and others because the connections to organise a group with the existing participants did not exist. As a representative sample communities ranked orphans and especially orphan headed households as those most need in support in their communities. Community groups were the only ones who ranked People Living With Disabilities. While they were not mentioned by any community group Teenage Mothers from the perspective of an external observer and the Cibitoke agency staff were a group clearly facing marginalisation and increased poverty. These findings are the basis for the recommendation that NCA, Partners and Communities should annually review their vulnerability criteria and check assumptions about vulnerability.



11. Action Recommendations and Management Response

The following actions were ranked and jointly agreed in a workshop with NCA staff and partners where the preliminary evaluation findings were presented.

No.	Action Recommendation	Management Response	Proposed Action	Responsible	Deadline	Comment upon completion
1	Increase community participation at all stages	Agreed and noted for implementation	-Community participatory planning by partners together with beneficiaries -Implement our HAP action plan -Concentrate activities geographically	NCA staff and partners	From Q1 2013	
2	Improve long term planning	Agreed for implementation	-Finalize the three year (2013-2015) strategy plan currently in progress	NCA staff	By February 2013	
			-Explore other funding sources in addition to our main donor MFA	NCA staff and partners	From Q1 2013	
			-Assist partners to prepare 3 year project plans in-line with our country strategy -Enter into 3 year partnership agreements with partners	NCA staff and partners	From Q1 2013	
3	Stabilise NCA leadership long term - minimum 3-5	Agreed but should also apply to	-Explore possibilities for long term contracts for senior management	Area Representative/ Head office	2013	

	years for director level	programme managers	staff -Create favorable working conditions that necessitate a long term expatriate position, by exploring possibilities of expanding the programme in Burundi.			
4	Increase synergies / learning / exchanges between partners	Agreed	-Provide more opportunities for joint partner planning, implementation, monitoring, and internal evaluation.	NCA staff and partners	From Q1 2013	
5	Review definition & understanding of partnership	Agreed	-Present the existing MOU to partners and refine it according to the local context.	Programme staff and partners	January-June 2013	
6	Increase collaboration with the local authorities	Agreed (ref No.1)	-Ensure that partners collaborate with local authorities in their respective areas of operation by including them in all the stages in their activities.	NCA's Programme staff and Partners	From Q1 2013 onwards	
7	Fine tune vulnerability criteria	Agreed	Will agree on a vulnerability criteria within the respective target groups, with partners in the next planning period.	NCA's Programme staff and partners	From Q1 2013 onwards	
8	Diversification of funding base	Agreed	-Finalize and implement our fundraising strategy which is based on the 3 year strategy.	NCA's Programme staff, partners and Regional Fundraising Advisor, hq	Q1 2013 onwards	

9	Build policy advocacy rooted in programme experience	Agreed	<ul style="list-style-type: none"> -Ensure inclusion of advocacy in partner plans -Build the staff and partners' capacity on advocacy -Explore networking with other organizations on advocacy 	NCA's Programme staff, partners and other NGOs	Q1 2013	
10	Maximise synergies with other ACT Alliance members in Burundi	Agree	<ul style="list-style-type: none"> - Ensure ACT alliance partners meet regularly - Ensure / take initiative to enable a contingency plan, DRC refugees to Burundi 	Area Representative NCA	Q1 2013	

12. Conclusion

Relevance

The NCA Partner MFA response is closely aligned with the priorities and vulnerabilities of social groups in Burundi recovering from war and displacement. It has contributed to the primary objectives of the grant. Relationships between NCA and partners are open and positive and there is great potential to continue to build an excellent programme focused on participation and positive impact. Partners have played the key role in ensuring a relevant and contextually appropriate response. Kibonde is a good example of a concentration of multi-sectoral interventions in a concentrated area that has produced impact. Multi-sectoral interventions spread thinly over wide areas can produce limited impact.⁴ NCA and its partners should take careful consideration in the new strategy not to spread activities too thinly in different geographical locations. Both groups in the OECD DAC ranking highlighted coverage in relation to need as an area for improvement. It is important to ensure that the partners have the right competency before leading them to do something in other provinces e.g. unclear whether Karurama intervention aligned well with the clear competencies of AFEV and NFD compared to what they have obviously done well in Bujumbura Rurale.

Communities want and can do more. They have a right to a voice, be heard and to participate. Their involvement should not be token.⁵ Many people in the representative and focus group discussions during field work found the discussion process empowering and useful to them in articulating and reflecting on their own experience. This would indicate that more needs to be done in terms of applying participatory approaches. Inter-agency staff in the final feedback forms expressed overall that the input on communication, listening and giving communities a voice was transformative for them.

Effectiveness

The need for better long term planning was self-evident to both NCA staff and Partners. An annual cycle of grant making to partners and very late payments to them, resulting in 12 months work being done in considerably less. This inhibits quality work and communication with communities. For example issues around sustainability and community ownership of initiatives in Karurama may have been avoided with ground work being done with the population over a longer period of time and more consideration on technical feasibility. A 5 year Memorandum of Understanding framework for strategic partnerships and annual budgets / workplans within this is recommended. Partners should be leading programme development with NCA adopting an emergent strategic approach and facilitation role to support the clearly felt needs of communities. Connecting with positive impact demands a coherent and long term engagement. Some NCA partners have experience with other

4 P. O'Hagan, Claire Hancock, Tearfund Disaster Management Team Programme Evaluation, Pgs. 5, 12, 28 (publication forthcoming)

5 "Support two-way communication systems that enable dialogue and allow communities to speak out, express their aspirations and concerns and participate in the decisions that relate to their development." UN General Assembly Resolution 50 / 130 December 1996

support agencies and donors from whom NCA could gain alternative models and experiences on how to move forward.

Efficiency

Comparison of the results, field visit observations and Key Informant Interviews in Cibitoke and Kirundo indicates that the same types of interventions have been more successful than



Figure 9 Bee-Keeping Cibitoke – more land used



Figure 8 Bee-Keeping Kirundo – less land used

others in different places. If there had been more robust exchange of ideas and learning between partners and communities, then positive impact may have been increased. For example, land pressure is acute in the country, virtually every millimetre is under use. Limited land and intense population pressure means that land has to be used in the most productive way possible. Women bee-keepers met in Cibitoke were anxious about where they would find money to rent their colline next year where hives were spread over an extensive area. In Kirundo the bee association was farming their bees on a small plot eliminating the need for a large land. Farmers need to have the technical opportunity to see and discuss knowledge of other options before them. There could be advantages and disadvantages with both models. Likewise the challenges on the functioning of associations in Karurama Village may have benefitted from insights on the approaches and experiences of other partners elsewhere.

Essential to having quality programming is stability of the right leadership at both the NCA and partners director levels especially. Different people come with different ideas and approaches. There have been several changes at Programme Manager and Area Representative level over the last 3 years. Current leadership research⁶ strongly indicates that organisations need competent and motivated leadership over long timeframes to really push forward results.

The evaluation process provided a “live simulation” opportunity to observe how NCA and partner staff work with each other. Relationships are open and positive. However, a review of what the added value of partnership is on both sides is recommended, so that everyone is clear about the roles / responsibilities of NCA and partners and the areas of added value

⁶ John Adair, Various publications by Kogon Page.

and complementarity between both. It is recommended that this should be followed by a review of NCA staff job descriptions.

Sustainability

Engagement with local authority staff in the evaluation field work both in Cibitoke especially showed that collectively there was a good level of capacity. Administrative government especially has the primary responsibility to meet the needs of citizens. Issues around land tenure that emerged in Cibitoke can only be solved with the involvement of the local authorities. By including them in capacity development opportunities, needs assessment, monitoring and evaluation the opportunity to influence their awareness of issues, ownership and responsibility for good governance can be significantly increased. Often they do not have the resources to participate and coordinate and NCA should consider enabling this engagement where possible.⁷

Overall partner responses had been inclusive of the most vulnerable people in society. Awareness of vulnerability and concern for this was good. However as indicated in the report this could be more finely tuned to better capture the vulnerable within the vulnerable. Closer engagement of communities in defining vulnerability, as done in the evaluation process is strongly encouraged. Interestingly no community group mentioned ex-combatants as a vulnerable group. If field work in Bujumbura rural and discussions with ex-combatants themselves had been possible this may have yielded different results. AFEV may want to reflect on and consider the development of its strategy in this regard.

MFA is the main source of funding for NCA in Burundi. From an external perspective this appears risky unless the chances of MFA approving another grant is so high that it does not warrant submission of proposals to alternative donors. With other major funding streams e.g. EC NSA, it takes at least 1 year between preparation, submission and approval to ensure continuity of funding. National partner income streams are often limited and NCA has eligibility to funding lines that national partners legally cannot apply for. Submission of a greater number of major proposals to several donors would reduce this risk. If more than one major proposal is funded there is always the option to amend the grant, consider co-financing, increase the scale of the response, delay implementation etc. The alternative is continued precarity when needs are high and very good impact can be achieved.

Impact and Advocacy

During the evaluation process issues around land, gender and other issues emerged that could form the basis of policy advocacy at community, commune, provincial and national level rooted in programme experience. This could play a role in supporting government on finding its way through complex issues informed by community voices and address issues

⁷ Together We Stronger, An Independent Final Evaluation of the Action of Churches Together Alliance Haiti Appeal, 12 January 2012 www.alnap.org/resource/6339.aspx Pgs. 47, 58. ALNAP Meeting Paper, 26th Annual Meeting 2010, The Role of National Government's in International Humanitarian Response.

affecting a larger number of people. Identification of desired outcomes and; trusted and accepted communication channels to influence these, would provide an innovative way for NCA and partners to maximise their leverage on issues that count to people.



Figure 10 Association caught catfish, Kirundo

In terms of current and future support areas the priorities of people within the representative groups met in Kirundo are in order of importance:

- Agriculture: Livestock (goats, cattle), access to farm land, farm capital, fertiliser, improved farming techniques, improved seed varieties, Small livestock rearing, palm oil production, composting, environmental protection and promotion of fishing, fuel efficient stoves etc
- Education and literacy: Adult literacy, construction of more primary and secondary schools, education of orphans, Nursery schools etc
- Businesses and associations: Microcredit & savings, business cooperatives, petty trading, handicrafts, mills for cassava, sewing machines and tailoring workshops etc
- Potable water and improved health
- Housing
- Legal marriage

For Cibitoke the current and future support areas the priorities of people within the representative groups met in order of importance are:

- Agriculture: Agro-pastoral activities fodder for cattle, rearing of improved cattle breeds, modern rearing of small ruminants, Irrigated intensive agriculture etc
- Business and associations: Income generating activities, tailoring, petty trading (kiosks), hairdressing booths etc
- Education and technical training: Language learning, technical training (construction, carpentry, tailoring) etc

Verification of activities carried out

In the provinces and project sites visited it was clear that what had been stated as completed in the reports had been done.

Annex 1

Terms of Reference

Evaluation of NCA's programme 'Towards peace and security, Burundi 2010-2012 September / October 2012

1. Background

Norwegian Church Aid (NCA) is a faith based organization that has been working with humanitarian and development projects in Burundi for more than 16 years. In 2010 NCA entered a three year framework agreement with the Norwegian Ministry of Foreign Affairs (MFA) The programme is a holistic programmatic response to post conflict challenges in Burundi with a special focus on conflict transformation and peace building and the promotion of civil society in accountable governance.

The overall goals of the programme is to (a) Create a peaceful and secure future for the population in Burundi through the creation of an environment of peaceful cohabitation between people resettling back into the society and the local population after years of separation caused by years of conflict and warfare. and (b) Support and promote good governance and equal rights through the strengthening of the civil society to claim their rights for a just society and an accountable government. The projects are implemented by local Burundian partners.

2. The purpose

The purpose of the assessment is to learn the effectiveness of the activities and evaluate the outcome on the beneficiaries. The assignment is for NCA internal use, and will assist NCA and its partners in focusing the programme both thematically and geographically, as well as increase impact and effectiveness of current activities when entering the final year of the programme. Further, NCA aim aspires to strengthen its own and partners capacity in reaching the most vulnerable population. This document will assist in providing this.

Specifically, and in accordance with the application to the Norwegian Ministry of Foreign Affairs, the evaluation should

aim at organizational learning in methodology and entail:

- Analysis of method in the project.
- Analysis of needs of the target groups.
- Analysis of selecting the target groups.
- Analysis of visible obtained results.
- Recommendation on how to continue and sustain the projects.

3. Overall scope of the work

a) Programmatic focus areas

This assessment should be based on the NCA application and corresponding 3-year contract with the MFA/NORAD, the log frame and the NCA GBV strategy, focusing on the following programmatic Areas (ref specific objectives in the log frame):

- A) Psychosocial assistance and life skills training to child soldiers and vulnerable youth (Obj. 1)
- B) Care and multi-sectoral support for survivors of GBV – Reintegration activities (Obj. 2)
- C) Create a sustainable and livable environment for vulnerable returnees, groups and ex-combatants (Obj 3)
- D) Create a stronger civil society able to claim accountability in the post electoral period (Obj 3)

b) Crosscutting areas of evaluation

The assessment should cover the areas of *relevance, effectiveness, efficiency, sustainability and impact*:

Assessment of relevance:

- Are the programme objectives addressing identified rights and needs of the target group in national contexts?
- Do the activities address the problems identified?
- What rights do the programme advance under the Millennium Development Goals?
- Is the programme design articulated in a coherent structure? Is the definition of goal, outcomes and outputs clearly articulated?
- Identify if beneficiaries corresponds to intended target group (ref selection criteria in MFA application)
- Are the beneficiaries the most vulnerable of the population?
- Identify if selection process has been transparent and participatory (local community involved)
- Identify if there has been tension with other members of community

Assessment of effectiveness

- What has been the progress made towards achievement of the expected outcomes and expected results?
- What activities have proven more effective and why?
- What were the major factors influencing the achievement or non-achievements?
- To what degree have beneficiaries been satisfied with the results?
- Is the programme cost-effective? Could the outcomes and expected results have been achieved at lower cost?
- Does the programme have effective monitoring mechanisms in place to measure progress towards results?
- To what extent has capacities of duty-bearers and rights-holders been strengthened?
- Has reintegration taken place successfully? (e.g. has there been re-mobilisation of child soldiers, are support networks in place for GBV survivors, what are the challenges?)

Assessment of efficiency

- What measures have been taken during planning and implementation to ensure that resources are efficiently used?
- Have the outputs been delivered in a timely manner?
- Could the activity and outputs have been delivered with fewer resources without reducing their quality and quantity?

- Has NCA's managerial support and coordination mechanisms effectively supported the delivery of the programme?
- To what extent are inputs and outputs equally distributed between different groups of right-holders?
- How does the programme utilise existing local capacities of right-bearers and duty-holders to achieve its outcomes?

Assessment of sustainability

- What is the likelihood that the benefits from the programme will be maintained for a reasonably long period of time if the programme were to cease?
- What operational capacity of national partners, also known as capacity resources, such as technology, finance, and staffing, has been strengthened?
- What adaptive or management capacities of national partners, such as learning, leadership, programme and process management, networking and linkages have been supported?
- Do partners have the financial capacity to maintain the benefits from the programme?

Assessment of impact

- What are the intended and unintended, positive and negative, long term effects of the programme?
- To what extent can the changes that have occurred as a result of the programme be identified and measured?
- To what extent can the identified changes be attributed to the programme?
- What is the evidence that the programme enabled the rights-holders to claim their rights more successfully and the duty-holders to perform their duties more efficiently?

Verification of activities carried out, mapping against application / financial records

- Identify to what degree the activities implemented corresponds to the applications submitted by the partners as well as the vouchers they have provided (e.g. reintegration kits etc.), by sampling a few activities / partner vouchers received by NCA from partner / NCA operational activities.

Collaboration between partners, authorities, local communities, NCA and other stakeholders

- What kind of collaboration / information sharing exists between partners? Are referral protocols in place and effective?
- How do implementing organizations work together/consult with other organizations, institutions, national authorities, and other stakeholders?
- Identify the interface between the partners and the communities (and how they understand the term community)

Assess whether the ACT Code of Conduct has been followed in promoting a culture of honesty and openness. Are there relationships between donor and partners that can have impact on beneficiary selection? If so, how should this be addressed in future contracts?

Needed capacity strengthening of partners / NCA

- Given the findings of this survey, is it possible to identify, and if yes, which capacities in implementing organizations and NCA, need strengthening?
- Given the findings, can NCA improve any aspect of its mode of cooperation with partners in order to improve the outputs, results and impact?

Based on this, carry out an assessment and further recommendations to NCA as directing in NCA's decision of focusing the programme thematically and geographically. well as how NCA and partners can increase impact and effectiveness of current activities. Further, provide NCA and partners with recommendations with regards to strengthening its own and partners capacity in reaching the most vulnerable population.

c) Approach and Method

- The assignment is expected to be limited size and time, focusing on abovementioned programmatic and geographic areas.
- Make use of NCA programme related material as background for developing: GBV strategy, MFA application, contract and revised log frame, annual log frame report (2010)
- Consult partner project descriptions
- Consult relevant vouchers (sample copies to be provided by NCA) to ensure that they correspond with material used in partner activities.
- Focus group meetings with stakeholders in intervention areas (village leaders, women groups, relevant representatives of local authorities)
- Focus group meetings with beneficiaries
- Focus group meetings with vulnerable in the community who have not been selected
- Interviews with a selected number of vulnerable who have not been selected
- Interviews with local implementing partners (both at their head office and with supervisors in the field)
- Interviews with a selected number of beneficiaries

Annex 2 Field Exercise Participants Cibitoke

No	NAME	POSITION	ORGANISATION
1	Irambona Inés	Membre de l'association APDH	Partenaire du Centre SERUKA
2	Nzohabondyo Fideli	Magistrature	P.G.T Cibitoke
3	Mahurege Gerard	Tretorier	Association Giramahoro
4	Nahimana Felix	P.F.D.M	Croix Rouge
5	Ntawurishira Thomas	A.P.S	C.D.F
6	Nkurunziza Richard	Coordinator Adjoint	C.D.F
7	Nduwimana Déomede	Secr. Comptable	C.D.F
8	Kanyange Alice Bella	Supervisor	BPS
9	Niyokwizigira Lyduine	A.P.S	CDF
10	Niyibaruta Theonette	APS	CDF
11	Ndayiragize alexis	Journalist	Bonesha FM
12	Muhimpundu Clovis	Trésorier	Communauté Pentecote
13	Ntahonshingiye Jeanine	M.A.C Xaveri	CEC
14	Kakunze Christella	Conseillère Psychosociale	Centre Seruka
15	Mukima Evelyne	Member de L'APDH	Partenaire du Centre Seruka
16	Nzisabira Déo	Chef de service	DPAE
17	Akintore Joselyne	TGI / PFJMIG	
18	Lydia Ndayishimiye	Programme Assistant	NCA
19	André Ndikuriyo	Programme Coordinator	AFEV
20	Ndera Célestin	M&E Officer	NFD
21	Ntahonshingiye Jeanine	M.A.C Xaveri	C.E. Catholique
22	Sindayigaya Egide	Cons. Psychosociale	Centre Seruka

Annex 3 Field Exercise Participants Kirundo

No	NAME	POSITION	ORGANISATION
1	Mutesi Denise	Agent Temporaire	CRS
2	Igiraneza Huguette	Agent Temporaire	Agro-Action Allemande
3	Murerwa Francoise-Xaviere	Animatrice	PADAP
4	Ngarukiyimana Venuste	Membre	TURWANYE UBUKENE
5	Nsengiyumva Sylveste	Membre du C.C.P.M	PADAP
6	Kubwayo J. Nepo	Membre	MUTSAMA
7	Semirindi Aboubakar	Enseignement	Enseignant
8	Pascal Kazadi	Coord Adjoint	EMUBU
9	Nsavyumuqanwa Janvier	Encadreur	EMUBU
10	Ndori Louis	Assistant Nutritioniste	I.M.C
11	Ndabemeye J.Marie	Superviseur	EMUBU
12	Serurakuba Jeanne	Agent Temporaire	FH
13	Mugwaneza Claire	Agent Temporaire	FH
14	Bukuku Annick	Agent Temporaire	C.R.S
15	Ndikumagenge Pierre	Turime Kijambere (membre)	Turime Kijambere
16	Nzoyisaba Justin	Representant Legal	EMUBU
17	Gatoto Felix	Chef de Projet	EMUSO
18	Nakumuryango Sylvie	Chef de Projet	EMUSO
19	Kamwenubusa Caritas	Representant Legal	EMUSO
20	Ndimurwanko Balthazar	Cord. Projet	EMUBU
21	Lydie Ndayishimiye	Programme-assistant	N.C.A
23	Mbanzabugabo Elvis	Driver	N.C.A

Annex 4 Key Informant Interviews

No.	Name	Title	Organisation
1	Ndayishimiye Lydie	Assistant des Programmes	NCA
2	Tore Martin Herland	Area Representative Great Lakes	NCA
3	Ndikuriyo Andre	Coordinator des Projects	AFEV
4	Ndera Celestin	M&E Officer	NFD
5	Inkeri Auramaa	Former Programme Manager	NCA
6	Caren kiptoo	Partner strategy Advisor	NCA
7	Irakoze Francine	Representant Legal	Association Hunga - Ikiza
8	Havyarimana Beatrice	Member	Association Hunga - Ikiza
9	Niringiyimana Marc	Batwa Representative / Farmer	Karurama Village
10	Ndayisenga Rose	Farmer	Karurama Village
11	Bucumi Jean Pierre	Farmer	Karurama Village
12	Harimensim Charles	Former Trainee	CFR
13	Hana Charles	Trainer	CFR
14	Sr. Cecile Nsengiyumva	Accountant	CFR
15	Ndikumazambo Octove	Trainer	CFR
16	Nsasimana Joseph	Former Trainee	CFR
17	Batungwanayo Ooly	Former Trainee	CFR
18	Ndikumagenge Julian	Director	CFR
19	Gatoto Felix	Chef de Projet	EMUSO
20	Caritas Kamenubusa	Representant Legale	EMUSO
21	Sylive Nakumuyango	Chef de Projet	EMUSO
22	Nzoyisaba Justin	Representant Legal	EMUBU
23	Ndimurwanko Balthazar	Coord. Projet	EMUBU
24	Pascal Kazadi	Coord. Adjoint	EMUBU
25	Niyimpa Gloriose	GBV Project Coordinator	AFEV
26	Diomède NTAKANANIRIMANA	Coordonnateur National	OPDE
27	Pascal NDAYIKENGURUKIYE	Coordinateur des programmes	OPDE

Annexe 5 Project Site Visits

1. Karurama settlement Peace Village, Cibitoke
2. Women Bee keeping association, Cibitoke
3. Durharaniribikorwa soap making association, Cibitoke
4. Catholic technical training Centre, Cibitoke
5. Community peace Committees, Kirundo
6. Literacy circle, Kirundo
7. Kibonde settlement Village, Kirundo
8. Kibonde women Bee Keeping Association, Kirundo
9. Kibonde youth Fishing Association, Kirundo
10. GBV Centre, Bujumbura
11. Youth Technical Training Centre, Bujumbura

Annex 6 Validation and Learning Workshop Participants

No	NAME	POSITION	ORGANISATION
1.	Marianne Sampo	Advisor	N.C.A
2.	André Ndikuriyo	Coord. Projet	AFEV
3.	Frederic Nkunzimana	Coord. Projec	CEPBU
4.	Pascal Kazadi	Coord Adjoint	EMUBU
5.	Ture M. Herland	Area Representative –Great Lakes	N.C.A
6.	Lazare Niyonkuru	Representant Legal	AFEV
7.	Pascal NDAYIKENGURUKIYE	Coordinateur des programmes	OPDE
8.	Diomède NTAKANANIRIMANA	Coordonnateur National	OPDE
9.	Ntakirutimana Fidélité	Finance Assistant	LWF
10.	Nkariza Jean Marie	Coord. Projet	UNIPROBA
11.	Ndera Célestin	M&E Officer	N.F.D
12.	Nzoyisaba Justin	Representant Legal	EMUBU
13.	Gatoto Felix	Chef de Projet	EMUSO
14.	Kalisa Olivie	Fiance Manager	N.C.A
15.	Kamwenubusa Caritas	Representant Legal	EMUSO
16.	Ndimurwanko Balthazar	Cord. Projet	EMUBU
17.	Lydie Ndayishimiye	Programme-assistant	N.C.A
18.	Caren Kiptoo	Partner Strategy Advisor	N.C.A
19.	André Nsengiyumva	Country Manager	C.A

Annex 7 People First Impact Method (P-FiM) Summary

P-FiM is a simple low cost methodology that fully allows communities to speak for themselves, in identifying impact changes in their lives and who and what the drivers of impact difference are attributable to. The starting point is people and communities and not organisations and projects. It is a powerful tool that highlights issues humanitarian and development agencies may often be poorly aware of. P-FiM enables humanitarian actors to accurately ‘take the temperature’ in order to properly align interventions with local priority issues. It recognises the primary driving force of people and communities at all stages as essential to ensuring accurate interventions and value for money.

Usually when agencies go to the field to monitor and evaluate their projects, they ask key informants and communities, questions relating only to their projects. For instance, how did the FAO project impact on your life, what positive changes did the project trigger? This follows a linear log-frame approach and is often based on a false assumption that there are no local or external elements or other interventions that can impact positively or negatively on an agency project. This standard approach is agency centric: assuming that the agency project is the most important thing for the community while in reality it might only have minimal impact compared to the impact of other drivers. For instance, the introduction of mobile phones or small businesses might play a bigger role in community life than an agency project, but the way we normally ask questions does not allow the community to give a comprehensive picture – to know if we are ‘doing the right things or doing things right’.

P-FiM addresses these shortcomings. It takes a representative geographical area. Local people (e.g. staff of LNGOs, INGOs, CBOs, FAITH ORGANISATIONSs, UN, Government, Business etc) are trained on P-FiM who have basic development skills, understand language and culture and are trusted locally. The method (i) enables a qualitative process where impact changes are openly discussed - whether positive, negative or indifferent - and accurately recorded (ii) the method then works backwards to determine in a quantitative way where change is attributable to e.g. the community, government, local business, NGO, UN, Red Cross an event etc. They then qualify the change as positive, negative or neutral and attribute the change to a specific stakeholder or cause. In an evaluation process P-FiM can present community impact findings alongside funded sectors and contrasted with the views of disaster affected people demonstrating appropriateness and value for money⁸. In this way we gain a deep insight into the relevance of a response. The P-FiM methodology puts people at the center: it is what is important to them and not to the agency that comes out from the methodology. It is a tough but necessary reality check to enable agencies to understand their work from the community perspective in a systemic and non-linear way.

2. Experience 2010-2012

381 national staff from 147 agencies have been trained and engaged 3,521 disaster affected people in multiple inter-agency exercises as part of major evaluation and Evaluation exercises with [FAO](#), [UNHCR](#), [UNICEF](#), [CARE](#) and [Save the Children](#), [War Child Canada](#), [ACT Alliance](#), [Trocaire](#) and Norwegian Church Aid in [Kenya](#), South Sudan, Haiti, Sudan ([Darfur](#)), Liberia and Burundi.

3. Disaster Affected People Have a Voice

“I learnt how to give people a voice without interfering with their issues.”

Agency Staff, Mwingi District, Eastern Province, Kenya

4. Identifies positive, negative and neutral impact

5. Attributes impact drivers and contributors

⁸ Directly addresses the core recommendation of the DFID 2011 Humanitarian Emergency Review and the DFID Value for Money approach

6. Benefits to affected people and agencies

- Increased knowledge of the alignment between community voices, impact and an agencies work – the heart of good evaluation
- Increased community self-understanding through two way dialogue - process valued and appreciated
- Increased knowledge of what is working and not working and who is doing what and where
- Impact measured in the *context* where a programme or project is implemented
- Transformative effect on participating staff - increased front line staff awareness, ownership and responsibility of impact in communities
- Logframe assumptions on which projects and programmes are revisited
- Capacity building of front line staff - demonstration of cutting edge practice in impact Evaluation and evaluation
- Exercise provides a baseline for on-going monitoring and evaluation
- Basis for advocacy/people centred programming/policy

7. How it is done?

P-FiM as a mainstream approach directly complements aspects of Sphere, the Good Enough Guide, Participatory Impact Evaluation Tufts) and HAP etc. P-FiM findings can be presented using the OECD DAC or TOR specific criteria. Each exercise takes 4 days in a representative geographical area (e.g. 1-5 year programme). Typically, the exercise engages local front line staff of agencies operating in the area appreciating they are both skilled professionals and “sons and daughters” of the area who speak the language, understand the culture and are trusted locally. They participate in 2 days training in communication levels, open questioning techniques, listening skills, understanding bias, integrated human development etc. Training is essential for them to carry-out the P-FiM goal-free approach, to appreciate the levels of communication that underline quantitative and qualitative discussion and community statements. The training emphasises the importance of listening and accurate recording of statements that are not biased by agency programmes or interpretation. For front line staff of agencies, the experience is transformative as their ability and experience is respected and the inter-agency dynamic is open and transparent. To engage a good cross community cross-section of groups, the optimum number of agency participants is 36 from e.g. 3 people x 12 agencies. Each community group (e.g. farmers, pastoralists, fisher-folk, small business people, youth in/out of school, vulnerable children, PLWA, displaced etc.) are visited by an inter-agency team of 3. In the training the participants self-select their roles as facilitator, reporter and observer and work out who should go to which groups e.g. women meeting a group of vulnerable girls. The inter-agency dynamic coupled with the training ensures objectivity. The depth of discussion reveals both quantitative (what has happened) and qualitative (how I feel about what has happened) verifiable information that informs each P-FiM report. Published P-FiM reports include: narrative, impact and attribution graphs, community statements, alignment of sectoral budget expenditure with impacts (where the information is available) and photographs. Specific focused direct question concerns of an agency TOR are addressed by adding two days to each exercise – the initial work sets the foundation for a depth of communication otherwise difficult to achieve. In this way the P-FiM goal-free approach is successfully combined with goal focused TORs.

For more information: contact@p-fim.org or <http://www.linkedin.com/pub/people-first-impact-method-p-fim/53/339/841>

Annex 8 OECD DAC Criteria and Cross Cutting Theme Summary Definitions

Criterion Coherence	Definition The need to assess security, developmental, trade and military policies as well as humanitarian policies, to ensure that there is consistency and, in particular, that all policies take into account humanitarian and human-rights considerations. (DAC definitions here and below adapted from ALNAP 2006)
Criterion Relevance/ Appropriateness	Definition Relevance is concerned with assessing whether the project is in line with local needs and priorities (as well as donor policy). Appropriateness is the tailoring of humanitarian activities to local needs, increasing ownership, accountability and cost-effectiveness accordingly.
Criterion Coverage	Definition The need to reach major population groups facing life-threatening suffering wherever they are.
Criterion Connectedness	Definition Connectedness refers to the need to ensure that activities of a short-term emergency nature are carried out in a context that takes longer-term and interconnected problems into account.
Criterion Efficiency	Definition Efficiency measures the outputs – qualitative and quantitative – achieved as a result of inputs. This generally requires comparing alternative approaches to achieving an output, to see whether the most efficient approach has been used.
Criterion Effectiveness	Definition Effectiveness measures the extent to which an activity achieves its purpose, or whether this can be expected to happen on the basis of the outputs. Implicit within the criterion of effectiveness is timeliness.
Criterion Impact	Definition Impact looks at the wider effects of the project – social, economic, technical, environmental – on individuals, gender- and age-groups, communities and institutions. Impacts can be intended and unintended, positive and negative, macro (sector) and micro (household).
Theme Influence and understanding of local context	Suggestions All intervention results are dependent, to varying degrees, on national and local context, such as the security situation, availability of food in local markets, or the capacity of local institutions.
Theme Human resources and management	Suggestions Evaluators should pay attention to: the level of experience/expertise of field staff; recruitment procedures; staff turnover; field–HQ relations and communication; the role of national staff; and training and learning practices.
Theme Protection	Suggestions ALNAP defines humanitarian protection as: ‘the challenge of making states and individuals meet their humanitarian responsibilities to protect people in war, and filling-in for them as much as possible when they do not’.
Theme Participation of primary stakeholders	Suggestions Primary stakeholders need to be consulted about, and to participate in, all stages of interventions to ensure more ethical and effective interventions. This is a key area for evaluation. Evaluators and evaluation offices are also accountable to primary stakeholders, in terms of both consultation and ensuring that evaluation

results are used to benefit primary stakeholders to the maximum extent possible.

Theme Coping strategies and resilience	Suggestions The ability of primary stakeholders to manage emergency situations themselves is increasingly understood, but attention to this area is still limited in EHA. Evaluators should examine whether interventions have supported or hindered coping strategies, such as changes in nutritional practice, sale of assets, mutual support or migration. Needs assessments also need to take into account livelihood and coping strategies.
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Theme Gender Equality	Suggestions Many agencies have gender-equality policies, which should be followed during response to crises. Evaluators should evaluate the extent to which interventions follow gender-equality policies and promote gender equality. In relation to this, data in the evaluation report should be disaggregated by sex, where possible.
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Theme HIV/AIDS	Suggestions The spread of HIV/AIDS is becoming increasingly important to humanitarian action. The interactions between food insecurity and HIV/AIDS should be assessed in evaluation of countries or regions where HIV/AIDS is widespread.
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Theme The environment	Suggestions Evaluations should assess whether interventions have supported environmental sustainability, or whether they have harmed the environment.
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