

Evaluation of the Project

Assistance to Internally displaced People (IDP) in
Kanyabayonga – Kikuku in the province of North-Kivu
COD 1070 – 08/P3395 USAID phase 1
Implemented by Welthungerhilfe Germany 2009/2010

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Butembo/ North Kivu/ Democratic Republic of Congo



Photo: WHH Butembo 2010

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I. Summary

Country:	Democratic Republic of Congo
Project title:	Assistance to Internally Displaced People (IDP) in Kanyabayonga – Kikuku area in North Kivu
Project No.:	COD 1070-08/P3395
Project holder:	Welthungerhilfe
Approved budget:	1.183.566 Euro
Committed funds:	1.183.566 Euro [1.700.242.- US\$]
Co-financer (line):	USAID/ OFDA
Project period:	24.02.2009 – 31.08.2010

1 Brief description of the project and framework conditions

Regional political instability and alarming signs of worsening conditions in the emerging camps of the project region forced Welthungerhilfe to react. Familiar with the area since 1997, three needs assessments were conducted in the 6 camps of Lubero and Rutshuru district in North-Kivu in 2008 to plan for a combined emergency and rehabilitation project (LRRD approach) with the financial support of USAID/OFDA partner. Targeting 6000 internally displaced vulnerable persons (IDPs) in the camps and those living within host-communities along the main axis of Kanyabayonga- Kikuku was completed with an economic component of Cash for Work (CFW) for the vulnerable villagers to balance the different interests of IDPs and the overburdened host communities.

3 components formed the combined project in 6 camps and 11 villages:

1. **Food-security**, distributing and training on the cultivation of seeds (amaranth) to 6000 IDPs and 6000 vulnerable villagers, with the objective to reach 4 months of food security¹.

2. **Cash for Work**, rehabilitating the axis Kanyabayonga - Kikuku, branching off to Miriki and Birundule (total of 80 km) with 6000 vulnerable villagers and returnees².

3. **Emergency assistance** through the distribution of NFI-kits to 3000 vulnerable IDPs and returnees

The two emergency components (1. and 3.) were planned and monitored with OCHA partners, whereas the identification of vulnerable persons engaged the village authorities with local committees of community representatives (CIV).

2 Relevance

OCHA and NGO partners: The emergency measures were an important step to enable IDPs to earn income (hoe and seeds) and to prevent total dependency in terms of basic household and health issues (NFI-kit).

Regional authorities: The economic needs of the host communities were the main aspect for the CFW road rehabilitation, acknowledging the market potential of this region to be linked up with the larger markets of Goma and Beni, Butembo. The traditional and administrative authorities who contacted Welthungerhilfe appreciated the combination of emergency assistance, local economic input and the strategic development objectives laid down in the national development plan of the DRC (2009).

¹ In combination with the already assured food distribution by Premiere Urgence/WFP

² Most of the returnees of 2007 hosted IDPs recently displaced from their remoter villages near the lake, mountains and fertile plains.

Welthungerhilfe own strategic interest was the application of the lessons learnt in the seven years of CFW project in the context of emergency assistance as a practical LRRD format.

3 Effectiveness

The overall project management was assured by strong capacities in planning, implementation and monitoring through a very qualified and well organized team and leaderships in Butembo and Kayna, although the working context was highly volatile with quickly emerging violence of rivalling armed groups in the project area. The work in the field was based on high community participation, right from the beginning during the negotiations on arable land (seeds distribution) and the targeting according to the purpose of the different components.

The first project purpose of increased food security of 12000 families was achieved in terms of prolonged consummation of the newly cultivated seeds around the camps and in the villages.

The second project purpose regarding the rehabilitation of 80 km road was attained in the two main strategies of a) finalising and maintaining a functional main-road and b) increasing local purchasing power of the vulnerable villagers and returnees. Maintenance of the rural road sections posed a problem, lacking leadership capacity to mobilise volunteers work. Several cases of more rotations in CFW were discussed among the former beneficiaries revealing an underlying aspect of the fragility of spontaneous solidarity among returnees and the IDPs competing over the access to the income through CFW.

Looking at the achievements of the third project purpose, the distribution of NFI-kits was even overachieved (with 312 kits entrusted by OCHA partners) and enabling 3312 IDPs to return for a new start in their permanent homes (either in the villages of origin or in new locations of their choice). Even this component showed a highly sensitive aspect of jealousy toward the female headed households and vulnerable groups receiving this valuable kit³.

4 Efficiency

Thorough records of outputs and outcomes are forming the base of the project steering, with very practical adaptations (CIV, favourable surrounding for female participation in CFW, etc.). The overall objectives to assure good living conditions in the camps and to inject cash and material into the local economy have yielded good results regarding the input-output relation. But reducing the food security to one single type of seeds shifts the financial balance to the detriment of this budget line.

5 Impacts

(1) Economic impacts:

Sector 1 (food security)

Positive impact

- a) Widespread use of the newly introduced vegetable (amaranth) for more than one cultivation season
- b) Mobilisation of IDPs to cultivate for consumption and income through distribution of working tools, training and practical application (gardens)

Negative impact:

³ Reactions: Not only villagers tried to enter the CIVs registration list, but also the benefiting women feared attacks of armed groups after distribution of NFI-kits (value of 58\$US).

- c) Limitation of individual storage due to fear of rebel attacks, mobility (returning to the home villages) and giving priority to staple food (beans, maize, cassava).

Sector 2 (CFW, road rehabilitation)

Positive impact

- d) Economic revival of the neglected economic axis linking Lubero to Bunia and Goma
- e) Public traffic passing differently, giving access to markets and social facilities
- f) New markets and restaurants emerging in villages on the road side
- g) CFW income stimulates the creation of new income generation activities in a traditional agricultural setting (tailors, resellers, agricultural services, craftsmanship).
- h) NGOs, government, MONUSCO benefit from time- and resource saving access to camps and villages

Negative impact:

- i) High transport-costs are maintained; price fixing by local traders who monopolise the market of village agricultural productions
- j) Gap between increased production and marketability
- k) Disputed registration practice of the CIV, conflict over limited access to CFW income.

Sector 3 (emergency assistance, NFI)

Positive impact:

- l) Voluntary return of IDPs to their home villages or new settlement

Negative impact:

- m) Fear of the autochthon population living nearby to attract armed groups destroying their economic and social existence.

(2) Socio-cultural impact:

Positive impact:

- a) Resettlement of IDPs creates new commercial centers
- b) Motivation for young people to start or look for work in the region
- c) Women could use their new gender-experience in man-dominated work

Negative impact:

- d) Internal conflict over land between autochthone and newly resettled different ethnic groups with historical connotations

(3) Organizational and institutional impact:

Positive impact

- a) Establishing and management of CIVs in collaboration with and international partner strengthens the self-organization potential of women and men in their communities

- b) Meeting with authorities and other stakeholders in the target region build trust and encourages both sides to collaborate on new emerging issues.

(4) Environmental impacts

Positive impact:

- a) The introduction of climate adapted vegetable, planting of trees, etc. can support the needs to further adapt agricultural production to external climatic and manmade challenges.

Negative impact:

- b) Discouragement of the population through deterioration of road and land due to lack of leadership capacity in one part of the villages.

Keyquestions of Welthungerhilfe:

1. Impact of the project on the global security of the intervention area.

Indicators: a) Security rating and b) situation of returnees

- a) The overwhelming positive security rating of the villagers on the roadside is one snapshot, which needs repeated cross-check with the evolving particular security situation at several places over a period of time.
- b) There are reports of negative dynamics in the cohabitation between some autochthon ethnic groups and newly resettled internal displaced persons (Rutshuru and Birundule). The dispute over land is one of the main historical factors playing into the assistance of the IDPs and their host families. This contributes to the shift of former land-disputes to internal community conflicts (splitting up of village communities along ethnic loyalties)

2. Impact on the local economy

Indicator: Utilization of income and road circulation

This positive effect of the family income on local business, agriculture and self-management of village committees⁴ is stated by all interviewed persons.

3. Impact of CFW on the target group with special reference to sexual violence

Indicator: Perception of women on reasons for exposal to violence

The particular situation of women victims of sexual violence describes a shift of their perception vis-à-vis the NGOs. Their cause-effect attribution starts with the actions of NGOs attracting rebel groups to attack those individuals returning from distribution sites.

6 Sustainability

⁴ With few exceptions of village committees affected by favoritism

The following measures linking relief to sustainability were analysed according to the priority areas of the project. The following measures are seen as contributions to assure the priority areas of the project:

1. Priority: return of the internally displaced persons to permanent settlement

- The provision of basic items for vulnerable persons enhancing their independency from permanent assistance.
- A continuous collaboration with humanitarian partners in OCHA meetings to monitor the movement of the population.

2. Priority: functionality of the rehabilitated road

- Technical training on road maintenance was given at each rotation
- Monitoring with governmental road service (FONER) during implementation encouraging the responsible officials to take over this supervision task
- Monitoring visits to village committees continue during new project phases.

3. Priority: preventive measures (health, violence) are applied independently

- 11 Agricultural experts were identified by the community and trained by Welthungerhilfe
- 10 Demonstration gardens were established to exercise and discuss possible drawbacks
- 10 HIV/AIDS workshops were organized in each villages cluster (groupement), condoms and awareness leaflets were developed and distributed to the target groups during the implementation of each component.
- Welthungerhilfe refers since 5 years women victims of sexual violence to a local NGO FEPSI, who provides medical care and counselling.

4. Priority: organizational capacity of the communities can be taken up locally

- Building self-help potential for independent decision-making in the communities was stimulated through the installation and collaboration with the village identification committees.
- Continued project activity in the target area allowed linking these committees to the other self-organization structures of the villages (like mediation committee, development committee).
- Provision of seeds was linked with trainings (demonstration gardens) to mobilize the target groups (IDPs and vulnerable)

7 Most important recommendations

7.1 Sector specific recommendation

Recommendation 1: Security-monitoring with Do no harm analysis:

A regular do-no-harm analysis during monitoring could help to overview the power-shift and the changing risk perceptions and fear of the population to understand the conditions for a solid cooperation between NGO – population - displaced persons (IDPs). Specific attention should be given to the land issues and regular discussions with village committees on the “code foncier”,

7.2. Recommendations to Welthungerhilfe

Recommendation 2:

Economic inputs: In order to prevent harassment of the target group by the different armed groups it is important to concentrate the CFW on secured roads. Even when WHH was able to shift the activities from one road section to another after rebel movements were announced, the staff and population were bound to undergoing risks at CFW payday of carrying unusual much money with them. A cash-transfer system (on vouchers, phones and account) would be indicated in this type of work.

Recommendations to the project:

Recommendation 3:

Increase the profit and negotiation power of the producers:

With collaboration among the NGOs in the agricultural sector (VECO, SYDIP, Solidarité, others) it could be easier to provide information, training and structures to achieve better prices at the selling point. It would be important to look for a transfer of information (radio-emission for the producer) about the prices in town and the optimizing of the market-price.

Recommendation 4:

Radio emissions on marketing the products in the villages:

Enlarge the scope of the radio emissions already done for HIV/AIDS and gender in CFW: additional emissions for the negotiation of fair prices on the local market, ways of organising common transport to the town for better prices in the agglomerations, simple storage technics (in secure regions).

Recommendation 5: (linked to a lesson learnt – mediation committees)

Reduce mistrust among villages of some individuals taking advantage of CFW rotations:

The procedures of CFW and the target-groups were quite well defined by WHH staff. Regular meetings and listening to the beginning quarrels among the CIV and the villagers, the autochthones and the returnees need more attention by the monitoring team of WHH Butembo. Additional to the meetings, mediation committees could be created and trained as a rule.

Recommendation 6:

Follow-up of traumatised women (victims of sexual violence) to prevent familial and community crisis⁵:

Those women were already target groups of special programs (psycho-social and medical) and received seeds and NFI by Welthungerhilfe, but remain marginalised in their community. The need for joint follow-up with FEPSI psycho-social staff could help to assure that women not only receive food and non-food items, but also are part of the do-no-harm-analysis during monitoring phases with the community committees (training of mediation committee and WHH staff).

Recommendation 7:

Phase-out to consolidate the villagers switching between “emergency mode” and “production mode” for their benefit:

⁵ It was reported that some women „behave highly provocative” against themselves and others, creating sanctions against families and conflicts in community life (FEPSI staff was aware about high number of re-traumatized women)

The autochthone population try in some localities to manipulate the registration lists to be part of the target group perceiving the “IDP-focus” as unjust favouritism. This focus has not yet affected the general solidarity mechanisms in villages to host the IDPs, but is harming the relation with the NGOs.

8 General conclusions and “lessons learnt”

8.1 Lessons learnt

Lesson learnt 1

Minors employed on behalf of vulnerable persons: After community meetings all committees responsible for the recruitment monitored strictly those among the vulnerable who were not able to work. Those were advised to find a replacement by an adult person, being officially recognized as working for them.

Lesson learnt 2:

The re-organisation of the composition of the CIV for neutral targeting was stipulated by the experience of bribe in some communities: Even the composition of CIVs with representatives of different social groups was not assuring justice in listing the beneficiaries. It was in some communities payable. The CIVs were assisted by new-comers (students) who didn't know the community. With their presence the list was set up with the CIV in front of the community and the target group (vulnerable of the village) to assure a maximum of transparency.

General conclusion for Welthungerhilfe

Evaluation finding: experience of positive stigmatisation of women-headed households caused the reflex among the non-beneficiaries: pretending vulnerability (victim of sexual violence, female-headed household), which allows married and stable women to enter the target-group. *Discussion with FGD in Lusogha informal camp (July 27):* there has been a mixture of 155 late displaced persons and villagers trying to defend their case of special vulnerability as IDPs and at the same time being part of the village development groups.

8.2 Positive examples from the project (good practice)

Good practice:

Welthungerhilfe Butembo applied a good gender just approach to assure high female participation through favourable surrounding for mothers with small children. It allowed them to rest and feed their toddlers during regular time-outs, while child-care is assured in turns by mothers staying there under the shelter and at secure distance from dangers of the road