

THE INTEGRATED PROGRAM OF CELPA, Democratic Republic of Congo

Evaluation of the program components:

- **Community Development,**
- **HIV/AIDS,**
- **Promotion of Women Issues,**
- **Peace and Reconciliation,**
- **Organizational Development**



Final Report

Anne Mossige, Team Leader, Scanteam, Oslo

Pauline Bossuki, consultant, Kinshasa

ACRONYMS AND ABBREVIATIONS

AIDS	Acquired Immune Deficiency Syndrome
BDC	CELPA's national coordination unit for community development (<i>Bureau de Développement Communautaire</i>)
BN	Bistandsnemnda (Norwegian Mission in Development, Missions Norvégiennes de Développement)
CAMPS	Centre d'Assistance Médical et Pyscho-Social (Psychosocial and medical treatment of victims of violence)
CD	Community Development
CEPAF	Centre de Promotion des Activités Féminines
CELPA	Communauté des Eglises Libres de Pentecôte en Afrique (Pentecostal Church in Africa, based in DRC)
DRC	Democratic Republic of Congo
HIV	Human Immunodeficiency Virus
IPC	Integrated Programme of CELPA (Programme Intégré de la CELPA)
M/E	Monitoring and Evaluation
MFA	(Norwegian) Ministry of Foreign Affairs
NGO	Non-Governmental Organization
NORAD	Norwegian Development Cooperation
PYM - Aid	The Pentecostal Foreign Mission of Norway (De Norske Pinsemenigheters Ytre Misjon)
SAF	Services des Activités Féminines (Department for women activities)
TOR	Terms of Reference

TABLE OF CONTENTS

I. INTRODUCTION

- 1. Background and Structure of the Report..... 1
- 2. Evaluation's TOR and Methodology 2
- 3. Brief description of CELPA and its integrated program..... 3

II. FINDINGS

- 4. CELPA's health and education components and central administration – main findings from 2007 5
- 5. Community development 7
- 6. HIV/AIDS 11
- 7. Promotion of women (SAF and cepaf) 14
- 8. Peace and reconciliation..... 17
- 9. Organisational development..... 19
- 10. Organizational aspects, monitoring and evaluation, and collaboration 20

III. CONCLUSIONS AND RECOMMENDATIONS

- 11. Conclusions 22
- 12. Recommendations 24

SUMMARY

The Integrated Program of CELPA is implemented by the *Communauté des Eglises Libres de Pentecôte en Afrique* (CELPA) which is the Pentecostal Church in Africa based in the Democratic Republic of Congo (DRC). The program is under CELPA's church administration. *The Pentecostal Foreign Mission of Norway* is CELPA's and the program's main partner and financial contributor.

The program is a framework agreement project financed by *The Norwegian Development Cooperation* (NORAD) via *The Norwegian Mission in Development* (BN). CELPA's ongoing five year program is for the 2007-2011 period. The annual budget for 2008, approved by NORAD and BN is US\$ 1,127 millions (NOK 7,1 millions).

The main purpose of this evaluation was to assess CELPA's competencies and capacities to implement development activities in the current scale and to assess sustainability related to its administrative, professional and financial capacities. The evaluation focused on the following components of the IPC program: community development, HIV/AIDS, promotion of women issues, peace and reconciliation and organizational development.

The field evaluation was carried out in the province of Sud-Kivu from March 29 to April 13, 2007.

MAIN FINDINGS

Currently CELPA and its integrated program are at a cross road. During the last 15 years CELPA has experienced an important growth in the number of individual members and member churches. During the same period, the IPC has experienced a significant growth in its portfolio. While the health and education activities are CELPA's flagship components, the other NORAD-financed components can often be perceived as minor or negligible components that get less attention, from both CELPA and PYM, are allocated less resources and have often negligible development impact.

The education component is CELPA's largest with an allocation of 36 percent (USD 410,000) of the integrated program's 2007 budget. CELPA's health component is number two with 21 percent of total budget. In terms of regional allocations, Sud-Kivu was the great winner for both components. The 2007 evaluation found that the health and education activities were very relevant and responded to some of the most important needs of CELPA's members, affiliates and the general public, in particular those of children and women. Moreover, the quality of CELPA's health services and the results of CELPA's education activities are recognized as good and of high quality. In addition, the church is able to mobilize its members and other community members around the construction or rehabilitation of school and health infrastructure; which again strengthens the communities' ownership to their schools and health facilities.

On the other hand, the components that have been reviewed during this current evaluation are more add-on components with relatively small budgets ranging from about 2 percent of total budget of IPC (USD 23,000 for peace and reconciliation) to about 15 percent (USD 170,000

for women promotion). Also for these components, Sud-Kivu receives the lion's share in terms of the regional allocation.

Although most of the reviewed activities are relevant in the post-conflict context of DRC, the activities are often scattered and with very limited impact. Apart from the HIV/AIDS sub-component that has revised its strategy (on PYM's request) and is now decentralizing its activities to locally elected HIV/AIDS antennas; the other components have yet to make coherent strategies for their interventions. This includes both to identify how to target the most marginal and vulnerable community members and how to identify and select geographically limited intervention areas, instead of being spread out which requires enormous transportation budgets. The peace and reconciliation component has - after 18 months - not yet elaborated a comprehensive strategy for its activities.

The education and health components do relatively well with a limited number of staff who are all qualified. Often the other reviewed components have too many staff compared to their activity level, such as the community development and the women promotion components. Moreover, many staff do not have the required profile for their work and positions such as staff in the women promotion and in the peace and reconciliation offices.

Supervision, collaboration and coordination are challenges for all components. The health and education components try to do the most out of relatively small supervision budgets. Some of the other components have not yet made plans for how to use their small budgets for supervision in a cost-effective way.

At present the various coordination offices for the different components are strongly involved in implementing activities in the Sud-Kivu region. In the future, it should not be the coordination offices that assure project execution in Sud-Kivu. Instead the new regional office for Sud-Kivu should be responsible for implementing the activities in its region. This transfer of project implementation to the Sud-Kivu office should also imply staff changes for both this office and the different coordination offices.

Organizational development is crucial for CELPA, its administration and its integrated program. This was also confirmed by the CELPA's staff and managers during the one-day workshop in Bukavu. However, this should not be perceived as an autonomous component, but rather being an integral part of the activities related to staff and organizational strengthening under the principle coordinator's office.

The findings in chapters 5-8 demonstrate that the reviewed components are not viable without considerable strengthening in terms of financial and/or human resources, including significant changes of staff or significant capacity building of existing staff. Currently their activities are too scattered, have minimal impact and often the staff do not have the required profile and/or adequate field experience. CELPA does not have many possibilities to strengthen its integrated program's smaller components with additional budgets, at least not in the near future. There are very few – if any - possibilities to increase the portfolio and the budgets of the different components with additional resources from PYM or NORAD, as their total annual donations will not change significantly for the next years. So far, CELPA's other donors have generally provided more short term financial assistance.

MAIN RECOMMENDATIONS

1. Strengthen CELPA's organizational development activities:

Given the crucial role of organizational development in strengthening the administration and the staff of the integrated program, all the activities related to organizational development should still be an integral part of the program but not necessarily an autonomous component. Activities related to organizational development should be managed by the principle coordinator or the new technical coordination unit (under the principle coordinator) which was an important recommendation of the 2007 evaluation.

Recommendations: *CELPA should urgently launch and complete several of the planned organizational development activities that have not yet materialized, including:*

- The elaboration and adoption of an Administrative and Financial Procedures Manual,
- The formalization of CELPA's relationship with its program staff, by establishing and signing work contracts (status du personnel),
- The creation of a Technical coordination support unit located under the office of the principal coordinator
- The training of staff of the central administration and the four regional offices in financial management and other management issues

In addition, CELPA should make sure that:

- The principle coordinators of CELPA's evangelisation and development departments become full members of the Steering Committee, but without voting right
- Provide training to all members of the Steering Committee to strengthen their capacities and know-how of CELPA's administration, its integrated program, including management and sectoral aspects and challenges, as well as their own roles and responsibilities as Steering Committee members

2. Ensure gender mainstreaming in CELPA and its integrated program:

Although there are more women than male members among CELPA's 275.000 members, there are almost no women in CELPA's decision making bodies – from the local parish level to the Community Conference level. Besides the women promotion component (SAF and CEPAF), there are still very few women staff in the integrated program. Moreover, in many of the IPC's components, there is an urgent need to ensure that women and girls are participants and beneficiaries at the same level as men and boys.

Recommendation: *CELPA should urgently elaborate and adopt a comprehensive Gender Strategy to:*

- a. assure that women and girls are beneficiaries at the same level as men and boys in all of the ICP's activities
- b. promote women in leadership positions, as professional staff within CELPA's administration and in CELPA's many health and education facilities
- c. build and promote female leadership within the church decision making bodies at all levels (from the local parish level to the Community Conference level)
- d. the strategy should also investigate the need for one senior position at e.g. the principle coordinator's office to ensure that each component of the IPC as well as

CELPA as a church organization actively and professionally mainstream gender in all its activities and in all of CELPA's decision making bodies.

During the work related to the gender strategy CELPA should also look into possibilities for developing a new component that would support rural women's saving and credit groups. This is an activity that PYM is supporting in its integrated program in Kenya.

PYM should assist CELPA in the elaboration of the Strategy and should closely and regularly monitor CELPA's performance in reaching its annual gender objectives

3. Make sure that CELPA's development activities target the poor and vulnerable

This evaluation found that the reviewed components have not reflected sufficiently on how to target the most needy communities, organizations and community and /or group members. Generally the components do not use any specific criteria, including poverty or vulnerability criteria, to select between potential individual participants (in CELPA's development activities, training seminars etc.) and potential participating and beneficiary communities.

Recommendation: For each component, *CELPA should make a coherent strategy and approach for how to target the most poor and marginal communities and the poor and marginal community members (girls, boys, women and men) in their different activities.*

CELPA's should make sure that its efforts in mobilising more local income should not involve developmental or diaconal activities that would prevent poor and vulnerable community members from participating and benefiting.

4. The future components of CELPA's integrated program

The findings in chapters 4 to 9 demonstrate that CELPA has now come to a cross road where it has to make some priorities with regard to the future of many of its NORAD financed components. Following are two different scenarios (that have been made on the basis of the findings of both the 2007 evaluation and this current review) that CELPA should consider in collaboration of its main donor PYM:

1. Scenario: Health And Education Focus

CELPA's integrated program should *only focus on and implement what it is best at, namely to manage and execute health and education activities in its four regions of intervention.* This scenario would imply different aspects, including:

- a. *CELPA will phase out all the other NORAD financed components (community development, peace and reconciliation, women promotion and HIV/AIDS) – by end 2008*
- b. The phasing out of different components would provide additional financial resources for the health and education components which could be translated into e.g.
 - i. increased appropriate budgets for supervision and coordination, and/or
 - ii. increased budgets for the other regions than Sud-Kivu in terms of schools and health facilities, and /or
 - iii. increased funds for the growing maintenance needs of its schools and health facilities, and/or

- iv. increased funds for the strengthening of the capacities of CELPA's health and education personnel

2. Scenario: Health and Education Focus plus strengthening of the HIV/AIDS component and strengthening and reorganizing/revamping the Community Development Component

CELPA's integrated program should continue with its health and education focus but should also strengthen its activities related to HIV/AIDS and community development.

Similar to scenario 1, all the other components, except the organizational development activities (see the first recommendation above), should be phased out by end 2008.

Concerning the HIV/AIDS sub-component, CELPA should consider having an autonomous HIV/AIDS component in the future in order to ensure a multi-sector approach and a better integration of the HIV/AIDS aspects into also the education, health and community development components. CELPA should also look into the possibilities to have a partnership with e.g. the Salvation Army - in particular with the aim of learning new approaches and methodologies - , and the possibilities to find new donors to finance more HIV/AIDS activities.

Concerning the community development component, CELPA should reorganize the component. This would also imply important changes of staff so that more staff have the required experiences in both community mobilization and how to support and build the capacities of poor rural organizations, including rural women's groups.

It is strongly recommended that CELPA closes the current coordination office for its community development component, the BDC office, by end 2008; and that CELPA develops a new and more professional component by the beginning of 2010.

CELPA should also look for possibilities for how to mobilize more funds for community development activities, e.g. by trying to mobilize funds from NORAD that targets ethnic minorities and natural resources management activities, such as activities related to the protection of rain forest.

I. INTRODUCTION

1. BACKGROUND AND STRUCTURE OF THE REPORT

The Integrated Program of CELPA (IPC) is implemented by the *Communauté des Eglises Libres de Pentecôte en Afrique* (CELPA) which is the Pentecostal Church in Africa based in the Democratic Republic of Congo (DRC). The program is under CELPA's church administration. *The Pentecostal Foreign Mission of Norway* (PYM - Aid) is CELPA's and the program's main partner and financial contributor. The IPC is a framework agreement project financed by *The Norwegian Development Cooperation* (NORAD) via *The Norwegian Mission in Development* (BN). CELPA's ongoing five year program is for the 2007-2011 period. The annual budget for 2008, approved by NORAD and BN is US\$ 1,127 millions (NOK 7,1 millions).

CELPA's integrated program was initiated in 1992 as an organizational development project targeting the central administration of CELPA in Bukavu, the provincial capital of Sud-Kivu in Eastern DRC. From 1993 to date, the program has integrated different development activities. Currently the IPC program activities funded by NORAD include activities in the following thematic areas:

- Education,
- Health,
- Community development,
- Activities targeting women,
- Promotion of peace and reconciliation, and
- Organizational development.

The Norwegian Ministry of Foreign Affairs (MFA) and other partners (e.g. UN agencies) support other activities such as humanitarian assistance, reintegration of child ex-combatants and psychosocial assistance to violated women and victims of psychosocial war traumas.

Most of the program activities are concentrated in the province of Sud-Kivu. There are some activities in the provinces of Nord-Kivu, Maniema, Province Orientale and Kinshasa.

The main purpose of this evaluation is to assess CELPAs' competencies and capacities to implement development activities in the current scale and to assess sustainability related to its administrative, professional and financial capacities. This evaluation focuses on the following components of the IPC program: community development, HIV/AIDS, promotion of women issues, peace and reconciliation and organizational development. The field evaluation was carried out in the province of Sud-Kivu from March 29 to April 13, 2007.

Last year, in 2007, PYM commissioned an evaluation of CELPA's central project administration and CELPA's health and education components which are the most important thematic areas, both in terms of number of activities and funding. The summary of the findings of the 2007 evaluation report is in chapter 4.

This document is divided into three parts. This first part includes the evaluation's TORs and methodology and a brief description of CELPA and its integrated program in chapter 2 and 3,

respectively. The second part comprises the evaluation's findings, including a summary of the main findings of the 2007 evaluation (chapter 4); the findings related to the reviewed components (community development, HIV/AIDS, women promotion, peace and reconciliation and organizational development (in chapters 5 to 9); and finally findings related to some organizational aspects, including monitoring and evaluation and the collaboration with other components and actors (chapter 10). The final part, in chapters 11 and 12, provides the evaluation's conclusion and recommendations. A brief description of the country context is provided in Annex 2.

2. EVALUATION'S TOR AND METHODOLOGY

The evaluation's main purpose was to assess CELPAs' competencies and capacities to implement development activities in the current scale and to assess sustainability related to its administrative, professional and financial capacities. The evaluation's terms of reference (TOR) is in Annex 1.

The evaluation focused on the following five program components:

- Community development
- HIV/AIDS
- Promotion of women issues (SAF/CEPAF)
- Promotion of peace and reconciliation, and
- Organizational development

For each of the five components mentioned above, the evaluation should assess:

- (i) **Results/achievements:** The specific activities for each component and their results/achievements;
- (ii) **Relevance** of components, including whether activities are in accordance with national and local development plans and with the development priorities of the Norwegian Development Cooperation; and relevance of approach and working methodology,
- (iii) **Resource use**, including proportion of salary and other administrative expenses versus investments/activity level,
- (iv) **Competencies and capacities** of staff,
- (v) **Monitoring and evaluation (M/E)** aspects and decision making lines and the participation of CELPA's Steering Committee (its work and its participation in the management of the activities/components), and whether adjustments are being made,
- (vi) **Cooperation** with other program components (both those financed by NORAD and those financed by the Norwegian Ministry of Foreign Affairs) and other NGOs, the UN system and the local authorities,
- (vii) **Sustainability** aspects related to the components' administrative, professional and financial capacities

The evaluation should also assess **the relationship between the NORAD financed components and the emergency relief components** financed by the Norwegian MFA, including medical and psycho-social assistance to women victims of sexual violence, re-integration of children and youth associated with war, and humanitarian assistance.

The evaluation team comprised one Norwegian and one Congolese consultant. The evaluation methodology consisted of a review of relevant literature and a field evaluation in the province

of Sud-Kivu, the latter was carried out between March 29 and April 13, 2008 including a one day workshop with CELPA's staff, church leaders and members of the Steering Committee. The planned visit to Kindu in the Maniema province was unfortunately not feasible during the field work period due to very few and irregular flights between Maniema and the two Kivu provinces.

During the field evaluation the team met with different stakeholders, including;

- CELPA's church leaders, members of CELPA's Steering Committee and PYM's representative in Bukavu;
- Management and technical staff of PIC, including the coordinators of the different program components;
- CELPA's regional coordinator for South Kivu,
- Local community members, women and men, in villages where CELPA has activities related to the reviewed program components.
- Representatives of the national agricultural and rural development services at provincial level; and the regional representative of the National AIDS Program
- Local NGOs

Towards the end of the field work, the evaluation team organized and facilitated a one-day workshop where CELPA's church leaders, several members of the Steering Committee and CELPA's staff including management, project coordinators, other administrative and technical staff and representatives from PYM participated. During the workshop, the participants jointly verified the evaluation team's main (preliminary) hypotheses and, subsequently discussed in work groups CELPA's way forward for each specific hypothesis.

The evaluation's preliminary findings, hypotheses and the results from the mentioned workshop were presented and discussed with relevant staff of PYM in Oslo on May 28, 2008.

3. BRIEF DESCRIPTION OF CELPA AND ITS INTEGRATED PROGRAM

History: CELPA was created in the early 1920s in Sud-Kivu by missionaries from the Norwegian Pentecostal Mission. Its involvement in diaconal and development activities started when the church during its early years established a hospital in Kaziba, Sud-Kivu. Subsequently CELPA started supporting health and education facilities in many parts of Sud-Kivu. Its activities have, during more than a decade, spread to Nord-Kivu, Province Orientale, Maniema and Kinshasa. To date, the bulk of the program activities are concentrated in the province of Sud-Kivu. CELPA's support to the other provinces is scattered but increasing.

Membership: In 2007, CELPA's membership was around 275 000 members and 640 parishes throughout the country. It is estimated that about two thirds of CELPA's members are women and girls. According to CELPA, the church reaches an additional 250 000 people who attend its church services or are involved or benefit from its diaconal and development activities. It is believed that the majority of its affiliates come from the country's lowest socio-economic categories.

The Integrated Program of CELPA (IPC) was initiated in 1992. In the beginning it was a NORAD-funded organizational development project targeting CELPA's central administration in Bukavu. From 1993 to date, the program has included different development activities. During the last 15 years, CELPA's development wing has grown rapidly, in particular in the two most important sectors: health and education. E.g. the number of CELPA run schools increased from 152 schools in 1992 to a total of 442 primary and secondary schools in 2007 with more than 106.000 students. In the health sector, the number of CELPA-run health facilities increased from 24 in 1992 to a total of 102 in 2007.

The NORAD funded activities of CELPA's integrated program include activities in the education and health sectors, community development, activities targeting women, promotion of peace and reconciliation, and organizational development. **The Norwegian Ministry of Foreign Affairs** supports the program's activities related to humanitarian assistance, including reintegration of child ex-combatants and psychosocial assistance to violated women and victims of psychosocial war traumas. Other partners' support has mostly been on a more short or medium term basis (e.g. the German NGO Maltheser, UNICEF, Save the Children, Norwegian Church Aid, Tear Fund (UK) and ACTED, a French NGO. Some health and education activities are funded by Norwegian individuals and schools.

CELPA's organizational structure has two separate but complementary branches: the spiritual and evangelical wing and the diaconal and development wing. CELPA's member churches are those who follow CELPA's faith based doctrine, have a legal status and abide to various obligations such as to pay for their pastor and have an internal organizational structure, a house in lasting material robust and 200 to 300 registered members. The member churches are reassembled into Districts, Sub-regions and Ecclesiastical Regions. The highest level is the Community Conference (*Conférence Communautaire*) which comprises 100 delegates from the churches, districts, sub-regions and regions. Since 2004 the Conference meets once every second year. CELPA's internal rules and regulations define the composition and the duties of the all the different organizational levels. CELPA six ecclesiastical regions comprise the regions of east Sud-Kivu; west Sud-Kivu; Itombwe part of Sud Kivu; Central Congo, including Maniema, Kasai Oriental and Kasai Occidental and Maniema; North Congo, including Province Orientale and Equateur; and West Congo comprising Kinshasa, Bas-Congo and Bandundu. Recently, CELPA has extended its geographical outreach to Kenya, Ethiopia, Niger and Madagascar. CELPA recently merged its three ecclesiastic regions in Sud-Kivu into one for diaconal and development activities purposes.

CELPA's central administration: CELPA's Steering Committee (*Conseil D'Administration*) has a Permanent Office (Bureau Permanent). Currently the Permanent Office has two members, the Legal Representative (*Représentant Légal*) and his assistant (*Représentant Légal Adjoint*) who are both pastors and are nominated by the Community Conference. They are in direct contact with the managers of CELPA's two main departments, the evangelical and the diaconal and development departments.

The diaconal and development department is under the responsibility of the Principle Coordinator. The department has three small administrative units (finance unit; Human resource and public relations; and Secretariat and Logistics) and a total of eight technical units (called coordination units) that comprise education, health, peace and democracy, community development, reintegration, centre for the promotion of women, women support, and CAMPs.

II. FINDINGS

4. CELPA'S HEALTH AND EDUCATION COMPONENTS AND CENTRAL ADMINISTRATION – MAIN FINDINGS FROM 2007

Before presenting the findings of the reviewed components of CIP it is important to take into consideration the main results of the 2007 evaluation that evaluated CELPA's central administration and its integrated program's two flagship components: health and education. The education component is CELPA's largest component. In 2007, its budgetary allocation was almost USD 410,000 or 36 percent of the total budget of USD 1,127 million. CELPA's health component is the second most important activity and was allocated USD 238,000 or 21 percent of total budget in 2007. Following are the main findings of the 2007 evaluation:

Relevance: The 2007 evaluation found that CELPA's health and education activities are very relevant and are in accordance with some of the most important needs of CELPA members, affiliates and the general public, in particular the needs of children and women. The quality of CELPA's health services are known to be good and the results of CELPA's activities in the education sector are recognized as some of the best nation-wide.

The education component addresses the important need to construct and to rehabilitate school infrastructure which in many areas where CELPA operates has been destroyed or looted. Most of CELPA's school infrastructure is well planned and developed and in durable materials. The teacher training program addresses the critical need to strengthen the teachers' pedagogical capacities. However, CELPA gives priority to secondary education in urban areas where children generally have more education opportunities than boys and girls living in rural areas. CELPA's strategy to improve girls' net enrollment is important but focuses on primary education and not the secondary schools where the drop-out rate of girls is extremely high.

The health component: CELPA's efforts in constructing and rehabilitating health infrastructure are very relevant. Health facilities in CELPA's areas have often been destroyed and frequently looted, and have been poorly maintained over a long period. CELPA's current investments and other activities prioritize secondary health care.

CELPA's organizational structure with two separate but complementary branches: the spiritual and evangelical wing and the diaconal and development wing, is very relevant for a church organization. It responds to both the spiritual needs of many people as well as the general population's, including CELPA members, affiliates and the general public in the areas covered by CELPA, need for social services.

CELPA's outreach and mobilization capacities: CELPA's decentralized structure and its current 640 recognized community based parishes (2007), has a significant outreach capacity for CELPA's many development activities. The church has a significant network which reaches far into remote rural areas and small townships. CELPA has also an ability to mobilize people. People often trust CELPA both as a vital church organization and as a committed development organization.

CELPA's capacity to organize its members (275.000 in 2007) and other members of a community around the execution of social infrastructure projects such as schools and health facilities is praise-worthy. CELPA has adopted the commendable and cost-effective approach which focuses on community initiative and an important local contribution which is often higher than CELPA's support. Generally, the local communities take the initiative for the construction or rehabilitation of school and health infrastructure, they produce the construction materials and provide the necessary labor. CELPA's assistance is a very modest standard "package" of materials. CELPA's success in community mobilization in the education and the health sectors can be used as an important marketing tool vis-à-vis potential partners and donors.

CELPA's gender challenge: Although many of CELPA's more than 275.000 members are women, there are almost no women in CELPA's decision making bodies - from the local parish level to the Community Conference level. There is an urgent need for CELPA, with the support of PYM: (i) to build and promote female leadership within the church decision-making bodies at all levels; (ii) to promote women in leadership positions and as professional staff within CELPA's administration and in CELPA's many health and education facilities; and (iii) to ensure that women and girls are beneficiaries at the same level as men and boys in all of the ICP's activities.

Sustainability challenges: CELPA and its integrated program have during the last 15 years experienced an important growth. Its individual members and member churches have increased considerably. The activity level of the integrated program is also impressive. Since its launching in 1992, the number of CELPA run schools has increased from 152 to 442 and the number of health facilities from an initial 23 to 102 health centres today. After the collapse of the public services in health and education, CELPA has been an important development actor in the provision of these services.

CELPA has ambitious plans to build and rehabilitate an important number of new schools and health facilities in its new five year program. This is reasonable as people's needs for school and health care are urgent. However, CELPA's activity level has reached a point where it is important to take into account aspects related to the consolidation and the sustainability of both CELPA as an organization and its activities and results in the health and education sectors. Aspects CELPA should consider in its health and education sectors include: the important and growing maintenance needs of its many schools and health facilities and the need to strengthen the capacities of CELPA's education and health personnel, including the supervision resources of these two components.

Challenges related to CELPA's administration: Concerning the viability of CELPA's administration, CELPA has for long been very dependent on Norwegian donors, in particular PYM, NORAD and MFA. The church should try to increase its long term financial viability by exploring more of its own income sources and by establishing more long term partnerships with several other donors in the future. There is also great room to strengthen CELPA's administrative and financial procedures and to formalize its relationship with staff. With the aim of making the administration more lenient and some program activities more efficient and cost effective, CELPA should in the near future also reconsider the staff, program and activities of some of its program components.

5. COMMUNITY DEVELOPMENT

Budgetary allocation and regional distribution: In 2007, the total expenditures for CELPA's community development (CD) component were about USD 108,000. This constitutes approximately 10 percent of the total budget (of USD 1,127 million).

Concerning the budgetary allocation between CELPA's regions, Sud-Kivu received the lion's share with about 50 percent, Maniema USD 9,500 (including 2,250 for administrative costs). The allocation for Province Orientale was USD 6,250 USD and for Kinshasa USD 5500. These two last provinces did not receive any budgetary support for their administration costs related to their community development activities which were between USD 500 and 1000. Instead, these costs were financed through the mobilisation of local income (*recettes locales*).

Administration and investments: For Sud-Kivu, about 45 percent or 57,000 USD target administrative costs while the remaining 55 percent or only 63,000 dollars target the beneficiary associations. BDC has a total of five technical staff (one coordinator and four animators) and one driver. Given the few field visits and activities, there is too many staff compared to the actual portfolio. It is believed that the current activity level with few possibilities to visit the field and few possibilities for learning can - over time - be rather discouraging for the BDC staff.

Objectives, activities and achievements: The main objective of CELPA's community development activities is to improve the socio-economic conditions of rural women and men by strengthening and supporting local organizations/producer groups.

In 2007, CELPA's community development activities in Sud-Kivu focused on supporting rural producers and rural producers' organizations in:

- *Animal rearing:* The project provided a total of USD 6,000 to local farmers' organization for the purchase of 115 goats, 7 cows, 3 sheep, and 96 pigs. CELPA claims that so far 224 farmers have benefitted from this support.
- *Brick production:* Training in and production of bricks for house construction (houses in solid material), including the provision of 10 brick burners to local masons' associations. Reportedly seven associations with a total of 104 members benefitted.
- *Fish production.* Provision of a total of USD 3,000 to four local fishermen associations for the purchase of improved fishing equipment.
- *Improved crop production.* Production – by CELPA's own farm - and distribution of 10,000 metres of improved manioc cuttings and 15,000 strings of improved sweet potatoes to improve the production of these two crops and to make them more resistant to diseases.
- *Tree planting.* Planting of 400 trees to reduce the problems of increased soil erosion in hilly areas (Nyangezi) and planting of 155 fruit trees
- *Agricultural training.* CELPA's staff provided some agricultural advice related to e.g. improved cropping techniques, mixed farming, animal husbandry etc. to the local farmers' organizations. This was mainly done when staff visited the associations benefitting from community development activities.

It is important to note that the funds transferred to the associations for the purchase of animals, materials, etc., are supposed to be reimbursed within a year to CELPA's community development coordination unit (BDC¹) so that that new beneficiary organizations can benefit.

During the field visit, the evaluation team was unable to get information about the community development activities carried out in CELPA's other provinces. The annual report of BDC did not contain any information about the other provinces, although the BDC in Bukavu is the national coordination unit responsible for the overall coordination of the community development activities in CELPA's regional offices. Many of the other reviewed components do also not report on project achievements from the other provinces. This shortcoming is discussed in chapter 10 on monitoring and evaluation. However, it is believed that the community development related activities in the other provinces are relatively few given the very limited budget allocated for this purpose. E.g. in the 2007 budget, Maniema allocated only about 1000 dollars to the different activities mentioned above.

Relevance. Activities related to community development is very relevant to improve the living conditions of poor people, in particular in a post-conflict context in which most of CELPA's members and other community members in areas covered by CELPA live. Most rural women and men have important needs to improve their income through activities such as training and organizational development, credit and subsidies, etc., related to agro-processing and marketing, animal husbandry, horticulture and aquaculture.

The provincial bureau of the national agricultural services in Sud-Kivu confirmed the importance and relevance of supporting the poor and often very vulnerable rural population in Sud- Kivu with activities targeting community development. Successful activities can strengthen the rural economy and improve the living conditions of rural women and men who have suffered tremendously during many years with armed conflicts. Prior to the armed conflicts, the beneficiaries often carried out activities that CELPA now supports, such as animal rearing which traditionally has been an important sub-sector in Sud-Kivu. Because of the armed conflicts and poverty, many rural families had to sell their livestock or they lost the animals when they fled their homes and villages or the animals were stolen, often by armed forces. The provincial bureau for agriculture mentioned that the rearing of small ruminants is generally more profitable and less risky than cattle rearing. Moreover, the rearing of cattle requires a longer rotation period than rearing small ruminants. The bureau also questioned the rationale behind producing and distributing such a very small amount of improved manioc cuttings and sweet potatoes as that small quantity would benefit only a small number of households. According to the bureau, only about 100 households would benefit from CELPA's manioc production. The relevance of giving priority to tree planting in areas which are relatively forested such as in Nyangezi also appears to be questionable. When visiting Nyangezi, the community members' ownership to such an activity was not apparent.

The Norwegian Development Corporation has adopted a Plan of Action for "Agriculture to Fight Poverty ("Landbruk mot Fattigdom"). Its seven focus areas are the following:

- policies and reforms that focus on poverty oriented agricultural development
- food security
- promotion of women's rights and participation in agricultural development
- promotion of sustainable use of natural resources

¹ Bureau de Développement Communautaire

- strengthening of basic services and poor people's user and property rights to water and agricultural land
- promotion of agricultural education and research
- contribute to the development of agricultural businesses and markets

Approach and methodology. The CD component has an urgent need for developing a viable strategy for how to work in an optimal way with very limited funds. The visit to different CD sites in Sud-Kivu and the discussions with the CD coordination unit demonstrated there is a great room to improve the approach and work methodologies of CELPA's CD component. Currently the methodologies and approaches seem somewhat undeveloped and incomplete in terms of achieving the component's objective. As the project has not identified any specific intervention zones - at least not in Sud-Kivu, CELPA has ended up with supporting associations that are much dispersed geographically. The minimal impact of the different activities is partly a result of this. In addition, the minimal impact is also due to the very small budget allocated to CD activities (only 10 percent of IPC's total budget in 2007) and also due to BDC's lack of both strengthening the capacities of the beneficiary organizations and of building the ownership to the activities of all the group members.

The geographically dispersed associations and activities require significant funds to assure an adequate supervision, funds which BDC does not have. E.g. in 2007, BDC's budget for fuel was only USD 1200 while only one field trip along the 160 kilometre long Bukavu – Kabisa – Kakwende – Bukavu axis where several of the associations are located costs 160 dollars only in fuel or more than 10 percent of the fuel budget!

Targeting. In general, the local organizations prepare and send a request to the coordination unit in Bukavu. Sometimes the staff will receive requests for assistance during the field visits. However, such visits are rare. It appears that the project has not reflected sufficiently on how to target the most needy communities, organizations and community and /or group members. The project does not use any specific criteria, including poverty or vulnerability criteria, to select between many requests. Nevertheless, the coordination unit points out that the organizations selected need to already have experiences in the requested activity. BDC claims that the amount allocated to each group is based on the expressed need, the capacities of each organization, and the funds available. On the other hand, the visits to various organizations demonstrated that the project usually allocates the same amounts although the size and capacities of the beneficiary organizations can differ significantly. Often the amount allocated was significant although the organization was recently established and had minimal experiences, including in managing the requested activity.

Modalities concerning funds and benefits: The evaluation team noted that the written agreements between CELPA and the organization related to the activity lacked important information such as:

- a list of the organizations' members – and consequently potential beneficiaries
- modalities in terms of how to rotate the benefits – such as the offspring of the purchased animals - between the members to ensure that all members – and not only for example the members of the steering committee (such as the president, the treasurer etc.) benefit from the activity
- modalities for the reimbursement of the amount provided from CELPA. E.g. BDC has informed that the subsidy has to be reimbursed within one year, although some of the activities supported will need more than one year for one rotational period.

In fact, when discussing these modalities with the project staff it seems that the details concerning e.g. reimbursement and rotation of benefits had not yet been worked out by the project.

Community participation and mobilisation. Community meetings and discussions with the different organizations confirmed the impression that the project staff often only meet with a few of the organizations' members, such as their president, secretary general and treasurer. The information and messages provided by the project staff were often not transmitted to the other group members who often knew very little about the activities and their modalities. Consequently there is a significant risk that some members, often the elite in small community, will monopolize the development activity, and that the poorest and the members in most need will not benefit from the activity. Given that the funds allocated are supposed to be reimbursed, it is even more important to ensure that all members of the communities have a good and detailed knowledge and ownership to the activity.

Capacity building. So far, this project component has not supported any specific training activities that would build the capacities of the associations, such as functional literacy, book keeping, "how to" aspects related to the dynamics and challenges of an organization (e.g. how to: organize meetings, avoid and manage conflicts, sensitize all the group members, ensure the active participation of women members, etc.). Technical training related to each activity such as training concerning animal rearing seemed sporadic and rudimentary, and again often only benefitting a few members of an association. In general, the staff during their rare visits focused on general awareness related to agricultural practices.

Monitoring and evaluation. As already mentioned the follow-up and supervision of the various activities and associations are very limited, partly due to lack of funds. For example so far, several of the associations that have received funds have not yet been supervised by the project. The component also needs to develop and adopt a strategy to ensure a better supervision, even with limited funds. This can be done in several ways, including by:

- Establishing local, decentralized supervision committees - by using the newly established local HIV/AIDS committees as a model;
- Developing and adopting a work program that will ensure regular and quarterly supervision mission, and
- Collaborating with other program components that can assist in supervising while carrying out their own field visits etc.

As already mentioned, there is a lack of an overall coordination of the CD activities carried out by the different provincial offices. This is a general problem for most of the reviewed project components. The reason for this shortcoming is mostly explained by the coordination units' lack of a budget to carry out supervision missions to the other provinces. It was also reported that many provinces did not report as required and there were not any or adequate means for motivating the offices respecting the reporting requirements and/or sanctioning those that did not respect (mesures disciplinaires). It seems that none of the coordination units tried to use other means to coordinate the activities, such as by e-mail or telephone or by collaborating with other colleagues who travelled more to the other CELPA offices.

It is important to note that given the newly established office for the three ecclesiastic regions of Sud-Kivu, the various national coordination offices in Bukavu should be much less involved in project implementation in the Sud-Kivu region. The role of the coordination offices should be to – as the title indicates – to coordinate and to provide technical advice to

the different activities in the respective sector carried out by the various regional offices. Currently they are mainly involved in implementation of activities in the Sud-Kivu region.

There is a great room to improve the quality of the annual as well as other reports. They are often of poor quality. Besides the general lack of information from the other provinces, there are often not any explanations for activities planned and not carried out, revisions, etc. Etc.

Competencies and capacities of staff. The BDC staff appears to be qualified. Most of them, including the coordinator, have background in agricultural studies. Several have previous work experiences in the agricultural sector, but most of this has been very technical. They have limited experiences in organisational aspects, aspects related to community participation and mobilisation and also not much experience in using methodological approaches. Moreover, the staff have unfortunately not been able to acquire much experience from CELPA's own CD experiences since they have not been able to visit the field very often. Often projects dealing with community development provide training opportunities for their staff. In the case of BDC, only one staff participated in a training seminar last year which was conducted in Nigeria. It should be valid to ask why the program does not identify less expensive and like as relevant training opportunities in DRC or in neighbouring countries such as Burundi and Rwanda or in neighbouring Swahili speaking countries such as Kenya or Tanzania.

The review team noted that the BDC staff were very open when discussing the different issues and challenges above.

6. HIV/AIDS

Budgetary allocation and regional distribution: CELPA's HIV/AIDS activities are located under the IPC's health component. In 2007, the total expenditures for CELPA's HIV/AIDS sub-component were not more than USD 34,000. The regional budgetary distribution was as follows: USD 16,800 for Sud-Kivu, USD 6,230 for Maniema, USD 7,285 for Province Orientale, and a mere USD 3,685 for Kinshasa. The budgetary allocations include the administrative costs of USD 7,260 for Sud-Kivu and 1,110 for each of the three other regions.

Administration. The HIV/AIDS sub-component is staffed with one supervisor and one animator. In addition, the national coordinator for the health component will provide assistance. This few staff cover all of CELPA's four intervention regions. In 2007, the administrative costs totalled 32 percent of available budget, including USD 7,260 in administrative expenditures for Sud-Kivu and 1,110 each for the three other regions.

Objectives, activities and achievements: CELPA's HIV/AIDS activities were initiated in 2001. The component's main objectives are to contribute to the reduction of HIV/AIDS prevalence in CELPA's intervention areas and to provide social services to people living with HIV/AIDS.

PYM's rationale, for supporting CELPA's HIV/AIDS activities, was to provide seed money with the aim that CELPA would be able to mobilize other donor funds and subsequently carry out HIV/AIDS related activities at a much larger scale.

Since 2001, the sub-component's main activities and achievements comprise the following:

- (i) Training to community leaders, pastors etc. to help them sensitize the population and different target groups about the HIV/AIDS epidemic. In 2007 no such training activities were carried out. Previously the sub-component has trained e.g. pastors about HIV/AIDS awareness prevention.
- (ii) Awareness-raising related to HIV/AIDS prevention. The staff organized a total of 190 sessions related to awareness-raising. According to CELPA more than 24000 people participated in these sessions
- (iii) Voluntary AIDS testing – CELPA has financed – through its health centres - a total of almost 2000 AIDS tests.
- (iv) Provision of medical services and psycho-social counselling to persons affected by HIV/AIDS. So far CELPA has assisted only 12 persons.

CELPA, generally by its national health coordinator, also participates in the regional HIV/AIDS network in Sud-Kivu. The network comprises the most important development actors related to the fight against HIV/AIDS, such as CARITAS and MSF - Médecins sans Frontiers (Doctors without Borders).

So far CELPA has not been very successful in mobilizing funds from other donors and is consequently still relying on PYM funding. CELPA has prepared several requests to the regional office of DRC's national AIDS program in Bukavu but has not yet received any funding.

It seems that the sub-component collaborates well with other activities of the health component, but that there is little – if any – integration of HIV/AIDS awareness promotion in the work of the other program units such as the education unit and the women promotion unit.

Relevance: Adult HIV/AIDS prevalence is estimated at about four percent nationwide. The percentage is much higher in the East and Northeastern part of the country. It is estimated that about 1,1 million people live with the disease among which 60 percent are women. The economic disruption and isolation due to the war may have kept the epidemic from increasing at a faster rate in recent year. However, in some areas of the country the prevalence is increasing more rapidly due to the many large scale population movements (internal refugees), the collapse of the public health system, the presence of foreign troops from countries with high HIV-prevalence, and the sexual violence during the conflicts. In DRC, it is generally only NGOs that offer the limited number of activities targeting HIV/AIDS awareness prevention, AIDS testing and services to people affected by HIV/AIDS. The number of persons who do not have access to these activities, including HIV/AIDS awareness prevention, is very high. CELPA's HIV/AIDS efforts are very relevant in such a context. Moreover, efforts to combat HIV/AIDS have a very high priority in Norwegian Development Corporation. Focus on the prevention of and possible consequences of the epidemic must be integrated into all development corporation. Norway main priority areas related to HIV/AIDS, comprise:

- protection and assistance to orphans,
- prevention of mother to child infection,
- prevention of HIV/AIDS among young people
- activities that encourage men to become actively involved in the fight against HIV/AIDS and stress men's responsibilities
- fight against social exclusion and stigmatization related to HIV/AIDS and focus on the human rights of persons infected by HIV/AIDS
- development of less expensive and more easily available treatments, and

- support to coordination and harmonization efforts at national level, including well running national AIDS institutions.

Approach and methodology: Initially, the supervisor and animator carried out all the awareness promotion and training activities. Sometimes they were assisted by their colleagues in the health component. A self-evaluation - initiated by PYM and carried out by CELPA - demonstrated that the initial approach had minimal impact and for long there had been very few activities. Consequently in early 2008, CELPA changed to a more decentralized approach: The set-up and the support to local HIV/AIDS awareness promotion antennas in areas where CELPA has a medical centre and with high HIV/AIDS prevalence such as mining areas, urban areas and areas with a high presence of armed forces. Up to now, CELPA has established five antennas (Ninza, Kakwende, Mashungu, Kaziba and Shiburi). CELPA plans to set up four more antennas in the near future (Baraka, Fizi, Kitutu and Nyaka Tulungushu). All the antennas are in Sud-Kivu.

The antennas will mainly work on activities related to HIV/AIDS awareness and prevention, including the promotion of AIDS testing. They will target community members living in their areas including youth and, if relevant, members of the armed forces. Each antenna has 10- 11 volunteers from different socio-economic categories of the area, including church (often the pastor), school, hospital, youth, military, women leaders, local leaders, etc. The members are locally elected. Generally the antenna's leader is the local nurse or medical doctor of CELPA's health facility. The members receive training from CELPA's staff and each antenna receives a medical kit for voluntary AIDS testing. Currently, the five newly established antennas are elaborating a work program, including the identification of target groups for the different activities. CELPA plans to supervise regularly the activities at field level.

Competencies and capacities of staff: CELPA's staff involved in HIV/AIDS related activities have background in health studies and appear to be competent. Moreover, they collaborate well with their colleagues in the national coordination unit for health. They have also been able to carry out strategic work, such as elaborating this new decentralized approach when challenged by PYM. However, so far, they have not been able to mobilize funds from other donors.

Challenges: Although this decentralized approach is good; it requires adequate funds for activities such as training of the antenna members and adequate follow-up and supervision of each antenna and their work, including means to motivate the volunteers. The current small budget of CELPA for HIV/AIDS activities is inadequate to develop activities on a very large scale. With only the existing means, there are also no possibilities to assist persons affected by HIV/AIDS. Moreover, although many of CELPA's pastors participated in HIV/AIDS awareness promotion related training, this was more than five years ago and there is a great need for both a refresher course and for a new training session for new pastors. The challenge of church leaders discussing specific themes such as the use of condoms was raised with pastors and other volunteers. They generally stated that this challenge was normally solved in a pragmatic fashion as the pastor would ask another volunteer or community members to promote safe sex.

There is also need for a more multi-sectoral approach. However, this seems difficult with both the small available funds and the location of the HIV/AIDS awareness activities within the national coordination unit for health.

CELPA would also benefit from being supported by an international actor with more expertise in different HIV/AIDS awareness approaches and methodologies. The Salvation Army, which has developed several HIV/AIDS related methodologies in many different countries and for many different contexts and target groups, and who also receives important financial support for its HIV/AIDS activities from Norway, could be such a partner. In 2007, PYM planned to involve the Salvation Army's country office in Kinshasa in building CELPA's capacities in HIV/AIDS awareness promotion. Unfortunately this initiative did not materialize.

7. PROMOTION OF WOMEN (SAF AND CEPAF)

Budgetary allocation and regional distribution: In 2007, total expenditures for CELPA's women promoting activities were USD 170,700 or about 15 percent of IPC's total budget. The budget included 3,500 which were mobilized as local income (recettes locales) by CELPA.

The regional distribution was as follows: USD 81,000 or almost 50 percent of total budget went to Sud-Kivu (plus 2,000 in local income), USD 10,600 for Maniema (400 in local income), 22,600 for Province Orientale (plus 500 in local income) and 9,700 for Kinshasa (plus 600 in local income).

The total amount for administrative expenditures was USD 97,300 or almost 60 percent of total budget.

Objectives, activities and achievements: This component consists of two sub-components that until 2007 were independent components, namely: Services des Activités Féminines (SAF) and Centre de Promotion des Activités Féminines (CEPAF). Although the two components have merged, they continue with their previous activities and "business as usual". So far, the staff from the two sub-components have not had any meetings with the new coordinator to revise their strategy and to reorient the programs in order to create synergies and to avoid too many overlapping activities between the sub-components. However an Action Plan for the "new" component has been made which envisages very much the same activities but also activities targeting women victims of sexual violence. This last addition can however overlap with the activities of the CAMPS component (financed by the MFA).

Now SAF and CEPAF have many overlapping activities. The two components both aim to promote the role of local women and improve their living conditions mainly through:

- Skill training in income making activities such as gardening, dyeing (of cloth), cooking, sewing, brick and soap making, and fish farming. In 2007:
 - SAF organized training in cooking (new food recipes, nutrition, household economy etc) for 130 women in Bukavu, 37 women participated in training in flower decoration and 30 women participated in training in brick making and 150 women in the production of soya milk, perfume etc. and 50 women in sewing (in Bukavu, Kinshasa and Uvira) and women in several villages were trained in fish farming (Sud-Kivu)
 - CEPAF organized 6 skill training sessions for a total of 193 women, including training for 36 women in sewing, for 20 women in dyeing, 10 in pastry-

making, 50 in soap making, 15 women in livestock keeping, 30 in gardening, 25 in oil making and 7 in fish production (location is not mentioned)

- Support and or/provision of credit/loan for women groups organized around income making activities. In 2007:
 - CEPAF supported four women groups in income making activities (soap, pastry and oil making and sewing, all in Sud-Kivu).
- Literacy training. The number of women participating in literacy training is about 5500 (not only for 2007). According to SAF, about 30 percent of these women can read and write. SAF also supports refresher courses for trainers in literacy and in 2007, 103 trainers were trained by SAF.
- Organisation of seminars and forums for women leaders. In 2007:
 - CEPAF trained 62 women leaders in the management of micro-credit projects, household economy and how to improve life (*vivre et savoir vivre*). Moreover, 430 women were sensitized around self promotion (*l'auto promotion et l'auto prise en charge*)

Previously SAF supported informal schools targeting girls and young women who had not had previous access to primary school. By end 2007, this activity was transferred to CELPA's education component

Relevance: Activities supporting poor and vulnerable local Congolese women and providing them with training in literacy and in income making activities to improve their living conditions is very relevant in a post-conflict context where many women and girls have suffered for a long time. The Norwegian Development Cooperation's Action Plan for Poverty Reduction stresses that gender equality and the strengthening of women's socio-economic status and positions are important prerequisites to fight poverty and to protect human rights.

A national risk and vulnerability assessment for DRC was carried out by the World Bank in 2004. The study identified the following women in Congo as being the most vulnerable:

- Unmarried teenage mothers who are in charge of at least two children each. It was estimated in 2004 that about two percent of teenage girls become pregnant in DRC.
- Young widows who are in charge of several children younger than 18 years old. It is estimated that these women each supports on average eight children. A UNICEF study (MICS2) estimated that about widows represented about nine percent of the population in 2002 (this includes both old and young widows⁹).
- Divorced or separated women who are in charge of several children under 18 years old. On average they support five children each;
- Disabled women; and
- Women and girls affected by HIV/AIDS
- Deserted women and women being victims of sexual violence or women being sexual slaves

Approach, methodology and targeting: Given the relatively small budget, the high administrative expenditures of almost 60 percent, the end results is that the activities targeting women promotion appear to be relatively few and some of them have limited impact. As already mentioned, SAF's and CEPAF's activities are often overlapping. Most of the activities are concentrated in Sud-Kivu, in particular in the Bukavu area. Some activities are also carried out by the other regions. Most activities involve training of women in income making activities, most in urban areas. Only a few activities target rural women.

Some of the training activities, such as the flower decoration, sewing and cooking classes are popular and CELPA reported that many women are interested in participating. However, it appears that most women beneficiaries are more “well to do” women and not the poor and marginalized women that CELPA should target in its diaconal and development activities. Both SAF and CEPAP have yet to create a coherent strategy and approach for how to target the communities’ poor and marginal women in their training activities. Moreover, this component has not yet identified and adopted criteria for how to select women beneficiaries for the different activities. When discussing with SAF and CEPAP staff, there seemed to be a very limited awareness of the fact that most communities comprise different socio-economic categories. The staff’s attitude was more that “all women in Congo are poor and marginalized”, which is not correct, neither in DRC nor in any other country.

It is doubtful that the different training activities benefit many vulnerable and poor women. For instance, the women beneficiaries have to pay a fee of between five and ten 30 dollars per month to participate in a training activity. These fees would generally prevent poor women from participating. It is believed that CELPA’s efforts in mobilising more local income should not involve developmental or diaconal activities that would prevent poor women – or men – from participating and benefiting. In addition, neither SAF nor CEPAP had a visible strategy for how to inform communities and women about the upcoming training opportunities. There is more of a “first-come, first-served” approach whereby the first women who arrive at the training seminar – with the required training fee – can participate. This approach would also imply that it would often be more difficult for poor and marginalized women – compared to more well to do women - to have information about such training opportunities.

Another challenge appears to be the lack of carrying out some rapid economic assessments of the profitability of some of the income making activities. E.g. some of the women groups in rural areas in Sud-Kivu that the evaluation team met with had been supported with training, e.g. for dyeing of cloth. The participants had to pay the trainers for the different training sessions. They also had to pay for the materials. However, after the training sessions, the women were not able to sell their production of died clothes as their goods were too expensive compared to similar products that were available at the local market.

CEPAP sometimes provides loans to a women group for the purchase of materials etc. for an income making activity. This approach seems to have some of the same weaknesses as for the Community Development component. For instance, the modalities with regard to the loan, such as the reimbursement period, interest rate, etc, are not yet identified and the supervision, in particular to the rural women groups seems to be minimal. In addition, often the project staff had only contact with the group leaders and did not ensure that important information with regard to the CEPAP or SAF activity was distributed to all group members. One group we met with claimed that they had to pay interest for the loan from CEPAP that they had acquired. However, they claimed that CEPAP’s staff had only discussed the loan amount and the modalities for reimbursement with some of the group leaders who were absent during our meeting. The other group members claimed that they had not been informed about the different details. The different women groups that we met with in the Sud-Kivu region claimed that they had not been visited by SAF or CEPAP after the training session or after they had received a loan.

Literacy training is an important activity. However, it seems that CELPA’s involvement has very limited impact. Some communities benefiting from literacy training claimed that it was

difficult to continue after the initial sessions due to lack of training materials (books, pencils, etc) and training manuals. Even the trainers who had recently participated in refresher courses lacked such materials. The trainers also mentioned the lack of means to encourage and motivate those who participate in the training sessions. For many literacy training projects, the participants are asked to pay a minimal sum, often in kind in rural areas, to motivate and to encourage the trainers. Neither CEPAF nor SAF have considered testing such an approach. Furthermore, CELPA's supervision of the literacy activities in rural areas seems to be negligible. Even the supervision by the regional appointed supervisors for literacy training seems to be negligible.

Competencies and capacities of staff: Compared to the current low activity level, the component is too top heavy and has too many staff working at the national coordination unit in Bukavu. Today the component has a total of eight staff. This includes one coordinator, two responsible for the two sub-components, SAF and CEPAF, two secretaries and only two field agents /animators. It is important to note that the component currently also has two vehicles, one for each of the sub-component.

Almost 60 percent of the total budget is allocated for administrative expenditures and the purchase of vehicle (SAF) and office building (Kindu).

The coordination of the activities between SAF and CEPAF seems to be minimal and there exists even important conflicts between staff of the two sub-components. Furthermore, several of the staff does not have the academic profile nor the experience required for their positions and responsibilities.

It is important to note that the staff responsible for the CEPAF sub-component was absent during this evaluation. The staff left for Europe the same morning the evaluation started (on March 31). The team was only able to meet her for two hours during that morning. The pretext for her absence was her participation in a training seminar related to gender issues in Brussels. However, the seminar did not start before after the evaluation period (on April 14). None of the new SAF/CEPAF coordinator, neither the principle coordinator for development activities nor the legal representative had given the approval for the staff leaving the program and the country for one month. Such an approval or often called "ordre de mission" is a prerequisite for all employees in DRC. According to DRC's Work Code ("Code de Travail"), the lack of such a written permission can have serious legal repercussions for an employee and in particular if the employee does not acquire such an approval after having been absent for two weeks. During the entire evaluation period in Bukavu, from March 31 to April 12, none of the above mentioned managers had given any approval.

8. PEACE AND RECONCILIATION

Budgetary allocation and regional distribution: In 2007, the total expenditures for CELPA's peace and reconciliation activities were not more than USD 23,000 out of the total budget of USD 33,000 allocated for this component. All funds and activities focus only on the Sud-Kivu region where the challenges related to armed conflicts are most severe.

The administrative costs, including purchase of motor bike and office equipment constituted in 2007 about USD 13, 000 or more than 50 percent of the budget spent (USD 23,000).

Objectives, activities and achievements: CELPA's activities related to peace and democracy were initiated in 2006. At that time the activities were managed by the education component. It is only for the last 1.5 years (late 2006) that the activities were organized into an autonomous component and named peace and reconciliation. The component tries to promote peace and reconciliation in the Eastern part of DRC by educating and sensitizing citizens and certain target groups (such as the ethnic minority the pygmies) about democratic values, human rights and good governance. In 2007, several activities were planned such as seminars on peace and reconciliation, education in human rights, organization of human rights and good governance debates and broadcasting of other related sessions in radio and television, training and exchange of experiences in various regions of interventions etc. Actually in 2007, CELPA did the following under this component:

- Organized 12 radio programs related to peace and reconciliation
- Organized some sessions in Bukavu to create awareness on the benefits of peaceful co-existence, a democratic culture and human rights and good governance targeting women, youth and others
- Organized a seminar in an intervention area which is characterized by conflicts by pygmies and the Bantus. Both groups were invited for the seminar
- Participation in the national peace day (la Journée de la Paix) in Bukavu: sensitized, in collaboration with the UN's peacekeeping force, MONUC, and other development actors, the population around the need for and benefits of peace

Relevance: Activities related to the promotion of peace, reconciliation and good governance in areas, such as the Eastern Congo, who have suffered – and who are still suffering – from bad governance and extreme insecurity due to recurrent armed conflicts are relevant and - even indispensable. In general, bad governance and armed conflicts are also the principal causes of poverty and suffering DRC. It is believed that in many cases women, children, elderly and disabled persons are those who suffer the most. Activities supporting peace and human rights are also consistent with the Norwegian Development Cooperation who often supports different civil society actor's efforts on these issues.

Approach, methodology and targeting: Up to now the peace and reconciliation component has yet to develop a strategy concerning CELPA's priorities with regard to intervention areas, target groups, target messages, communication strategies etc. that would help CELPA achieving its objective of promoting the culture of peace and democracy and a peaceful coexistence. Currently the budget is limited, the activities are few and scattered and their impact is believed to be minimal.

We were informed that an assessment of conflicts and priority areas for CELPA was carried out in 2006. However, nobody (during the entire evaluation period in Bukavu) was able to find the report or could provide much information of the actual results of the assessment.

Competencies and capacities of staff: This small component has only two staff, one coordinator and one animator. The first coordinator had a legal background but was in early 2008 transferred to the newly established women promotion component to coordinate the SAF and CEPAP activities. The new coordinator for peace and reconciliation has a background in agricultural studies and has no previous experience in work related to peace and human rights issues. His colleague has been a pastor for many years.

9. ORGANISATIONAL DEVELOPMENT

Budgetary allocation, regional distribution and administrative expenditures: In 2007, the total budget for activities related to organizational development was about USD 133,000. In addition, CELAP mobilised USD 18,600 from local sources (*recettes locales*).

The main share, or about USD 76,000 is allocated to the office of the Principle Coordinator for Development and Diaconal activities in Sud-Kivu, which is administering the funds. Of these:

- about USD 15,000 is for IT and office equipment and internet antenna;
- USD 53, 500 is for salaries (including several of the staff of the office of the Principle Coordinator, including the accountant, the staff responsible for public relations and HR, and the principal coordinator) and transport and the organization of the different meetings of the various committees (general assembly etc.).
- Only USD 20,000 is used for training, studies and seminars.

The two provinces of Maniema and Province Orientale have each an allocation of USD 14,500 while Kinshasa has about USD 28,000. The regional difference is mainly because Kinshasa has included the purchase of a vehicle (12,500) in its budget and has higher transport costs. Each of the three regions had USD 8,500 targeted for training, seminars and studies.

Concerning the administration of the component, it is mainly the principle coordinator in Bukavu who is managing the different activities, partly as the planned technical coordination support unit located under the office of the principal coordinator has not yet been established (see below).

Objectives, activities and achievements: The objective of CELPA's organisational development activities is to make a CELPA a lean, efficient and effective organization by strengthening CELPA's administration and the administrative and technical capacities of its staff in terms of financial and administrative management studies and training, including seminars. Activities that were carried out in 2006 and 2007, included:

- Provision of office equipment, including computers
- Mobilisation of local income
- Elaboration of different financial management tools, including the elaboration and adoption of different kinds of forms for regular financial monitoring and registration,
- Refresher training for CELPA's cashiers
- Elaboration of a revised organizational structure – in draft form, that reflects the decentralisation aspects of CELPA and its integrated program
- The establishment of a regional office of CELPA in Sud-Kivu. CELPA's three ecclesiastic regions in Sud-Kivu has merged into one region of intervention (for development activities), the office has been set up in Bukavu and one regional coordinator has been recruited

However, several important **activities were planned but have not yet materialized**. They are as follows:

- The elaboration and adoption of an Administrative and Financial Procedures Manual, including the definition and adoption of the specific roles and responsibilities of the different management levels including the permanent office (Bureau Permanent)

- The formalization of CELPA's relationship with its program staff, by establishing and signing work contracts (status du personnel), in order to comply with RDC's Work
- The creation of a Technical coordination support unit (Service d'appui/unite d'appui aux Coordinations techniques) located under the office of the principal coordinator. The unit should be responsible for the provision of strategic and methodological support for the elaboration, monitoring and evaluation of the different components. It should also establish partnerships and mobilize funds (including the elaboration of proposals), in particular from public resources and agencies but also from private, bilateral and multilateral organizations.
- The training of staff of the central administration and the four regional offices in financial management and other management issues

Relevance: Organizational development and strengthening are crucial parts of all organizations, in particular organizations such as CELPA that has during the last 10 to 15 years experienced an important growth. For CELPA, the growth is not only in terms of the number of church members but also in terms of an increased number of activities and components of CELPA's integrated program. E.g. since the program's launching in 1992, the number of schools has increased from about 150 to almost 450 and the number of health facilities from 23 to more than 100. The findings of the 2007 evaluation of CELPA demonstrated CELPA's urgent need to both strengthen its organization, including its financial and administrative procedures, and to formalize its relationship with staff and to make the administration and some program activities more effective and lenient.

Challenges: There seems to be several reasons – and challenges - related to the fact that some of the most important – and urgent – activities related to organizational development have not yet materialized. The two main challenges are:

- The already important portfolio and responsibilities of the Principal Coordinator who has not yet been supported with the establishment of a new and small technical coordination unit (which was recommended by the 2007 evaluation). It appears that currently the Principle Coordinator's small and understaffed office has too many tasks to be able to carry out all the planned organizational development activities
- The division of roles and responsibilities between the Legal Representative and the Principal Coordinator are still unclear. This hampers the execution of different activities. Their roles and responsibilities should be clarified during the elaboration of the Administrative Manual which was also recommended by the 2007 evaluation.

10. ORGANIZATIONAL ASPECTS, MONITORING AND EVALUATION, AND COLLABORATION

For many of the reviewed components, the supervision and coordination of field activities are inadequate and at times minimal, such as for most of the community development activities and much of the support to rural women groups (by the women's promotion office) in Sud-Kivu. The lack of supervision negatively affects the possibilities for the integrated program of CELPA to ensure a proper quality of many of its activities. Several of the rural producer organizations and the women groups that the evaluation team met with claimed that they had not had any visits from project staff after they had received project support. The literacy

activities managed by the women promotion component also lack adequate follow-up from project staff.

The newly established local antennas of the HIV/AIDS sub-component can be a good tool for decentralizing responsibilities to the local level. However, these local antennas will also need sufficient follow-up from the project staff in the future.

The limited budgets for fuel and transport for most components partly explains IPC's general lack of supervising its activities. Another reason appears to be a general lack of planning and programming such activities. The various components should develop and adopt strategies to ensure a better supervision, even with limited funds. This can be done in several ways, including by:

- Establishing local, decentralized supervision committees - by using the newly established local HIV/AIDS committees as a model – however these must be supervised regularly;
- Developing and adopting a work program that will ensure regular and quarterly supervision mission, and
- Collaborating with other program components that can assist in supervising when they carry out their own field visits etc.

The 2007 evaluation found that the supervision budgets of the education and health sectors were inadequate. On the other hand, the education component and in particular the health component also has too few staff to enable a proper supervision. This is in sharp contrast to the women promotion and the community development components that actually have too many staff compared to their low activity level. However, still with that many staff the CD and the women promotion components are not able to supervise their activities.

Another challenge appears to be the lack of coordination of activities between regions albeit the fact that the offices concerned are responsible for the coordination of activities in the different regions. E.g. the annual reports for several components such as the BDC lack information about the activities carried out in the other regions. It was often claimed that it was difficult to coordinate due to lack of funds, e.g. to visit the other regions, and because many regions did not send their reports. It appears that they had not considered coordinating activities by using other means of communication such as e-mail or telephone or by collaborating with other colleagues who travelled more to the other CELPA offices.

There is a great room to improve the quality of the annual report as well as other reports of the reviewed components. They are generally of poor quality. Besides having inadequate information of activities from the other provinces, they often lack explanations about why activities were not carried out and why e.g. changes were made. The same goes for the purchase of equipment and vehicles where sometimes the reports do not inform why some purchases were not made (such as for the planned purchases of motorbikes for BDC that did not materialize).

It is important to note that given the newly established office for the three ecclesiastic regions of Sud-Kivu, the various national coordination offices in Bukavu should be much less involved in project implementation in the Sud-Kivu region. The role of the coordination offices should be to – as the title indicates – to coordinate and to provide technical advice to the different activities in the respective sector carried out by the various regional offices. Currently they are mainly involved in implementing activities in the Sud-Kivu region, which

in fact should be the responsibility and the role of the regional office of Sud Kivu. To date, the regional office of Sud-Kivu is only involved in implementing some humanitarian activities.

There is little collaboration between the reviewed components as well as with the MFA financed components such as with CAMPS and the social reintegration of ex-child combatants. The components reviewed could learn a lot from some of the MF-financed components in terms of how to plan and program effective supervision missions with relatively small means.

While PYM-Aid has provided considerable technical assistance to some of the MFA components such as the CAMPS component and the ex-child combatant component, the reviewed components have benefitted from very limited support and technical assistance from PYM-Aid.

III. CONCLUSIONS AND RECOMMENDATIONS

11. CONCLUSIONS

Currently CELPA and its integrated program are at a cross road. During the last 15 years CELPA has experienced an important growth in the number of individual members and member churches. During the same period, the IPC has experienced a significant growth in its portfolio. While the health and education activities are CELPA's flagship components, the other NORAD-financed components can often be perceived as minor or negligible components that get less attention, from both CELPA and PYM, are allocated less resources and have often negligible development impact.

The education component is CELPA's largest with an allocation of 36 percent (USD 410,000) of the integrated program's 2007 budget. CELPA's health component is number two with 21 percent of total budget. In terms of regional allocations, Sud-Kivu was the great winner for both components. The 2007 evaluation found that the health and education activities were very relevant and responded to some of the most important needs of CELPA's members, affiliates and the general public, in particular those of children and women. Moreover, the quality of CELPA's health services and the results of CELPA's education activities are recognized as good and of high quality. In addition, the church is able to mobilize its members and other community members around the construction or rehabilitation of school and health infrastructure; which again strengthens the communities' ownership to their schools and health facilities.

On the other hand, the components that have been reviewed during this current evaluation are more add-on components with relatively small budgets ranging from about 2 percent of total budget of IPC (USD 23,000 for peace and reconciliation) to about 15 percent (USD 170,000

for women promotion). Also for these components, Sud-Kivu receives the lion's share in terms of the regional allocation.

Although most of the reviewed activities are relevant in the post-conflict context of DRC, the activities are often scattered and with very limited impact. Apart from the HIV/AIDS sub-component that has revised its strategy (on PYM's request) and is now decentralizing its activities to locally elected HIV/AIDS antennas; the other components have yet to make coherent strategies for their interventions. This includes both to identify how to target the most marginal and vulnerable community members and how to identify and select geographically limited intervention areas, instead of being spread out which requires enormous transportation budgets. The peace and reconciliation component has - after 18 months - not yet elaborated a comprehensive strategy for its activities.

The education and health components do relatively well with a limited number of staff who are all qualified. Often the other reviewed components have too many staff compared to their activity level, such as the community development and the women promotion components. Moreover, many staff do not have the required profile for their work and positions such as staff in the women promotion and in the peace and reconciliation offices.

Supervision, collaboration and coordination are challenges for all components. The health and education components try to do the most out of relatively small supervision budgets. Some of the other components have not yet made plans for how to use their small budgets for supervision in a cost-effective way.

At present the various coordination offices for the different components are strongly involved in implementing activities in the Sud-Kivu region. In the future, it should not be the coordination offices that assure project execution in Sud-Kivu. Instead the new regional office for Sud-Kivu (covering CELPA's three ecclesiastic regions) should be responsible for implementing the activities in its region. This transfer of project implementation to the Sud-Kivu office should also imply staff changes for both this office and the different coordination offices.

Organizational development is crucial for CELPA, its administration and its integrated program. This was also confirmed by the CELPA's staff and managers during the one-day workshop in Bukavu. However, this should not be perceived as an autonomous component, but rather being an integral part of the activities related to staff and organizational strengthening under the principle coordinator's office.

The findings in chapters 5-8 demonstrate that the reviewed components are not viable without considerable strengthening in terms of financial and/or human resources, including significant changes of staff or significant capacity building of existing staff. Currently their activities are too scattered, have minimal impact and often the staff do not have the required profile and/or adequate field experience. CELPA does not have many possibilities to strengthen its integrated program's smaller components with additional budgets, at least not in the near future. There are very few – if any - possibilities to increase the portfolio and the budgets of the different components with additional resources from PYM or NORAD, as their total annual donations will not change significantly for the next years. So far, CELPA's other donors have generally provided more short term financial assistance.

12. RECOMMENDATIONS

5. Strengthen CELPA's organizational development activities:

Given the crucial role of organizational development in strengthening the administration and the staff of the integrated program, all the activities related to organizational development should still be an integral part of the program but not necessarily an autonomous component. Activities related to organizational development should be managed by the principle coordinator or the new technical coordination unit (under the principle coordinator) which was an important recommendation of the 2007 evaluation.

Recommendations: *CELPA should urgently launch and complete several of the planned organizational development activities that have not yet materialized* (some of them were important recommendations from the 2007 evaluation), including:

- The elaboration and adoption of an Administrative and Financial Procedures Manual, including the definition and adoption of the specific roles and responsibilities of the different management levels including the permanent office (Bureau Permanent). It is important and urgent that CELPA clarifies the roles and responsibilities of its Permanent Office, in particular in relation to the daily management of human, material and financial resources which are and should be under the responsibility of the CELPA's two principal coordinators who are CELPA's real executing pillars.
- The formalization of CELPA's relationship with its program staff, by establishing and signing work contracts (status du personnel), in order to comply with RDC's Work Code
- The creation of a Technical coordination support unit (Service d'appui/unite d'appui aux Coordinations techniques) located under the office of the principal coordinator. The unit should be responsible for the provision of strategic and methodological support for the elaboration, monitoring and evaluation of the different components. It should also establish partnerships and mobilize funds (including the elaboration of proposals), in particular from public resources and agencies but also from private, bilateral and multilateral organizations
- The training of staff of the central administration and the four regional offices in financial management and other management issues

In addition, CELPA should make sure that:

- The principle coordinators of CELPA's evangelisation and development departments become full members of the Steering Committee, but without voting right, to allow and facilitate the Steering Committee's members' access to specific information and explanations regarding CELPA's management and resources, including those of CELPA's integrated program
- Provide training to all members of the Steering Committee to strengthen their capacities and know-how of CELPA's administration, its integrated program, including management and sectoral aspects and challenges, as well as their own roles and responsibilities as Steering Committee members

6. Ensure gender mainstreaming in CELPA and its integrated program:

Although there are more women than male members among CELPA's 275.000 members, there are almost no women in CELPA's decision making bodies – from the local parish level to the Community Conference level. Besides the women promotion component (SAF and CEPAPF), there are still very few women staff in the integrated program. Moreover, in many of the IPC's components, there is an urgent need to ensure that women and girls are participants and beneficiaries at the same level as men and boys.

Recommendation: *CELPA should urgently elaborate and adopt a comprehensive Gender Strategy to:*

- e. assure that women and girls are beneficiaries at the same level as men and boys in all of the ICP's activities
- f. promote women in leadership positions, as professional staff within CELPA's administration and in CELPA's many health and education facilities
- g. build and promote female leadership within the church decision making bodies at all levels (from the local parish level to the Community Conference level)

The Gender Strategy should also:

- h. Identify quantifiable objectives for how to promote women and girls as beneficiaries in all activities of CELPA's integrated program, including its health, education, community development, reintegration, peace- and democratisation components. Identify and apply gender-disaggregated indicators to make sure that CELPA will regularly follow-up these objectives
- i. Identify quantifiable objectives and indicators for how and the number of women CELPA intends to recruit in the short, medium and long term
- j. Identify quantifiable and feasible objectives for how to increase the participation of women in all of CELPA's decision making bodies
- k. Establish and adopt a monitoring system to assure regular follow-up of the Strategy.
- l. Identify and apply incentives when objectives are achieved.
- m. The strategy should also investigate the need for one senior position at e.g. the principle coordinator's office who will be responsible for coordinating all the gender work and who will follow-up the gender strategy and ensure that each component of the IPC as well as CELPA as a church organization actively and professionally mainstream gender in all its activities and in all of CELPA's decision making bodies.

During the work related to the gender strategy CELPA should also look into possibilities for developing a new component that would support rural women's saving and credit groups. This is an activity that PYM is supporting in its integrated program in Kenya.

PYM should assist CELPA in the elaboration of the Strategy and should closely and regularly monitor CELPA's performance in reaching its annual gender objectives

7. Make sure that CELPA's development activities target the poor and vulnerable

This evaluation found that the reviewed components have not reflected sufficiently on how to target the most needy communities, organizations and community and /or group members. Generally the components do not use any specific criteria, including poverty or vulnerability criteria, to select between potential individual participants (in CELPA's development activities, training seminars etc.) and potential participating and beneficiary communities.

Recommendation: For each component, *CELPA should make a coherent strategy and approach for how to target the most poor and marginal communities and the poor and marginal community members (girls, boys, women and men) in their different activities.*

CELPA's should make sure that its efforts in mobilising more local income should not involve developmental or diaconal activities that would prevent poor and vulnerable community members from participating and benefiting.

8. The future components of CELPA's integrated program

The findings in chapters 4 to 9 demonstrate that CELPA has now come to a cross road where it has to make some priorities with regard to the future of many of its NORAD financed components. Following are two different scenarios (that have been made on the basis of the findings of both the 2007 evaluation and this current review) that CELPA should consider in collaboration of its main donor PYM:

3. Scenario: Health And Education Focus

CELPA's integrated program should *only focus on and implement what it is best at, namely to manage and execute health and education activities in its four regions of intervention.* This scenario would imply different aspects, including:

- a. *CELPA will phase out all the other NORAD financed components (community development, peace and reconciliation, women promotion and HIV/AIDS) – by end 2008*
- b. The phasing out of different components would provide additional financial resources for the health and education components which could be translated into e.g.
 - i. increased appropriate budgets for supervision and coordination, and/or
 - ii. increased budgets for the other regions than Sud-Kivu in terms of schools and health facilities, and /or
 - iii. increased funds for the growing maintenance needs of its schools and health facilities, and/or
 - iv. increased funds for the strengthening of the capacities of CELPA's health and education personnel

4. Scenario: Health and Education Focus plus strengthening of the HIV/AIDS component and strengthening and reorganizing/revamping the Community Development Component

CELPA's integrated program should continue with its health and education focus but should also strengthen its activities related to HIV/AIDS and community development.

Similar to scenario 1, all the other components, except the organizational development activities (see the first recommendation above), should be phased out by end 2008.

Concerning the HIV/AIDS sub-component, CELPA should consider having an autonomous HIV/AIDS component in the future in order to ensure a multi-sector approach and a better integration of the HIV/AIDS aspects into also the education, health and community development components. CELPA should also look into the possibilities to have a partnership with e.g. the Salvation Army - in particular with the aim of learning new approaches and methodologies - , and the possibilities to find new donors to finance more HIV/AIDS activities.

Concerning the community development component, CELPA should reorganize the component. This would also imply important changes of staff so that more staff have the required experiences in both community mobilization and how to support and build the capacities of poor rural organizations, including rural women's groups.

It is strongly recommended that CELPA closes the current coordination office for its community development component, the BDC office, by end 2008; and that CELPA develops a new and more professional component by the beginning of 2010.

CELPA should also look for possibilities for how to mobilize more funds for community development activities, e.g. by trying to mobilize funds from NORAD that targets ethnic minorities and natural resources management activities, such as activities related to the protection of rain forest.

Below are specific recommendations for how CELPA can strengthen and revamp its future community development activities.

9. Recommendations related to CELPA's future community development program:

- (i) *CELPA should revamp and strengthen its community development (CD) component by mobilizing more funds in order to be able to:*
 - a. implement more activities,
 - b. strengthen its future CD staff (in terms of methodologies, organizational issues - e.g. community mobilization and how to build and strengthen rural associations - and approaches) and
 - c. ensure an adequate supervision, coordination and quality assurance of all CD activities in all of CELPA's intervention areas

- (ii) *Given the important role that DRC's women play in rural and community development, including in agriculture, the future CD component should assure that the rural women are being considered in all of CELPA's CD activities*
- (iii) *Look for possibilities to mobilize more funds and have new and innovative approaches that can also mobilize more funds, e.g. from NORAD or other bi- and multilateral donors, for CD activities, including activities targeting ethnic minorities, such as the pygmies, and activities related to the management and conservation of natural resources (such as the conservation of tropical forests)*
- (iv) *Strengthen the different work methodologies and approaches, including:*
- a. Identify and select only one or two geographical intervention areas per CELPA region and per one or two years. The selection should be based on objective indicators related to poverty and vulnerability but also accessibility
 - b. Establish small supervision committees (similar to the new local HIV/AIDS antennas) in the selected zones that can follow up on the CD activities when CELPA phases out its support (after one or two years) from the geographical areas
 - c. Identify as participants and beneficiaries of the CD activities, poor women and men in the most poor and vulnerable communities in the selected geographical area. This approach requires a rapid assessment in order to establish specific criteria in terms of selecting the most vulnerable communities, rural associations and community members
 - d. Support the vulnerable community members during the identification of their strengths and challenges/needs and CD activities that can be carried out (livestock, agriculture, fisheries, handicrafts, trade, improved habitat, etc.) that can improve their socio-economic conditions and well being. This requires that staff have good experience in carrying out rapid participatory assessments such as participatory rural appraisals (PRA) ((in French: Méthode Appliquée de Recherche Participative (MARPP))
 - e. Prior to launching any income making activities, carry out rapid economic assessment to make sure that the specific activity is profitable in the specific community
 - f. Make sure that at least 40 percent of the persons participating and benefiting in CD activities are poor women and that the women participate actively in the rural groups/associations supported by CELPA's CD activities
 - g. Encourage the CD participants/beneficiaries to organize themselves in associations and groups, including:
 - i. Support the establishment of new rural groups or restructure existing groups that are not dynamic
 - ii. Organize training seminars for group members in organizational aspects (la vie associative) and in book keeping, financial management and methodologies to ensure that all group members participate actively in the group.
 - iii. Ensure that the women group members participate in these training activities
- (v) *Develop different support measures (mesures d'accompagnement) and approaches for the different CD activities, including:*
- i. Agricultural training /extension (vulgarisation agricole) for **all** members of the group

- ii. CELPA's support should, when feasible, be in kind (equipment, livestock etc.) instead of the current approach of giving/transferring cash to the groups it supports
- iii. For economic activities that require a rotation of benefits, such as the rearing of livestock where only a few group members can benefit per rotation/year, establish a transparent rotational system. E.g. by listing and ranking all the beneficiaries and ensure that the activity is transparent to create ownership by all group members and to avoid suspicions of mismanagement by some members etc. All group members should participate in decisions related to the rotational system, ranking of beneficiaries etc.
- iv. Concerning reimbursement of loan/funds from CELPA, study carefully the length of the reimbursement period in collaboration with all the members of the different participating groups. For identical activities, decide on an identical reimbursement period to avoid conflicts and confusion
- v. Establish a reimbursement system by tranches to avoid the risk of groups that will not reimburse and the risk of groups mismanaging CELPA funds

(vi) *Establish a monitoring, evaluation and coordination system at all levels.* This includes.

- i. Monitor systematically the different CD activities in the specific intervention areas and plan for adequate means (budget) for the field agents.
- ii. Establish a local voluntary supervision team that will be trained and encouraged to follow-up on the activities, when CELPA phases out and moves its CD activities to a new geographical intervention area
- iii. After CELPA phases out from one zone, supervise regularly the local supervision teams in that zone (by phone, visit, by involving other staff and components of CELPA etc.)
- iv. Review/evaluate regularly the CD activities' performance and results, as well as the performance of the different groups that are supported by the component (the groups' management, how the group members participate and are mobilized, the frequency of group meetings, the participation of women members, management of conflicts etc.) and do the necessary adjustments

(vii) *Strengthen the CD staff capacities in supporting, organizing and mobilizing rural associations by:*

- i. Organizing professional training carried out by experienced and professional organizations such as the international NGO: INADES formation. INADES has offices in Kinshasa, Kigali and Bujumbura. IONADES works with and supports many farmers' organizations – often through national NGOs – in many African countries, and has elaborated many training manuals and modules targeting rural organizations. INADES would be one organization that could train CELPA's future CD staff (for more information, please check INADES webpage on: www.indades.org).
- ii. Look for possibilities to associate and have technical assistance from one of the agricultural agents of the provincial bureau of the national agricultural services in CELPA's regions, such as Sud-Kivu. According to the provincial bureau of the national agricultural services in Sud-Kivu,

CELPA would only have to support such an agent with some small motivational funds (prime d'encouragement)

- (viii) *Make sure that in the future, it is the coordination office for Sud-Kivu that implements the activities in that region,*

ANNEX 1: EVALUATION'S TOR

ANNEX 2: COUNTRY CONTEXT

The Democratic Republic of Congo has the third largest population (57.5 million in 2005) and the second largest land area (of 2,3 million square kilometers) in Sub-Saharan Africa. It is rich in natural and human resources, including the second largest rain forest in the world, ample rainfall, fertile soils and considerable and varied mineral resources including copper, cobalt, gold, coltan and diamonds. DRC's formal economy has collapsed the last decades due to mismanagement and conflict. Moreover the recent wars, armed conflicts and lootings from 1991 and onwards have had a devastating impact on the Congolese population. During the second conflict from 1998 and 2003 an estimated 3.3 million people died. Many more had their lives dislocated. The World Bank estimates that GDP dropped from US\$ 380 in 1960 to US\$ 224 in 1990 to a bottom low US\$ 80 in 2000 to the current US\$ 120 (2006). In 2006, UNDP's Human Development Index UNDP listed DRC as number 167 out of 177 countries.

In spite of the recent positive developments such as the general and the presidential elections in 2006 and the relative normalization of some parts of the country, there are still enormous challenges ahead for the Congolese population which comprise:

- A profound deterioration of the population's social conditions, including a breakdown of public services, in particular basic social services and social infrastructure. For decades infrastructure has suffered from a lack of maintenance and considerable physical damage. The conflicts and lootings have further destroyed and degraded the country's social infrastructure such as schools and health facilities, in particular in rural areas and in the East and north East.
- The state's extremely low involvement in primary education and health services. In 2001, only an estimated 10 million US\$ or 3, 5 percent of the total public expenditures went to the education sector. In 2007, less than ten percent of the national budget is allocated to education. For about a decade and until around 2004 the state did not pay salaries to teachers, up to now the payments are minimal and still irregular, in particular in the East and Northeast.
- Parents and other family members shoulder the burden of financing schools and teachers' salaries or bonus. This shuts out the children from poor families, especially girls, suffer as their parents are least able to afford to send them to school (public school fees can be as high as US\$ 63 per child per year compared to an average income in DRC of US\$ 120 in 2007).
- In 2001, UNICEF (MICS 2) estimated that only one out of two children went to school. One third of people older than 15 years are illiterate. Of these 44 percent were women and 19 percent were men. In 2004, gross primary and secondary school enrollment were 61% and 22%, respectively compared with the averages for Sub-Saharan Africa of 93% and 29%, respectively². The illiteracy level is in particular high in conflict zones such as in Nord-Kivu (47%), Equateur (43%) and Sud-Kivu (38%) compared with e.g. Bas-Congo (30%) and Kinshasa (only 10%). Only about a fifth of children in rural areas and a third of children in urban areas entering school reach grade five.
- Life expectancy is 44 years, at least one in five children die before the age of five and one in ten infants die before their first birthday.

² Source: International Standard Classification of Education

- In 2004, the public health sector budget was about 7 percent of total budget.
- Limited access to health services, including an extreme concentration of the minimal number of both health facilities and health staff in urban areas. A large proportion of the population does not live within reach of health services. E.g. in some parts of the country, communities need to walk eight hours to a health facility. Affordability also limits the access to health services. The World Bank estimated that in 2003 only 30 percent of the population had access to basic medical care. In many parts of the country social services are minimal. Health staff often does not receive salaries from the state or they receive the minimal salaries irregularly. The health facilities have to be self-running (user fees) and/or depend on financial support from foreign donors. The most important health threats are malaria (which caused 80% of registered deaths in 2001), acute diarrhea, respiratory diseases, tuberculosis (annual TB incidence of 384 per 100.000) and HIV/AIDS. Malaria is estimated to account for one third or more of outpatient consultations at health facilities.
- Maternal mortality rate (of 1.289 deaths per 100.000 live births) is one of the highest in the world. Mothers die in child birth due to lack of access to emergency obstetric care, delays in seeking and obtaining such care, and often poor quality.
- Many girls and women (and some boys and men) are victims of sexual violence associated with the conflict, particularly in Eastern DRC. Medical consequences include HIV/AIDS transmission, reproductive health problems. Many suffer from serious psychological and social effects, in particular ostracism by women's family and community.
- Adult HIV/AIDS prevalence is estimated at 4-5% nationwide but the percentage much higher in the East and Northeastern part of the country. It is estimated that about 1.1. million people are living with the disease among which 60% are women. The economic disruption and isolation due to the war may have kept the epidemic from increasing at a faster rate in recent year. However, in some areas of the country the prevalence was increasing more rapidly due to the many large scale population movements, the collapse of the public health system, the presence of foreign troops from countries with high HIV-prevalence, and the sexual violence during the conflicts.
- As the public health and educational systems have largely collapsed, the population often relies on NGOs, most often faith-based organizations that still offer almost all the social services provided in the country and have up to now in many respects and replaced the state as social services provider to the Congolese population.