



Tuungane Community Driven Reconstruction Programme



INTERIM REPORT

From 1 April 2012 to 30 September 2012

International Rescue Committee – DRC

Submission: 15 November 2012

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A. BASIC DATA SHEET

Project Name: Tuungane Community Driven Reconstruction Programme	
Location: Democratic Republic of Congo	
Organisation: International Rescue Committee	
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Project Cost: £90,672,230 Expenditure to date: £51,044,811	
Project Purpose: Communities and local levels of government are active agents of development within a governance system that effectively addresses their priorities	
Project Duration: 7.5 years Start Date: 1 April 2007 End Date: 31 December 2014	Status of Report – period covered From: 1 April 2012 To: 30 September 2012
Type of Agreement and Number: Accountable grant, AG4765	
Beneficiaries	
Estimated (Tuungane II activities only): 1,7 million	Actual during the reporting period (Tuungane II activities only): 1,707,613

B. EXECUTIVE SUMMARY

Early in the reporting period, Columbia University released the final report on the results of the Tuungane Phase I impact evaluation, “*Social and Economic Impacts of Tuungane*.” These research results, combined with an analysis of Tuungane II programme commitments and progress to date, led to major decisions on the scope of Phase II, including:

- Reduction to 1,025 Village Development Committees (VDCs) from the initially planned c. 1,700, with an estimated beneficiary population of 1.7 million (decreased from the previous estimate of 2.6 million);
- Increase in sub-grant envelopes across all 1,025 VDCs to \$24,000; and
- Phasing out of the Tuungane II research variations and the programme's partnership with Columbia University put on hold until start of Phase II evaluation process in 2013.

The IRC and CARE began implementing the programme with these changes over the period, and they were able to make significant progress in programme implementation with the majority of communities entering the sub-granting sub-phase. The local government pilot component (*Entités Territoriales Décentralisées* - ETDs) also moved from the preparatory to the initial phase of implementation with the selection of six ETDs across the two pilot sites, Haut Katanga and Maniema.

Key challenges during the period included:

- Completing Community Development Committee (CDC) projects from Phase I is proving to be a continuous challenge. The forecast for finishing the remaining projects has now been postponed to March 2013.
- Occupation of the Rutshuru area of North Kivu by the armed group M23 where the majority of villages participating in the programme are located meant more than three months of programming time in this area was lost.

Key points pending DFID feedback:

- DFID approval of the Tuungane asset disposal request, submitted in August 2012;
- DFID approval of revised reporting schedule, submitted in August 2012;
- DFID sign-off on revised Tuungane branding strategy, submitted in October 2012;
- DFID feedback on whether small amounts of sub-grant funds can be held in trust in communities after the end date of the programme, for example to fund maintenance of infrastructures;
- DFID clarification on its approach to payment of per diems for DRC government officials; and
- DFID confirmation that the IRC can henceforth report against the revised budget attached to this interim report (see section I.1 – Financial Narrative below, and Annex IX).

C. PROGRESS REPORT

C.1 Overview

The Theory of Change for Tuungane II states that if:

- capacities for constructive engagement around service provision are strengthened among duty bearers and the general population in communities involved in Tuungane II, and if
 - opportunities are created for productive interface between the two,
- this will contribute to the programme's overarching goal: ***community priorities and well-being are sustainably supported by a capable and accountable local governance system.***

This period saw a key shift in the subject matter around which duty bearers and communities are convening to create a productive interface and contribute to the programme's expected outcome. While before this period, the majority of Tuungane communities were meeting service providers around the scorecard and participatory planning exercises, now they are beginning to work together to actualise elements of their plan through community management of their sub-grant. This is the central element in the CDR learning-by-doing process to strengthen governance and accountability by practicing transparent community management of funds, and ongoing monitoring of the progress of infrastructure rehabilitation. Over half (61%) of communities have now identified the infrastructure projects that will address their community priorities. For communities, this is the most tangible part of the Tuungane II programme. While many ideas of "empowerment and accountability" remain abstract concepts even during the scorecard and joint planning processes, these concepts become concretised through communities' decision making and management of a development initiative in which they are directly involved. Contributing to the Tuungane II outcome, ***communities and local levels of government are active agents of development within a governance system that effectively addresses their priorities,*** the communities' active participation in this sub-phase includes their management of project funds, competitive tendering processes, bid assessment and selection and awarding of contracts; their ongoing monitoring of the infrastructure project; communities' contribution to infrastructure development; and their ongoing liaison with frontline service providers and line ministries (where they exist) about service improvements.

In the ETD pilot component in Haut Katanga and Maniema, the programme moved from monitoring the 20 pre-selected ETDs (preparation phase) to selection of six ETDs based on scoring of their governance habits and practices (initial phase). From there, ETDs have collaborated with community members to develop investment plans and begun identifying projects that will also allow for service delivery improvements. Actual infrastructure rehabilitations and improvements will begin in the next period.

TUUNGANE II – Progress on 4 sub-phases to 30 September 2012¹

	Haut Katanga	Tanganyika	South Kivu	Maniema	North Kivu	Total to date	% of Total VDCs completed all sites
VDC ACTIVITIES SUB-PHASE I							
Introduction to territory	3	2	3	4	2	14	100%
Introduction to chiefdom/sector	8	9	5	18	2	42	98%
Introduction to chiefs/leaders	244	267	281	204	98	1,094	100%
Village base information collection	244	223	278	204	98	1,047	100%
Introductory general assembly	244	195	267	204	96	1,006	98%
Sector selection	244	194	243	197	93	971	95%
VDC election	244	194	229	193	92	952	93%
Meeting with authorities	172	183	181	166	92	794	77%
Initial VDC training	241	164	227	172	92	896	87%
VDC ACTIVITIES SUB-PHASE II							
Training for CSC (<i>only for Education and Health</i>)	149	127	122	120	43	561	N/A
Information collection for sector (<i>all sectors</i>)	231	136	221	137	81	806	79%
Development of CSC (<i>only for Education and Health</i>)	138	113	111	112	36	510	N/A
VDC ACTIVITIES SUB-PHASE III							
Meeting to develop the JSIP or SIP ²	222	131	213	131	78	775	76%
Revision and approval of JSIP or SIP	217	124	209	130	78	758	74%
VDC ACTIVITIES SUB-PHASE IV-A							
Training on project design	208	75	201	129	75	688	67%
Project definition	203	75	175	114	60	627	61%
Presentation of the plan to the authorities	28	35	19	90	1	173	17%
Selection of construction company/provider	78	39	58	83	7	265	26%
Training on contract and construction monitoring	31	3	46	91	7	178	17%
Project finalisation	32	3	46	59	7	147	14%
Training on financial management	25	3	49	32	7	116	11%
First general assembly for project follow-up	8		43			51	5%
First interface meeting for project follow-up							
Second general assembly for project follow-up			1			1	
Second interface meeting for project follow-up							
Training on project maintenance and sustainability							
Third general assembly for project follow-up							
Inauguration							
VDC ACTIVITIES SUB-PHASE IV-B							
Operationalisation of the JSIP/SIP	214	109	202	129	75	729	71%
Scorecard review							
Meeting to review the JSIP or SIP			1				
Operationalisation of the reviewed JSIP/SIP			1				
Information sharing between VDCs							
Joint meeting with authorities							
Second meeting to review the JSIP or SIP							
TOTAL VDCs	244	195	290	204	92	1,025	

¹ Refers to the four sub-phases within the larger Phase II of Tuungane; these were presented in the interim report of November 15, 2011 in the section on Tuungane II sequencing (page 5).

² Joint Service Improvement Plan or Service Improvement Plan.

C.2 Report by Output

For **Output 1: Local government structures and communities increasingly practice principles of good governance**, progress in the ETD pilot component in Haut Katanga and Maniema over the reporting period contributed to this output. Selection of six ETDs was based on objective scoring of all 20 pre-selected ETDs' performance on good governance practices in administrative and human resource management, financial management (revenue raising, planning and expenditures), consultation of constituents and communication with other levels of government. Following the selection of six ETDs (five *secteurs* and one *chefferie*), the programme facilitated the election of a steering committee for each ETD. These steering committees, composed of 12-18 members, were required to represent all segments of society and serve to simulate the role of local councils in programming processes, and therefore provide an oversight and counterpoint to executive decision making.³ The steering committees were elected from community engagement groups which were formed in each *groupement* (sub-administrative units) of the ETDs.⁴ The community engagement groups have 8-10 members and ensure representation and participation of the broader population in the ETD processes, including women's associations, civil society, Tuungane VDCs, representatives from marginalised groups, plus the chief and elders from the *groupements*. Given that the geographic area of ETDs is generally 3,000-10,000 square kilometres, with rural populations of up to 200,000 spread over this area, putting in place these representative structures made it feasible for ETDs to work in a participatory way with their constituencies on needs assessment and planning. By early October 2012, five of the six ETDs had produced their investment plans covering the broad needs of their constituencies. These plans aim to inform ETD management, budgeting and expenditures broadly, but should also guide the choice of project they will undertake with sub-grant funding from Tuungane II over the next six- to eight-month period.

For communities (VDCs) involved in Tuungane, in this period their engagement in principles of good governance was increasingly put to the test in their management of community sub-grants. Each community has already or will receive a sub-grant of 24,000 USD following participatory identification of their priority sector, and development of a sectoral improvement plan. The sub-grant must be channelled towards improvements agreed in the plan including infrastructural needs, equipment needs and governance/service improvement needs. The governance principle of transparency is put into practice in the community planning of the infrastructure project, and launch of competitive tenders and awarding of contracts to local companies and suppliers to work with. In the March-September 2012 period, 265 competitive tendering

In the ETD component, the programme has structured the role of the elected ETD steering committee to provide a check on the executive decision-making power of the Sector/*Chefferie* chief. This structure is proving effective in the process of identifying projects to implement from the ETDs' investment plans. In the *chefferie* of Kaponda, the chief's choice of project was to rehabilitate a road that led from the centre of town (Nakalemba) to his village (Kikonki). The steering committee, however, rejected this choice and rather suggested that Tuungane II funds be used to rehabilitate the road which leads from the trade centre of the *chefferie* (Kipushi Baya) to the part of town close to the border crossing with Zambia, called Kasumbalesa. After discussions, this choice of project was agreed to by both the chief and the steering committee members.

³ Elections for local councils in DRC administrative structures are now scheduled to take place in November 2013; ETD chiefs would be elected in March 2014.

⁴ There are three to ten *groupements* in each ETD, totalling 36 *groupements* across the six selected ETDs.

processes were launched across the five Tuungane sites. Working closely with Tuungane technical staff through the preparation of the tender, assessment of bids and negotiation with enterprises and suppliers, the communities must judge how to get the best value for money from their 24,000 USD sub-grant. They are involved in costing of materials, analysis of budgets in the bids, and the negotiations with bidders to reach a final decision on the scope, time frame and cost of the reconstruction. This provides the basis for the communities' ongoing management and oversight of the work of contractors and suppliers in the following 12 months, including regular reporting to community members on expenditures vs. progress on the infrastructures. Continuous liaisons with the service providers and local authorities for soft improvements are also part of the process over the 12-month cycle.

The period saw progress towards **Output 2: Communities hold service providers and local government structures accountable**, with community scorecards and improvement planning processes completed in 74% of villages across all sites. As many as 173 (17%) communities have reached the stage of holding their second interface meeting with service providers and/or local authorities. In the first interface meeting held early in the process after the communities' sector selection and VDC elections, the community representatives generally present service providers (or local authorities in sectors where service providers are not present) with their reasons for prioritising the sector and ask for their collaboration and support for the preliminary ideas they have for improvements. At the second meeting, however, the community has developed their plan, including inputs from both users and village-level service providers, and is in a position to advocate for specific actions to be taken by the line ministry representatives (for JSIPs) or local authorities (or SIPs) as part of their public duty. With the plan in writing, and representing a collective community process, the community representatives show more confidence in making demands. So far, local line ministry staff and local authorities have responded quite positively, in most cases recognising that delivering on the demands is a legitimate part of their responsibilities. In some cases they agree on a timetable for action that then allows the community to monitor and follow up on what has been done. In cases where service providers themselves lack resources to take specific actions, they have worked together with the community members to plan actions they can take to represent both the interests and needs of communities and the shortages of line ministry resources toward authorities at higher levels.

In North Kivu's Masisi territory a group of three VDCs that decided to work together in the transport sector for a road improvement project invited the head of the rural development unit for the area (Bahunde), responsible for the transport sector, to visit their villages for their second interface meeting. Many more women and men than the required three representatives per VDC turned up. In discussions between the community members, the chief of the locality and the head of the rural development unit for the area, some serious tensions arose, with the chief of the locality telling the head of the rural development unit directly that he had done nothing for the development of roads in the area, and left the meeting. The President of VDC Buganjo, who was chairing the meeting, was however able to mediate the tensions, and bring the chief back to a positive and constructive participation in the meeting. In the end, this meeting served to lay a foundation for dynamic discussions between these communities and the local authority, who in theory should be representing their interests. The support of the programme gave the communities' representatives the courage to ask the head of the rural development unit for support, and to regularly visit their area to better understand their need for improved roads.

For **Output 3: Improved basic services**, by the end of the reporting period, almost all villages (951 or 97%) had selected the sector they consider a priority for basic service

improvements. A total of 510 villages chose health or education as their priority sector and have developed a community scorecard, which represents 71% of sector choices across all communities. The water-sanitation sector was chosen in 16.1% of cases, and the transport sector (condition of local roads and bridges) in 8.8% of cases. Of note is that in sites with a higher presence of international actors, such as North Kivu and South Kivu, communities show a relatively stronger preference for transport (32% and 18% respectively) than in other sites (see table under Indicator 21 in Annex I: Report on the Tuungane II Logframe for numbers per sector, per site).

Scores from a good number of the community scorecards (216) on health and education services have now been analysed, and provide a baseline level of satisfaction with these services. The averages show scores of between (2) and (3) on a five-point scale, where (1) is very bad, and (5) is very good. With the majority of communities now entering the phase of implementation of their community plans, the possibility for improvements in the scores becomes more tangible. Communities will invest and manage funds for the rehabilitation and reconstruction of dilapidated and often unusable infrastructures. Improvements in service beyond infrastructure aspects are also emerging from the productive dialogues between villagers and providers to plan actions for quality improvements. Across sites, villages report signs of higher levels of engagement both by village-level service providers who are more likely to be present at work, and community sectoral committee (COPAs/CODESAs) representatives better carrying out their role of monitoring service providers and demanding to see their budgets. At the six-month mark in the infrastructure project cycle, communities will revisit the scores initially given in their community scorecards. The majority of communities will reach this mark between April and November 2013, which will allow Tuungane II to report on scores they will give on basic services delivery at that point and any improvements from users' viewpoints.

Progress in completing Tuungane Phase I community-level (CDC) projects also contributed to improvements in basic service infrastructures. At the end of the reporting period, 51% of all CDC constructions were completed, up from 21% at the end of the last period. These larger projects at the community level present a similar split across sectors as the sector selections reported above in Tuungane II. Overall, 86% of planned sub-grant funds at CDC level have been disbursed. Despite these advances, however, a number of challenging cases among CDCs persist. Communities and local authorities were given notice to finish their projects by December 2012, but in many cases it is the remoteness combined with the weak capacities of the companies that are the causes of delays. The revised anticipated end date for closure of all CDC projects is March 2013.

PROJECT TYPE	Haut Katanga	Tanganyika	South Kivu	Maniema	Total	Percentage
Education	88	89	86	105	368	65.2%
Health	40	16	28	35	119	21.1%
Watsan	5	0	21	0	26	4.6%
Transport	4	0	23	2	29	5.1%
Livelihoods	0	7	1	4	12	2.1%
Other	4	1	5	0	10	1.8%
Total number of projects	141	113	164	146	564	100%

In this period, the programme has sharpened its focus on achieving **Output 4: Women have increased influence in community decision making**. Following on recommendations made by the Senior Gender and Inclusion Consultant in the previous period, staff review and coaching on gender and inclusion aspects of the programme were ramped up. While this remains an extremely challenging area for the programme given baseline conditions and socio-cultural norms in the sites in which the programme works, there are signs of progress. Analysis of VDC positions held by women shows that in 31% of cases, the president is a woman. Even with the programme quota that requires either the president or vice president of the committee to be a woman, this is an extremely positive finding given social norms that heavily discourage women from speaking in public. Analysis of women and men's choices in sector selection processes at the end of the period also show the community's choices reflect priorities expressed by women in 82% of cases, and by men in 78% of cases. The high numbers for both indicate the significant degree of overlap in women and men's priorities. But where women's choice differs from men's, there is a greater chance the women's choice will be identified as the primary community choice, which could be an influence of facilitation of Tuungane programme staff and their awareness of the importance of women's participation in community decision making. In Maniema, CARE reports a synergy between their Village Savings and Loan (VSLA) component and Tuungane community activities, with higher percentages of women participating in general assemblies where villages are also involved in VSLA. CARE findings also note that participation of women in the assemblies drops below that of other sites towards the end of the assembly period because women have income-generating tasks to tend to elsewhere in the village. Strong examples of women's experience of Tuungane can be found in the case study (Annex V) accompanying this report.

In the remote territory of Kibombo in the south of Maniema, CARE launched its last waves of entries into 11 communities in August 2012. This is a region where, under existing customs and traditions, it is a norm and an expectation that women do not speak in public. Through the Tuungane teams' mobilisation and awareness-raising efforts on the subject of gender and inclusion, the results of village committee elections showed that in nine out of the 11 VDCs, women candidates were voted into the position of president, a position which requires a significant amount of public speaking. This is a very encouraging outcome, and yet supporting these women, and all women in the area, to continue to play an effective role in community decision making from here, remains the greatest challenge.

C.3 Report against the Tuungane II Logframe

Please see Annex I.

D. SECURITY AND OPERATIONAL CONSTRAINTS

Security Constraints and Actions Taken

North Kivu

Throughout the reporting period, the situation in North Kivu remained volatile and unpredictable, leading to significant delays in programme activities. Armed combat between the Armed Forces of the Democratic Republic of Congo (FARDC) and M23 (a movement that emerged from the defection of former National Congress for the Defence of the People (CNDP) soldiers from the FARDC) led to the closures of the IRC's antenna offices in Tchengerero and Kabaya (Rutshuru territory) and Sake (Masisi territory) at different times as follows:

- Closure of the Sake antenna office (Masisi territory) and Tchengerero and Kabaya antennas (Rutshuru territory) between April 2 and 14, 2012;
- Programme activities suspended in Masisi territory from April 30 to May 14, 2012; and
- Programme activities suspended in Rutshuru territory with the closure of the IRC's antennae offices in Tchengerero and Kabaya between May 8 and August 20, 2012.

The situation worsened in July, with the intensification of armed combat and M23 occupation of Rutshuru territory as of July 8, 2012. In response, the IRC developed a contingency plan outlining the various scenarios that might ensue and approaches to adapt the programme accordingly. Beginning on August 8, 2012, the area was considered secure enough to resume activities and Tuungane staff began assessing the status of communities, including returnees in 84 VDCs in Rutshuru territory, for use of Tuungane solidarity funds to meet short-term urgent needs in the education, health and watsan sectors.⁵ After 33 days lost in Masisi territory, regular Tuungane programme activities resumed on July 26, 2012. After 85 days lost in Rutshuru, programme activities resumed on 20th August 2012. The programme has progressively adapted to conditions of M23 occupation in Rutshuru with the following measures:

- Activating the solidarity fund mechanism to meet VDCs' stated immediate needs, mainly in the education sector, with solidarity funds currently committed at 96,923 USD; this is part of a coordinated approach with other programmes/organisations in the area where other programmes are better positioned to respond to needs in the health and food security sectors.
- Adapting the construction sub-phase to the conditions in moving forward with a trial of 13 VDCs (10 projects) in the first instance, and a risk-managed approach to tender processes, transport and handling of construction materials, and payments for work completed. Strategies to move faster with the construction sub-phase are being designed and implemented in order to reduce the risk of pillage/destruction during construction.
- Modifying the use of funds for governance/service delivery improvements where necessary to go to equipment needs rather than advocacy or training initiatives in

⁵ Solidarity funds are a design mechanism particular to North Kivu as a new site in Tuungane Phase II with a precarious security situation (see Tuungane Cost Extension Proposal: North Kivu Component (page 34)). The funds were designed to meet communities' priorities in emergency circumstances. The focus of the funds would be in the same public goods areas as the sub-grant (i.e. health, education, etc.), but with additional flexibility as long as the priorities were identified by the communities and delivered in a manner consistent with the overall Tuungane approach.

JSIPs/SIPs which would likely need to involve local authorities who are now potentially influenced or controlled by M23 forces.

The security situation in North Kivu also had an impact on Tuungane activities implemented by Search for Common Ground (SFCG) in the media and communications component. One SFCG local partner radio station in Rutshuru territory, Ushirika, was forced to close its doors and evacuate personnel to Goma during the month of June 2012. Radio programming in Masisi has also been a challenge due to insecurity. Both radio stations have resumed activities and are now broadcasting Tuungane radio programmes.

South Kivu

Incidents of insecurity also arose in Kalehe and Uvira territories of South Kivu during April and July of this reporting period. Certain areas were exposed to lengthy FARDC military operations targeting the Democratic Liberation Forces of Rwanda (FDLR), and because of the North Kivu situation certain areas abandoned by the FARDC were occupied by armed groups, which terrorised the civilian population and led to displacements. Impact on Tuungane programming activities included field staff being evacuated from certain areas deemed off-limits, and heightened movement restrictions in other areas. Approximately 14 days of programming were lost across all sites and an additional 15 days were lost in Kalehe territory. Six CDC communities in the southern territory of Uvira have been inaccessible for a total of nine months due to insecurity. Unavailability of community members due to insecurity resulted in further delays in programme activities.

Haut Katanga

The northern area of Mitwaba in Haut Katanga district suffered continued security problems throughout the period affecting the programme's work with nine Tuungane I CDCs in the area. This part of Mitwaba remained off-limits for field staff for the entire reporting period, and the construction companies engaged for the CDC infrastructures have stopped working as a result of insecurity. Six of the nine CDCs have been on standby for 10 months and a final decision needs to be taken by IRC Katanga provincial management by the end of 2012 about closing the programme in the CDCs as there seems no prospect of a security improvement in the area. Another three months were lost in the remaining three CDCs, delaying the prospect of finishing the CDC phase in Haut Katanga by December 2012, as previously planned.

Operational Constraints and Actions Taken

With more than half of the communities involved in Tuungane II now entering the sub-granting sub-phase, the challenges and operational constraints related to community reconstructions, as with Phase I, are again arising across sites. These include:

- Identification of qualified companies and suppliers during the tendering process to undertake community reconstruction work. The availability of quality local construction materials (e.g. sand, cement) is an additional challenge, especially in certain areas of the programme territories. The IRC and CARE are grouping calls for tender where possible in order to attract enterprises that have the capacity and have a higher incentive to work in several villages at once.
- Logistical challenges to the infrastructure rehabilitations emerge at the onset of the rainy season (October to May). This combined with the poor state of the vast majority of roads means significant time is lost on travel and transport to and from

VDC sites. This will prove a challenge to the programme end date in June 2014 as two long rainy seasons and only one dry season remain in this period.

- Long distances to cover to reach VDCs in Katanga and Maniema, the poor state of roads across sites, limited access to sites during the rainy season (as per point above) and the small number of competent enterprises and their weak logistical, financial and organisational capacity. Proposed solutions for some of these problems include grouped tendering processes and more rapid use of ultimatums for VDC and construction contractors in the event of implementation delays.
- Difficulties of recruiting competent technical staff to the Tuungane teams has led to understaffing and delayed construction activities. Competent technicians are critical to the monitoring of construction activities and of costs related to construction. Price lists for construction materials must be updated every three months to ensure communities are being charged current costs. Recruitment for qualified technicians is ongoing across sites.

Operational constraints particular to North Kivu:

- Prices of construction materials will most likely go up for construction undertaken in Rutshuru-area VDCs as a result M23 occupation both through the driving down of competition amongst suppliers willing to work in the area, and taxes imposed by M23 on private enterprises (construction companies). Other logistical challenges are also likely to arise in terms of transporting construction materials to sites around this area.
- Retention of trained and competent staff in North Kivu is problematic as some have begun to look for other employment opportunities due to the uncertainty of their positions on the Tuungane team while programme activities were interrupted over a three-month period. The IRC took measures to work on staff capacity building and encouraged staff to go on leave during periods where movements were restricted.

E. RISKS MANAGEMENT

Please see Annexes III and IV.

To manage and adapt the Tuungane II programme to the current situation in North Kivu, the IRC has developed a risk matrix specific to this province. This will assist in decision making on the continuation of activities in the site depending on the rating of these risks and progress made over the next period. Key risks moving to a level of “high” (i.e. unacceptable levels of risk) will trigger a change in programming direction to be discussed and decided collaboratively with DFID if/when needed.

F. MANAGEMENT AND ADMINISTRATION

F.1 Consortium Management

Implementation of Tuungane II with consortium partners CARE International and SFCG progressed well over the period. A major change occurred in the work with research partner Columbia University on Tuungane II research and evaluation components. Given the release of the Tuungane I evaluation results in May 2012, and subsequent programme management decisions to reduce the number of communities in the programme to 1,025, a decision was taken by mutual agreement between the IRC and Columbia University to put the renewal of the partnership agreement between the two organisations on hold. While the IRC remains committed to rigorous evaluation of the Tuungane programme, and to contributing to the evidence base on the impact of CDR as a programming approach, the need to accelerate implementation of Phase II to meet the timeline and budgetary constraints took precedence at this stage.

Additional key points relevant to consortium management over the period:

- The IRC hosted Tuungane coordination meetings for both CDR and ETD components in Lubumbashi, Katanga in May 2012 involving CARE and Columbia University, to discuss key programme implementation issues and design changes;
- CARE hosted a successful visit of the IRC and DFID to the Maniema site of Tuungane in September 2012, giving an overview of CDR, ETD and the VSLA components as implemented by CARE;
- CARE International's global financial system experienced significant challenges in July-September of this period, affecting their capacity to report on actual expenditures in Tuungane II; the IRC is working with CARE to minimise the impact of these issues on financial management of the programme;
- The IRC is considering extending the partnership with SFCG to build on accomplishments of the media and communications component to date; discussions to extend the sub-agreement with SFCG into 2013 will be finalised in the next reporting period; and
- Columbia University has agreed to re-start its collaboration with Tuungane II on the endline evaluation survey to be developed in 2013 and rolled out in the last six months of Tuungane II implementation.

F.2 Human Resources and Staff Management

Key changes to the project management staff over this period included the promotion of a second Congolese national to the position of CDR Coordinator in Tanganyika. The first nationalised CDR Coordinator position is in South Kivu. Additional promotions within the team reflect the IRC and CARE's efforts in human resource management to offer opportunities to high-performing staff and promote from within the programme to the extent possible.

Several changes in the KHQ coordination team:

- National Gender and Inclusion Advisor, Claudine Kapenga, left the programme in May 2012; Carmen Canas Herrera was recruited to the position of Gender & Inclusion Advisor in September 2012;

- Vera Quina left her position as National Process & Quality Manager in October 2012; and
- Timothy Rubashembusya left his position as CDR Evaluation Quality Manager in October 2012.

Changes per site:

North Kivu

- Helen Liu left her position as North Kivu CDR Coordinator (April 2012);
- Noemie Kouider, formerly the Haut Katanga Process Quality Manager (PQM), was recruited to the CDR Coordinator position in North Kivu (April 2012).

Tanganyika

- Thaddee Byegulu, who was Haut Katanga CDR Manager, became CDR Coordinator (April 2012);
- Kingsley Mforteh left his position as PQM in September 2012;
- Théophile Mvuani, Tanganyika CDR Manager, left his position in September 2012; and
- Merinos Kabala was promoted to the position of Tanganyika CDR Manager (October 2012).

Haut Katanga

- Samantha Basile was recruited for the position of PQM in May 2012; because of the PQM vacancy in Tanganyika as of the end of the period, Samantha is being promoted to the position of Katanga PQM to supervise the quality teams in both Tanganyika and Haut Katanga (October 2012); and
- Benjamin Ponyo was promoted from the position of Health Specialist in the CDR quality team to the position of Haut Katanga CDR Manager (June 2012).

Maniema

- Kossi Sena Adufu was recruited for the position of CDR Coordinator, replacing Frederic Nzamurambaho (August – September 2012);
- Luc Ahanhanzo replaced Razack Lawani in the position of CDR Construction Coordinator (August 2012);
- Onesmond Tambwe was recruited for the position of Maniema Deputy CDR Coordinator (July 2012); and
- Adolphe Kalala was promoted to the position of PQM (September 2012) to replace Pascal Mweze, who left the mission (May 2012).

Staffing by Tuungane project site

Site	Staff recruited as of September 30, 2012	
Haut Katanga	107	95 Field/12 Coordination
Tanganyika	88	78 Field/10 Coordination
Maniema	91	77 Field/14 Coordination
South Kivu	124	108 Field/16 Coordination
North Kivu	27	20 Field/7 Coordination
Total	437	378 Field/59 Coordination

G. LESSONS LEARNED

G.1 Project Implementation and Management

1. Community contributions	<p>As communities involved in Tuungane II enter the construction or community infrastructures sub-phase, lessons learned from the Phase I experience of community contributions have again come to the fore. In the early stages of planning their infrastructure projects, communities have a tendency to overestimate their capacity to contribute to community constructions. Project designs become dependent on a level of contribution, whether through materials or labour, that is not in the end realistic or feasible for the community to actually contribute. There is also a risk that over-estimates of community contributions, when it comes time to deliver, will result in pressure put on women, children, the poorest and most vulnerable in the community to supply, for example, unpaid hours of community labour. These risks were noted for Phase I (see Tuungane Cost Extension Proposal – page 19) where communities were asked to give a minimum 10 percent contribution. For Phase II, this minimum percentage was lifted in favour of a more flexible approach that would also take into account the funding allocated to the community. The guideline was set at 5% for Phase II. With the sub-grant envelopes increasing to 24,000 USD for all VDCs, however, it is clear that in some communities to expect the originally planned 5% requirement of contribution will bring significant risks that communities will not be able to deliver, which may do harm to women and vulnerable groups, and also risks incurring significant delays on construction. The programme has decided to increase the flexibility outlined in the proposal, and rather let the community guide the percentage of their contribution even if it is low (say 2-3%). Inputs such as guarding construction materials on the site will now also count as contributions.</p>
2. Learning by doing vs. programme implementation timeline	<p>CDR approaches place a heavy emphasis on participation and “learning-by-doing” methodologies in all stages of programming. This type of approach in Tuungane II, given human resource capital and the operational context of eastern DRC, is a major challenge to implement. The IRC and CARE invest significant effort in training staff on programme protocols, on community facilitation skills to implement learning-by-doing with communities. Learning-by-doing opportunities for communities are especially heightened in the sub-grant and reconstruction sub-phase, when direct management of funds and of a community initiative is possible. At the same time, programme implementation that strives for learning-by-doing is a much slower (and more costly) process. While Tuungane II has made significant progress on identification of community infrastructure projects and tendering processes in the reporting period, much is left to be done. Given the pressure on the programme to finish all activities by 30th June 2014, the management team is already aware that there may need to be a trade-off between the time required for learning-by-doing processes and the need to simply implement the programme to the planned deadline. With the lessons learned from Tuungane I, where</p>

	<p>programme implementation became delayed because of the scope given to communities in managing infrastructures for their own learning, in Phase II we will adopt a much stricter approach, giving communities ultimatums and excluding communities when needed if weak participation on their part is proving an insurmountable obstacle to programme progress. The same trade-off between the time required for learning-by-doing processes and the need to implement according to the established time frame is also requiring adjustments of the ETD component. The programme is in the process of considering fusing the two initial sub-grant tranches to be given to ETDs for service improvement investments in order to accelerate implementation of the component.</p>
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G.2 Thematic Lessons Learned

Gender and Inclusion

Building on efforts launched in the previous period with the consultancy of the Senior Gender and Inclusion Advisor, Christine Ouellette, Tuungane II ramped up its staff capacity building and programme integration of gender and inclusion over the period. In Annex VIIIa, the IRC is sharing the Interim Report produced by the consultant at the end of her assignment. The IRC is also submitting a response to the consultant's Interim Report which delineates key actions the IRC has taken to respond to the recommendations, but also flags that, given programming and contextual constraints, the feasibility of implementing the recommendations will vary (Annex VIIIb).

The IRC is also sharing the updated Tuungane II Gender and Inclusion Strategy, revised in follow-up to the recommendations resulting from DFID's Annual Review report in June 2012 (Annex VIIIc). The Action Plan on Gender and Inclusion for Tuungane II, which was initially developed by the Senior Consultant, is also being revised to be more specific, measurable and achievable, under the leadership of the newly recruited CDR Gender and Inclusion Advisor.

G3. Research, Workshops and Assessments

Tuungane I Evaluation Results

Early in the reporting period, Columbia University released the final report on the results of the Phase I impact evaluation in June 2012: *"Social and Economic Impacts of Tuungane."* Lead investigator on the research, Macartan Humphreys, and two research associates, Raul Sanchez de la Sierra and Peter van der Windt, travelled to the DRC in May to hold workshops on the results with the Tuungane team, IRC senior management and DFID. Following extensive discussions with the Tuungane coordination team, Columbia University and DFID in May and June 2012, it was ultimately decided that the two research variations that were previously integrated into Phase II of the programme would be phased out. Columbia University will be involved in the Tuungane II endline evaluation and collaboration between the Tuungane programme and Columbia may expand in the future.

Most Significant Change **Please see Annex X.**

In this reporting period, Tuungane II has completed its first round of Most Significant Change (MSC) stories. The MSC technique is a form of participatory monitoring and evaluation, which Tuungane II is using to capture knowledge on the Community Score Card (CSC) process being used in the programme. The process involves the collection of significant change stories from beneficiaries, and systematic selection of the most significant of these stories by panels of designated staff. The MSC technique is working in two territories of Tuungane II: Kambove (Haut Katanga) and Rutshuru (North Kivu). The story selected as most significant from the first pool of 47 stories is attached as Annex X. All stories were collected by community agents – 34 in Kambove and 13 in Rutshuru – and reflect the most significant change experienced by beneficiaries in the programme. A report on the process and additional stories are available upon request.

H. COMMUNICATIONS AND INFORMATION

H.1 Communications and Media

The media and communications component of Tuungane II, implemented through the IRC's partnership with SFCG, and by CARE in Maniema province, aims to strengthen the capacity of local media to support accountability and good governance. During this reporting period, SFCG continued to implement capacity-building activities targeting local radio partners in the three Tuungane provinces targeted by the IRC. SFCG also ramped up partner monitoring and began preparations for a final project evaluation. In Maniema province, CARE continued local implementation of the media and communications component with six community radio partners, including the diffusion of radio productions developed by SFCG.

Key activities for the period included:

- Three strategic communication and advocacy trainings were organised in South Kivu and Katanga provinces for civil society and local authorities, reaching a total 49 individuals (37 men and 12 women);
- A total of 75 copies of radio shows produced by 14 trained partner radio stations were obtained and monitored by SFCG (making a total of 159 programmes since the beginning of the project);
- 14 out of 15 radio stations working with SFCG had broadcast their first series of six shows on good governance covering topics such as decentralisation, the role of youth, public utility project management (e.g. management of stadiums, cultural centres, schools), garbage collection, deforestation and inheritance. Programmes were produced in French, Swahili and Bemba (a total of 84 programmes on this topic have been produced since the beginning of the project); in Maniema, the six community radio stations supported by CARE also produced and broadcasted 12 productions each on good governance topics;
- Two new *boîtes à images* (oversized picture books containing key governance messages) were produced (for an overall total of five): one on “monitoring construction” (14 images) and one on “decentralisation” (15 images). Once distributed, the image boxes will be used by IRC staff to facilitate sensitisation sessions on issues related to accountability in construction projects and decentralisation; and

- A comic book storyline and synopsis were completed and approved and 50% of the sketches were completed by the artist. The comic book, to be titled *My Mother's Dream*, focuses on the role of women and leadership. During the next reporting period, SFCG will test the comic book in discussion groups prior to its finalisation and distribution. By the end of the project, 30,000 copies of the comic book will be printed and distributed in Tuungane areas of intervention (70% in Swahili and 30% in French) to support the project. In October 2012, the IRC, SFCG and CARE will meet to review the implementation of the project components, the results obtained to date and next steps in these important Tuungane partnerships. In particular, the IRC and SFCG will explore the possibility of extending their partnership into 2013.

H.2 Coordination with National Authorities and Humanitarian Partners

Over this reporting period, key meetings were convened at the national, provincial and local levels. After the release of the Tuungane Phase I evaluation findings, the IRC presented on these results at Kinshasa-based “Lessons Learned” events with DFID, USAID and other humanitarian and development partners in attendance. IRC senior staff also met with the World Bank participatory budgeting programme in September 2012 to discuss potential future programme synergies.

The IRC's CDR programme also met with the IRC's Women's Protection and Empowerment (WPE), Education and Health programmes throughout the reporting period to discuss its approach to gender and inclusion, benefit from the WPE programme's experience with VSLA activities and coordinate trainings and information sharing in areas where communities are benefitting from IRC CDR, WPE, Education and/or Health programming.

Additional key meetings over the past six months included:

North Kivu collaborations with partners and organisations to coordinate approaches given the humanitarian context, e.g.:

- CDR Coordinator met with the *Projet d'Appui à la Décentralisation et au Développement Local* (PADDL) Programme Coordinator, Babacar Diouf, based in Goma, on potential collaboration and PADDL's programme adaptation to the security situation in North Kivu. In effect, PADDL has halted work in the areas where Tuungane II continues in Rutshuru and Masisi.
- CDR programme staff participated in a number of cluster meetings (Education, Health, Non-Food Items (NFIs), Food Security, Watsan) in order to identify synergies and avoid duplications in activities carried out using the Tuungane solidarity funds; in September 2012, the CDR-North Kivu team shared a list of schools benefitting from the Tuungane solidarity funds in Rutshuru territory with the Education Cluster.

South Kivu

- Tuungane held a half-day provincial consultative forum, inviting representatives of provincial ministries including Health, Gender and Family, Education, Agriculture and Rural Development. The importance of improving communication and collaboration between these ministries and the IRC's CDR programme was emphasised through these exchanges and subsequent visits.

- The CDR team met with Oxfam, *Action Contre la Faim* (ACF), the International Committee of the Red Cross (ICRC) and Norwegian Refugee Council (NRC) to discuss potential collaborative efforts, primarily in the watsan sector.

Katanga

- DAI (Development Alternatives, Inc.) held a three-day anti-corruption workshop in June 2012 attended by the Haut Katanga CDR Manager and the ETD Coordinator.
- The Tuungane programme participated in the *Comité Provincial de Pilotage* (CPP) organised by the Ministry of Health on June 28, 2012, including a review of the *Plan d'Action Opérationnelle* (PAO) for the decentralisation of the health system in Katanga.
- From September 27-28, 2012: Tuungane participated in the second workshop on the Mapping of Customary Conflicts in Katanga, devoting particular attention to issues in Mitwaba and Kipushi.
- Additional meetings on the Mitwaba situation (Haut Katanga) were held with Concern Worldwide, *Médecins Sans Frontières* (MSF)-France and MSF-Holland.
- The CDR Haut Katanga team also participated in several meetings with various watsan actors (e.g. WASH Cluster, UNICEF) in order to exchange information and improve coordination.
- In Tanganyika, the Tuungane team met with MSF, *Médecins d'Afrique* and SOLIDARITES INTERNATIONAL to explore synergistic activities in the health and watsan sectors.

In all Tuungane sites, meetings with local leaders, line ministries, civil society, community-based organisations and religious representatives took place as part of interface meetings in regular programme processes in the CDR component. Frequent meetings were also held with district and provincial authorities in both Maniema and Katanga for the ETD component, including with provincial heads of the *Ministère du Plan*, and the *Ministre de l'Intérieur, Décentralisation et Affaires Coutumières* to announce the selection of ETDs to pass to the initial phase of the component.

H.3 Coordination with DFID

The IRC held numerous key meetings with DFID over the period, covering key subjects related to the evaluation results of Phase I and Tuungane II programme implementation. In June 2012, DFID shared with the IRC its Annual Review report and recommendations. Key decisions were taken collaboratively to reduce the number of communities in Tuungane II (to 1,025) and to put on hold consideration of further research components in Phase II of Tuungane. Several modifications to the Tuungane II Logframe were also agreed on.

Several meetings were also held on the subject of DFID's and the IRC's financial systems to improve the accuracy of the IRC's cash forecast projections and to establish a revised reporting schedule. DFID and the IRC visited CARE's Tuungane II site in Maniema province in September 2012 to gain a better understanding of CARE as an implementer of Tuungane, and the Maniema provincial context. The visit allowed for meetings with provincial authorities, visits to activities of the ETD component and discussions with women involved in CDR and the VSLA component, which is unique to Maniema's implementation of Tuungane.

I. FINANCIAL UPDATE

I.1 Financial Management

Please see Annex IX.

In light of significant programme revisions made during the reporting period, the IRC and CARE undertook a process of revising spending projections for the remainder of the programme, and integrating these elements into the overall budget. A realigned Tuungane programme budget is submitted in Annex IX of this report. As previously indicated to DFID, among the revisions in the budget, there are no variances which exceed the 10 percent margin between budget sub-headings.⁶ Some of this variance is due to exchange rate fluctuations between October 2010 and November 2012.

Of note is that sub-grant amounts for Tuungane II communities across sites were re-calculated based on the new number of villages (VDCs) per site, and then multiplied by the newly established envelope of 24,000 USD for each VDC (approximately 15,522.61 GBP at a current exchange rate of 1 GBP to 1.56 USD). This led to some increases and decreases in Tuungane II sub-grant amounts between sites. While these changes appear to give an overall decrease (of 487,716 GBP) in the global amount of Tuungane II sub-grants when calculated in GBP, the decrease disappears when counted in USD. The difference appearing in GBP is rather due to the difference in exchange rates between the two periods. In USD terms, the overall amount of sub-grants to Tuungane II villages has not changed in the budget revision.

Site	No. of Villages	Tuungane II Sub-grants: October 2010 Budget	Tuungane II Sub-grants: Revised Budget
South Kivu	290	£5,034,934	£4,532,904
North Kivu	92	£916,958	£1,417,202
Tanganyika	195	£2,818,592	£3,814,232
Haut Katanga	244	£3,894,232	£3,003,851
Maniema (CARE)	204	£3,733,680	£3,142,490
TOTAL (GBP)	1,025	£16,398,395	£15,910,679
TOTAL (USD)		(@1.5123) \$24,799,293	(@1.56) \$24,820,659

The revision also integrated the following changes:

- Funds formerly designated to the VSLA component in South Kivu have been moved to DRC Headquarters to be used for Gender and Inclusion activities across the programme (highlighted in yellow in the revised budget);
- Funds for the North Kivu solidarity projects are now identified on a separate budget line labelled “Solidarity Funds” (highlighted in yellow in the revised budget);
- Funds for support to community radio stations which had been identified under each IRC programme site (SK, NK, HK, TG) were largely, but not completely,

⁶ This is as per DFID Humanitarian Guidelines (both 2007 and revised May 2012 versions) which state that DFID must approve any changes that require the movement of more than 10% of the total budget between budget line sub-headings. Given the large size of the grant, the IRC had previously suggested that it was more reasonable to fix this variance as 10% of the budget categories (A, B, C, etc.) rather than 10% of the total Tuungane budget. The variances indicated are based on the latter interpretation.

- consolidated under the DRC Headquarters line “Media and Communications Activities” for implementation of this component by SFCG (highlighted in yellow in the revised budget). Small amounts remain on the lines labelled “Support to community radio stations” in SK, NK, HK, TG sites to fund broadcasting of messages about Tuungane activities and programme objectives as they take place. As CARE is directly implementing the Media and Communications activities with local radio stations in Maniema, this line and amount remains set;
- Tuungane II community sub-grants which were previously represented over two lines labelled “New” and “Current” communities have now been merged under one “Tuungane II Sub-grants” line (the extraneous line is in grey type, and will not appear in future reports on the budget);
 - In the Maniema site, CARE’s VSLA budget line, formerly labelled “Training for outstanding leaders”, has now been re-labelled “VSLA component”; and
 - Subgrant amounts designated for ETDs, formerly labelled “Collectivity Sub-grants” have now been labelled “ETD sub-grants”.

If there is no objection from DFID, the Tuungane programme will report against this revised budget in future financial reports.

ANNEXES

- Annex I. Report on Tuungane II Logframe
- Annex II. Updated List of Project Locations
- Annex III. Tuungane Risk Matrix
- Annex IV. North Kivu Risk Matrix
- Annex V. Case Study
- Annex VI. *Tuungane* Bulletin
- Annex VII. Community Story
- Annex VIIa. Consultant Report on Gender and Inclusion
- Annex VIIb. IRC Response to Gender Report
- Annex VIIc. Tuungane II Gender and Inclusion Strategy
- Annex IX. Tuungane II Revised Budget
- Annex X. Most Significant Change Story