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PROVINCE OF SOUTH KIVU
IMPLEMENTED BY CATHOLIC RELIEF SERVICES
**MID-TERM EVALUATION OF
THE MOBILIZING
COMMUNITIES FOR
RECONCILIATION PROJECT**

April 27, 2012

This publication was produced for review by the United States Agency for International Development. It was prepared by Development & Training Services, Inc. (dTS).

Prepared for the United States Agency for International Development, USAID Contract Number AID-RAN-I-OO-09-00015, Task Order Number: AID-623-TO-10-00004

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Democratic Republic of Congo

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DISCLAIMER

The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

ACKNOWLEDGEMENTS

At the end of this evaluation, we would like to thank all partners who have invested themselves in its successful conclusion.

Our thanks go first to USAID/DRC for its “Peace and Stability Program.” Through this program, the US Government is actively contributing to peace building in the Democratic Republic of Congo (DRC).

We also thank the members of the Provincial governments of the North and South Kivu Provinces, the administrators of the territories of Rutshuru, Nyiragongo and Masisi in the North Kivu, and Uvira and Fizi in the South Kivu, and their staff members. Their contributions were of great importance to the contextual analysis through which the evaluation was implemented.

We also thank dTS for having chosen the Bureau d’Etudes et d’Expertises pour le Développement (BEED) as a local partner for the evaluation of USAID-funded projects in Eastern DRC.

We are grateful to the management team of Catholic Relief Services (CRS) for their precious collaboration. Documentation provided to the evaluators allowed them to better understand the workings and details of the project.

Our gratitude also goes to the team of field facilitators and to the Local Mediation Committee (LMC) members for their availability and support, which greatly benefitted the evaluation team. Information given on project implementation provided evaluators the opportunity to master the content of the project with regard to reconciliation and reintegration.

Lastly, we thank the surveyors for having walked around villages to administer the questionnaire to the direct beneficiaries of the project.

The input of each partner, stakeholder and beneficiary allowed us to identify the relevant observations, results achieved and the weaknesses that led the team to propose recommendations for the continuity of the project and eventually for the future programming of peace building.

ACRONYMS

AFDL	Alliance des Forces Démocratiques pour la Libération du Congo-Zaire (Alliance of Democratic Forces for the Liberation of Congo-Zaire)
BEED	Bureau d'Etudes et d'Expertises pour le Développement
CDJP	Commission Diocésaine Justice et Paix (Diocesan Commission Justice and Peace)
CNDP	Congrès national pour la défense du peuple
CRS	Catholic Relief Services
DRC	Democratic Republic of Congo
dTS	Development & Training Services
FARDC	Forces Armées de la République Démocratiques du Congo (DRC Armed Forces)
FDLR	Forces Démocratiques de Libération du Rwanda (Democratic Forces for the Liberation of Rwanda)
FG	Focus Group
GDRC	Government of the Democratic Republic of Congo
IDP	Internally Displaced Persons
INGO	International Non-Governmental Organization
KI	Key Informant
LMC	Local Mediation Committee
M&E	Monitoring & Evaluation
MCREC	Mobilizing Communities for Reconciliation in Eastern Congo
NGO	Non-Governmental Organization
OCHA	Office for the Coordination of Humanitarian Affairs
PM	Project Managers
RCD	Congolese Rally for Democracy
SGBV	Sexual and Gender-Based Violence
SOMINKI	Société Minière du Kivu
STAREC	Programme de Stabilisation et de Reconstruction de l'Est du Congo. (Stabilization and Reconstruction of Eastern Congo Program)
USAID	United States Agency for International Development

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EXECUTIVE SUMMARY

The Mobilizing Communities for Reconciliation in the Eastern Congo (MCREC) program implemented by Catholic Relief Services (CRS) was successful in achieving the goals identified at the project's outset. Of the 127 conflicts identified by communities during the baseline study, the project resolved 21, exceeding its original target of 18. The project was also successful in proving the viability of local mediation committees (LMCs) for conflict resolution and mediation. The LMC strategy of conflict resolution through mediation and conciliation was recognized as a more effective method than that of public structures. Evaluation findings indicate that LMCs have wide recognition, credit and acceptance for conflict resolution and mediation, particularly in dealing with conflicts associated with internally displaced persons (IDP), returnees and persons living with HIV/AIDS.

Findings indicate that LMCs have a high degree of local ownership, and thus good prospects for sustainability. Moreover, the presence of a relatively large number of concurrent programs in conflict mediation and peace building in South Kivu is likely to contribute to supporting and sustaining the work of the LMCs.

The most intractable conflicts in South Kivu have roots in ethnic differences and issues related to land tenure and land use, which are compounded by power struggles around local leadership, with local and customary authorities often involved in fueling conflicts. The evaluation shows that the LMC approach has limitations in dealing with conflicts originating from land ownership, land use and ethnic differences. The project also had limited effect in resolving conflicts originating from sexual and gender-based violence (SGBV). While the project was effective in raising awareness of grassroots conflict resolution/mitigation structures and contributing to peace building in target communities, additional work is needed to build public awareness of structures designed to deal with the problems of marginalized persons.

RECOMMENDATIONS

The evaluation provides the following recommendations based on key findings:

To CRS/DRC

- Strengthen and consolidate progress made in building and operating LMCs, given the high level of public support for these structures.
- Provide basic training to LMCs on land and mineral laws so they can address land and mineral-related disputes in ways that are consistent with their legal provisions.
- Provide higher priority to reconciliation ceremonies as a means of “sealing resolution of conflicts” in MCREC follow-up efforts.
- Ensure greater alignment between LMCs and specialized awareness-raising structures for SGBV and land and ethnic disputes, and strengthen efforts to build public awareness of structures designed to deal with the problems of marginalized persons.
- Strengthen radio programming, particularly that aimed at ethnic tolerance, as it can reach multiple ethnic audiences at once.

- Enhance the prestige of LMCs and offer various forms of recognition and non-monetary compensation to their members in order to offset potential problems originating from non-remuneration.

To the Government of the DRC (GDRC)

- Advocate for and secure funding for community development needs that are potential sources of conflict and cannot be addressed strictly with community resources (i.e., awareness-raising programs, technical support in land and mineral laws, assistance in agricultural areas of common interest).
- Promote stronger coordination and collaboration between local development committees and provincial authorities regarding community priorities for development projects through policy and action plans.
- Resolve long-standing conflicts over prior occupancy and traditional rights by providing long-term solutions to land disputes (including those over livestock herding) through legal frameworks.
- Provide LMCs and parallel structures with technical support through specialized central units that are skilled in arbitrating land disputes.
- Implement a full cadastral survey in order to provide land owners with land titles.

To USAID/DRC

- Explore lessons learned from MCREC and other conflict resolution and peace building programs in South Kivu to expand programming to other conflict-affected areas of the province and the country.
- Strengthen programming aimed at building local leadership and capacity in conflict avoidance and prevention in order to mitigate conflicts fueled by local and customary authorities.

INTRODUCTION

The Mobilizing Communities for Reconciliation (MCREC) project is part of USAID/DRC's Peace and Stability programming, operating from July 2009 and scheduled to end in August 2011, as part of the US foreign assistance strategy. The project's goal is to involve communities in their own reconciliation process through LMCs.

This assessment, implemented four months prior to MCREC's close, is an opportunity for stakeholders to review the project's accomplishments and use lessons learned for future programming.

OBJECTIVES OF THE EVALUATION

The overall objective of this evaluation is to assess the performance of the MCREC project's progress in promoting reconciliation in targeted communities, make adjustments in the project's final months, and provide guidelines and recommendations for future peace-building programs in the area. The evaluation's specific objectives were to:

1. Assess the implementation of USAID/DRC community reconciliation programming as evidenced by this project;
2. Document the successes achieved toward community reconciliation and any peace dividends that may have resulted;
3. Identify strengths, weaknesses, challenges and current trends in these initiatives that have implications for strengthening their future managerial, programmatic and funding directions;
4. Analyze the potential for sustainability of the structures established or strengthened for community reconciliation that are being developed by these projects; and,
5. Develop materials to communicate USAID/DRC's accomplishments in community reconciliation and peace building.

METHODOLOGY

The evaluation was conducted from April 24 to June 6, 2011 in the province of South Kivu. Data gathering was conducted by a team of BEED (Bureau d'Etudes et d'Expertises pour le Développement) experts under the technical supervision of the d'TS Monitoring and Evaluation Advisor and the USAID Monitoring and Evaluation Specialist who was there to observe the process. The BEED Team Leader was Hangi Binini, Director of BEED. The team was composed of:

- Albert Umbi Lunula, BEED Evaluator;
- Elie Kanyangara Kany, BEED Evaluator;
- Hangi Bulenda Charles, BEED Expert;
- Laurent Kopi, d'TS Monitoring and Evaluation Advisor; and,
- Olivier Mumbere, USAID Monitoring and Evaluation Specialist.

Once assembled, the evaluation team proceeded with background work in Kinshasa and Goma while developing training modules for surveyors and designing a survey questionnaire and interview guides for the various focus groups. Contacts were then made in the MCREC target communities of Kamituga, Uvira and

the Ruzizi Plain to prepare for social mobilization and data collection, while surveyors were recruited and trained before being sent to the field sites to collect data.

Overall the mission was a success; all stakeholders were very cooperative and made documentation available in soft or hard copies. The project management team, field staff and LMCs members were all open to questions and discussions. The team was confronted with one security issue in South Kivu, where it was subjected to a shakedown by an armed militia group. However, there was no physical harm and the team returned safely.

Fieldwork was conducted at four sites: Baraka, Kiliba/Sange, Luvungi and Uvira center/Kalundu. The methodology for this evaluation included document reviews to understand the project, its operating context and results; a survey of 240 direct beneficiaries; 18 focus group discussions with LMC members, local leaders, women, men, youth and ex-combatants; and seven key informant interviews with the administrator and army captain of Uvira, police chief commander and secretary of the locality of Makobola, community chief of Kalunja, the CRS MCREC project manager in Kamituga, and the Uvira *Commission Diocésaine Justice et Paix* (CDJP) program manager.

BACKGROUND AND ISSUE DEFINITION

Eastern DRC has been at the center of conflict in successive liberation wars. The first was with the *Alliance des Forces Démocratiques pour la Libération du Congo-Zaïre* (AFDL), under the leadership of Laurent Désiré Kabila, that toppled the dictatorship of the late Mobutu. This was followed in 1998 by the conflict between Kabila and the Congolese Rally for Democracy (RCD), which ended with negotiations in South Africa; in 2002 various political parties signed a treaty that included a power-sharing solution called the “1+4 formula” where one president would be assisted by four vice-presidents from the four major power centers. This created confusion, which gave rise to the dissident General Laurent Nkunda’s *Congrès national pour la défense du peuple* (CNDP), and sparked conflict with armed groups in North and South Kivu. Later, during peace talks at the Goma Conference (2008), a number of proposals were developed to promote stability and development; one was the CRS MCREC project.

PROJECT BRIEF

As mentioned above, the provinces of North and South Kivu experienced a cycle of interethnic wars, resulting in community instability. At the same time, several conflicts are observed within communities. These are mainly linked to the struggle for living space, others with ethnic identity and the struggle for power.

The MCREC project was designed following the conference on peace, security and development of the provinces of North Kivu and South Kivu, held in Goma from January 6-20, 2008. The conference paved the way for a sustainable peace in the region. It gave rise to the Amani Leo program, which was later replaced by STAREC (Program of Stabilization and Reconstruction of the zones emerging from war in Eastern DRC).

It is in this context that unrelenting efforts were undertaken by the GDRC with support from the international community to promote community stabilization and reintegration. This was the foundation on which USAID awarded CRS the funds to implement MCREC, a peace-building and reconciliation project targeting the communities of Uvira, Fizi and Mwenga in the DRC’s South Kivu province. The project proposal was preceded by a basic study to understand local mechanisms and capacity to prevent violent conflict in the wake of armed conflicts, including Mai-Mai and the *Forces Démocratiques de Libération du Rwanda* (Democratic Forces for the Liberation of Rwanda FDLR). The project is implemented in the Uvira Diocese, covering the following areas:

- Uvira territory: Kamanyola, Kalundu, Kiliba, Luvungi, and Uvira Centre;
- Mwenga territory: Mwenga Centre, Kasika, Kitutu, and Kamituga;
- Fizi territory: Fizi Centre, Baraka, Lweba, and Mboko.

Women have been well integrated into project activities and gender considerations adequately addressed by the MCREC. According to the African tradition, women personified the offspring power as they carry children in their wombs for nine months. In traditional African societies, they are the first educators and caretakers of the family. Because of their compassionate roles in families and communities, women are often targeted for promoting community reconciliation. In Baraka, the LMC is headed by a woman teacher who is very popular in the area; in Kalundu the Kimbanguist woman pastor is a member of the LMC, and in Kiliba, the deputy head of LMC is also a woman.

The project also pays special attention to marginalized groups such as ex-combatants, minorities and returnees. It is working to completely reintegrate ex-combatants. The project helps returnees take back their real property (i.e., houses, farms and fields) and other assets that were illegally taken from them during their absence because of the war or other events. The project also gives particular attention to Pigmies, as well as Babuyu and Banyamulenge ethnic tribes. Some communities use familial relationships with local authorities to intimidate Pigmy tribes. The Banyamulenge are considered “foreigners” by others who consider themselves indigenous. The project therefore attempts to call for peaceful cohabitation among different ethnic groups.

PROJECT OBJECTIVES:

The overall project goal is to avoid violent conflict in targeted South Kivu communities by promoting community reconciliation. Objectives behind this are:

1. Ex-combatants no longer threaten local communities with violence, with two intermediate results:
 - a. Ex-combatant groups accept non-violence agreements with local communities; and,
 - b. LMCs are engaged in managing sustainable reconciliation processes with ex-combatant groups.
2. Ex-combatants and returning IDPs and refugees reintegrate nonviolently into 18 target communities in southern South Kivu Province, with three intermediate results:
 - a. Local conflict-resolution mechanisms are strengthened;
 - b. Women, youth, faith-based and other local groups are involved in reconciliation activities; and,
 - c. 18 target communities adopt action plans to ensure the nonviolent reintegration of ex-combatants and returning IDPs and refugees.
3. 18 inter-ethnic or religious-identity conflicts have been settled, with one intermediate result:
 - a. Ethnic or faith communities in conflict are engaged in dialogue for conflict-resolution and reconciliation efforts.

ACTION STRATEGY

The primary strategy for achieving these objectives was to strengthen LMCs by training their members in reconciliation and conflict resolution methods, and engaging them in other types of micro-activities for the sustainability of gained peace, such as traditional ceremonies that conclude the gatherings.

BENEFICIARIES

Project beneficiaries include externally and internally displaced populations, ex-combatants and victims of sexual violence.

PROJECT DESIGN

The project was designed based on recommendations from the Goma conference (2008) on peace and development of the North and South Kivu provinces. It started with a baseline study that mapped 137 conflicts. Following dialog with the local community, the list was pared down to 127, with 18 to be addressed by the MCREC project. The conflicts were grouped into five categories:

1. **Political:** i.e., between the DRC and Rwanda, between the citizens and government, conflict among political leadership, ideological conflict;
2. **Religious:** i.e., between churchgoers and pastors, between different churches;
3. **Economic:** i.e., between mining companies (SOMINKI & BANROW), between the rich and poor, land and forest conflicts;
4. **Socio-cultural:** i.e., succession of power, professional conflicts, generational conflicts, individual and family conflicts; and,
5. **Ethnic:** i.e., between majority and minority tribes, between local population and immigrants.

APPROACH AND INTERVENTION STRATEGIES

In order to promote reconciliation across these five categories and achieve its objectives, CRS and its partner, CDJP, use a variety of approaches to achieve the project objectives. These efforts focus on utilizing the community's indigenous capacity to engage and promote reconciliation involving all local groups by raising awareness, promoting communal activity and shared communal space, as well as intervention by local mediation committees. Sporting events, community gardening and dramas were used in conjunction with radio programs and awareness-raising campaigns to promote reconciliation. Moreover, care was taken to use local traditions, such as reconciliation ceremonies, to underpin efforts to the greatest extent possible.

PARTNERS AND COLLABORATION

Collaboration between project managers and local authorities was found to be strong. Attending meetings at the Office for the Coordination of Humanitarian Affairs (OCHA) put CRS in contact with other international non-governmental organizations (NGO) having similar missions. CDJP's experience working with local structures has also encouraged collaboration with local NGOs.

PRESENTATION OF FINDINGS

DIRECT BENEFICIARIES SURVEY

Conflicts and their causes: Data from a widely representative survey of 240 respondents (Appendix 1, Graphics 1-2) in the communities where MCREC operated show that the project was well centered to the need for conflict resolution and mitigation; 97 percent reported the existence of conflicts in their communities. The types reported were: ethnic (18 percent); power (18 percent); succession (16 percent); land (14 percent); conjugal (13 percent); leadership (10 percent); intra and inter-community (9 percent); and other (2 percent). (Appendix 1, Figure 3).

The data also show the highest proportion of conflicts involve land use and land tenure, with farmers and livestock herders accounting for a combined total of 59 percent of the “parties responsible for conflicts,” ahead of community leaders and local officials, who are seen by respondents as actors or “responsible parties” at a combined total of 35 percent (Appendix 1, Figure 4). The high proportion of conflicts generated by farmers and livestock herders due to land-related issues is noteworthy, and points to a need for resources to address “actors of conflicts” in two ways: (a) resolving land tenure and land use issues involving farmers herders – and probably both, in some instances; and (b) leadership training in conflict avoidance for both community leaders and local authorities.

Regarding causes of conflict, issues over land tenure and land use (straying animals and inequitable land distribution) account for 40 percent of “causes of conflicts,” followed by confiscation of power by a dominant ethnic group and ethnic intolerance at 31 percent (Appendix 1, Figure 5). Ethnic and land issues are often intertwined in the Kivu provinces of the DRC, with livestock herders often being predominately from one ethnic group and farmers from another. The Kivu provinces are well known as relatively densely populated areas of the DRC, with much higher population pressure on available land than exists in many other parts of the country.

Some of the conflicts resolved during the course of the project were: land disputes (22.5 percent); conflicts of succession (22 percent); ethnic conflicts (15 percent); conflicts with traditional authorities (9.5 percent); and other (10 percent). A relatively high minority of respondents (21 percent) did not report any types of conflict as being resolved by the project (Appendix 1, Figure 6).

Leading the “persistent conflicts” category (Appendix 1, Figure 7) are ethnic-related conflicts at 30 percent, and land-related conflicts at 26 percent. The two combined were reported by 58 percent of respondents. These two types are known to often be interconnected; many ethnic conflicts are related to and complicated by disputes over land tenure and use. Conflicts with local authorities were reported by a further 23 percent of respondents. A plausible conclusion from these data is that the most persistent and intractable conflicts will involve both land and ethnic issues, along with implication of local leadership. Additionally, the significant amount of persisting conflicts involving local authorities points to a need to address the problem with strategies like conflict avoidance and resolution training for local authorities.

Strategies for conflict resolution: Mediation (45 percent) and conciliation strategies (29 percent, Appendix 1, Figure 8) together (74 percent) were seen as the most effective methods for resolving conflicts, thus validating MCREC’s methods for conflict resolution. This conclusion is further buttressed by widespread recognition of MCREC’s role in conflict mitigation and resolution (86 percent, Appendix 1, Figure 9). While

primary recognition of any particular structure varied, the CDJP was the most widely recognized structure for conflict resolution, being identified by 38 percent of respondents (Appendix 1, Figure 10).

Marginalized groups and effective ways to deal with their needs: SGBV survivors, persons living with HIV/AIDS, ex-combatants, IDPs and returnees were all recognized by the respondents as marginalized groups. These groups present difficult challenges for any conflict resolution/mitigation program due to their specialized needs (Appendix 1, Figure 11). Fifty-three percent of survey respondents did not know of any integration structures for marginalized groups (Appendix 1, Figure 12); additional work is needed to build public awareness of the structures designed to deal with the problems of these individuals.

The preponderance of LMC, Peace Promotion Committees and Committees of the Wise being cited as structures for integrating marginalized persons (56 percent combined) over public structures (14 percent) is remarkable (Appendix 1, Figure 13). By a ratio of 4:1, respondents clearly saw non-public structures as most effective for dealing with marginalization problems. The 25 percent of respondents who did not answer the question is unsurprising, given that a high proportion of respondents (53 percent) do not have knowledge of structures that deal with marginalized persons.

At the same time, most respondents recognized some evidence or sign of the reintegration of marginalized persons. For example, 38 percent felt that marginalized people worked together with other community members, 35 percent believed that marginalized populations could express themselves in public, and 23 percent noted that they had the same responsibilities as everyone else in the community (Appendix 1, Figure 14).

Legally recognized structures for conflict resolution, MCREC and peace building, and recognition of land and mining law: Even though 60 percent of respondents recognized the role of legally established structures for conflict mitigation, a fairly high proportion (40 percent) did *not* recognize these structures, which points to a continuing need for civic education among the population (Appendix 1, Figure 15).

Similarly, while the majority (62.5 percent) expressed satisfaction with MCREC's role in conflict mitigation/prevention, a significant minority (37 percent) were not satisfied (Appendix 1, Figure 16). A plausible reason for this would be persisting conflicts in communities. On the other hand, 76 percent of respondents saw MCREC as contributing to peace building in their communities (Appendix 1, Figure 17).

Knowledge of essential laws, particularly land and mining, is low among the population, with only 40 percent having knowledge of land law and 3 percent of mining law (Appendix 1, Figure 18). High non-recognition of the Law on Land and the Mining Code is problematic for conflict avoidance, as those with knowledge of the law may be able to exploit those who are not, and thus become a source of future conflicts. Knowledge of land and mining laws, and adherence to them, are eventually the most sustainable solutions to land and mineral-related conflicts. Resources need to be directed toward more public information and education on land and on mining laws, particularly in the mining areas, to lessen a continuing source of conflict.

MCREC collaboration with other structures: Other conflict resolution/mitigation programs operated in MCREC-serviced communities and MCREC was given high marks by respondents for strong collaboration with these other programs – 90 percent of respondents reported collaboration as “good” or “perfect” (Appendix 1, Figure 19).

Awareness building: Radio programs and dramas took the lead on awareness building (sensitization) for conflict resolution/mitigation among respondents for both recognition (42 percent and 28 percent, respectively) and effectiveness (31 percent and 30 percent, respectively, Appendix 1, Figures 20 and 21).

Sustainability: Nearly three-quarters of respondents saw LMCs as sustainable due to their own sense of ownership and the interest of LMC members in the reconciliation process. A minority (28 percent) saw them as unsustainable, mainly due to the non-remuneration of LMC members (Appendix 1, Figure 22).

FOCUS GROUPS AND KEY INFORMANTS

Conflict resolution and reconciliation: Results from the focus group and key informant discussions indicate that the project is well known by a good number of people in the project area, and that there is popular support for resolving conflicts through mediation. Respondents believe that LMCs play educationally and socially cohesive roles by raising awareness of peace and reconciliation through sporting activities, community fields, dramas, radio message programs and megaphones. The majority of respondents also confirmed that the project integrates gender considerations by involving women alongside men.

A number of positive effects were noted as having been achieved following the project's implementation. Among them were the convergence of members from different communities through recreational activities and work in community fields, friendly resolution of a good number of conflicts by LMCs (21 were resolved – above the targeted 18, though reconciliation rituals for 10 conflicts remain to be performed in order to finalize the process), and the coexistence of people from different ethnic groups and communities (Bembe and others such as the Banyamulenge and the Babuyu) including intermarriage in communities like Bemebe and Babuyu, a practice that was uncommon prior to implementation of the project. Respondents also agreed that, with the exception of Kiliba,¹ the project had contributed to resolving most of the problems often associated with a community field, including respecting the agricultural calendar and protecting fields from stray animals in other areas. Most respondents believed that security in the implementation zones had improved.

Respondents stated weaknesses and challenges of the project as: poor visibility of the LMCs in target areas due to the absence of visible gathering sites, long intervals between recreational activities, and poor physical infrastructure (especially in Mwenga and Fizi territories) that impedes access to potential beneficiaries and also inhibits economic activities like marketing and social services. Other project limitations voiced by the majority of respondents pertain to the limited capacity of MCREC to resolve land disputes and conflicts related to cases of rape.

Basic structures participation in local good governance, notably in conflict resolution: The capacity building of LMC members was believed to have been well-organized and satisfactory, and LMCs were recognized as having members that were representative of the different ethnic groups living in targeted communities. The general consensus was that intercommunity dialogues were visible during coordination meetings. Most respondents regarded religious structures as proactive in the reconciliation process, and saw the use of people with moral authority, like priests and pastors, as a benefit to the project.

The common view is that, although reconciliation can be observed in target communities, it is difficult to attribute reconciliation achievements to specific agents, given the “competition” with other structures due to the relatively large number of concurrent projects operating in the same field and areas. For this reason, there was disagreement among respondents regarding LMCs as the first instances for conflict mitigation. Respondents also expressed their apprehension regarding the despondency of some LMC members who think they should be remunerated for their work, and who are not knowledgeable on key laws such as the Constitution, family, land and mining laws. The general view was that concurrent structures working alongside

¹ According to respondents, the president of the LMC in Kiliba, who is the parish priest, lives in constant conflict with his vicar, and as a result, project beneficiaries in favor of the vicar often ignore the project and boycott the LMC president.

an LMC (i.e., *Arche de l'alliance*, Pax Christi, etc.) can inspire and motivate LMC members to continue their tasks.

Most respondents felt that their communities had ownership of the reconciliation process. The exception was, once again, Kiliba, where the general belief was that the project was mainly assisting Catholics, given that the president of the LMC is a Catholic priest. This is despite efforts made by CRS to explain that the project has an “open door” policy and implementation approach. While some respondents expressed concern regarding the idleness of communities in Kiliba, who believe the project is supposed to resolve *all* their problems, the majority are optimistic that the Kiliba LMC will continue to operate after the project ends.

Reintegration of marginalized persons:² The majority of respondents felt that the project has made achievements in integrating marginalized groups, such as ex-combatants who no longer pose a threat to their communities, IDPs and returnees. While the project has attempted to integrate 250 Pigmies in one village and advocate for them to have arable land to cultivate in Kamanyola, the general consensus was that it has not been successful due to lack of access to sufficient arable land. Moreover, the majority of respondents felt that the project has fallen short of integrating and reconciling the Banyamulenge in the highlands with other ethnic groups. Respondents *did* indicate that reconciliation efforts have helped the Babuyu live peacefully with other communities.

² While the project pays special attention to marginalized groups such as returnees, IDPs, ex-combatants and minority tribes, in the course of the evaluation, four additional special groups were identified: 1) persons living with HIV/AIDS; 2) women victims of rape and sexual violence; 3) widows; and 4) women associated with armed groups.

ASSESSMENT OF THE PROJECT

RELEVANCE

After being the center of so many conflicts over the years, South Kivu, MCREC's primary area of operation, is considered a high priority area for stability operations by the GDRC and the international community. The area has been subject to a number of standing conflicts relating to unequal land use, and various other situations that create rivalry and tensions between communities. It is in this context that the MCREC project is being implemented. With about 98 percent of survey respondents and the majority of focus group members seeing conflicts as a problem in the communities in which the project operated, the triangulation of findings from the survey, focus group discussions and key informant interviews strongly supports the relevance of MCREC and the need for conflict resolution and mitigation. Data show the project continues to evolve, focusing on reconciliation between targeted communities and among community members, and thus contributes to the long-term work of stabilizing the eastern DRC. Furthermore, SGBV survivors, persons living with HIV/AIDS, ex-combatants, IDPs and returnees were all recognized by respondents as marginalized groups; these clearly present difficult challenges for any conflict resolution/mitigation program due to their specialized needs.

EFFECTIVENESS

Findings from the evaluation indicate that the project has been effective in raising awareness for conflict resolution/mitigation and contributing to peace building in target communities, though additional work is needed to build public awareness of the structures designed to deal with the problem of marginalized persons. The majority of respondents considered mediation and conciliation the most effective methods for resolving conflicts, pointing to the validity of MCREC's methods for conflict resolution. This conclusion is further supported by widespread recognition of the project's role in conflict mitigation and resolution. It has been effective in building the capacity of LMC members and making committee representation multi-ethnic, as well as involving women, faith-based and other local groups in reconciliation activities. In fact, LMCs, Peace Promotion Committees and Committees of the Wise have taken the lead over public structures with regard to the integration of marginalized persons in target areas. The project has also been effective in reintegrating marginalized groups such as ex-combatants, IDPs and returnees into their communities. Of the 127 conflicts identified by communities during the baseline study, the project successfully completed 21 reconciliation processes, surpassing its target of 18. The project has, however, been less effective in reintegrating all minority groups, and resolving conflicts pertaining to rape and sexual violence.

EFFICIENCY

Given that the project's outputs are not market priced, efficiency based on cost-benefit analysis cannot be undertaken. It is clear, however, that the benefit of the project, as noted in the executive summary, is also the fact that its goals were exceeded.

IMPACT

The most important impact sought under the project is reconciliation between communities to build long-lasting peace and reintegrate marginalized groups. The full impact of the project is yet to be determined, given its longer-term objectives of peace building and reconciliation. It is also difficult to tease out the project's full impact due to the presence of concurrent and competitive projects in the same intervention areas. Nonetheless, some signs of reconciliation and peace building are already observable. Notably, this includes

intermarriage in communities such as Bemebe and Babuyu (which was not practiced prior to the implementation of the project) and higher probability of peaceful coexistence among different ethnicities.

SUSTAINABILITY AND OWNERSHIP

All stakeholders at different levels of the intervention are aware of the need to sustain the gains achieved by MCREC and continue activities that will extend and possibly build on them. Findings suggest that the majority saw “ownership of the reconciliation process” and “concurrent (or parallel) structures continuing to motivate LMC members” as they yield “strength and potential.” MCREC has built a type of “resiliency” for the reconciliation process through its cooperation with parallel structures, and by building ownership of the process, which both contribute to the project’s sustainability.

CONCLUSION

Overview: With 97 percent of survey respondents acknowledging the existence of conflicts in their communities, the MCREC project was well-placed to support conflict resolution in South Kivu communities. The large majority of respondents were satisfied with the MCREC role in conflict resolution and mitigation.

The project achieved resolution of more conflicts than originally planned. Of the 127 conflicts identified by communities during the baseline study, the project facilitated 21 reconciliation processes, exceeding its target of 18. The primary strategy for achieving these objectives was to strengthen LMCs by training their members in reconciliation and conflict resolution methods, and by engaging them in other types of micro-activities for the sustainability of gained peace. The role of LMCs was widely recognized in communities, and mediation and conciliation were generally seen as the most effective means for resolving conflicts. The project was also seen as successful in bringing communities together through recreational and other activities and promoting intermarriage in communities such as Bemebe and Babuyu, something which was not practiced prior to the implementation of the project.

Surveyed individuals saw grassroots structures such as MCREC as more effective than public ones in dealing with marginalized persons by a 4:1 margin. In awareness-building for conflict mitigation and peace building, data show that both radio and recreational events had high public acceptance. The project also had success in integrating marginalized persons (IDPs, returnees and persons living with HIV/AIDS) into their communities.

Weaknesses and challenges: Conflicts involving ethnic differences and land use were seen as the most intractable, with local authorities often being the protagonists of such conflicts. The triangulation of data reveals that the project had limited impact in resolving conflicts originating from ethnic, land and SGBV sources. Integrating ethnic groups such as Pigmies was also seen as unsuccessful.

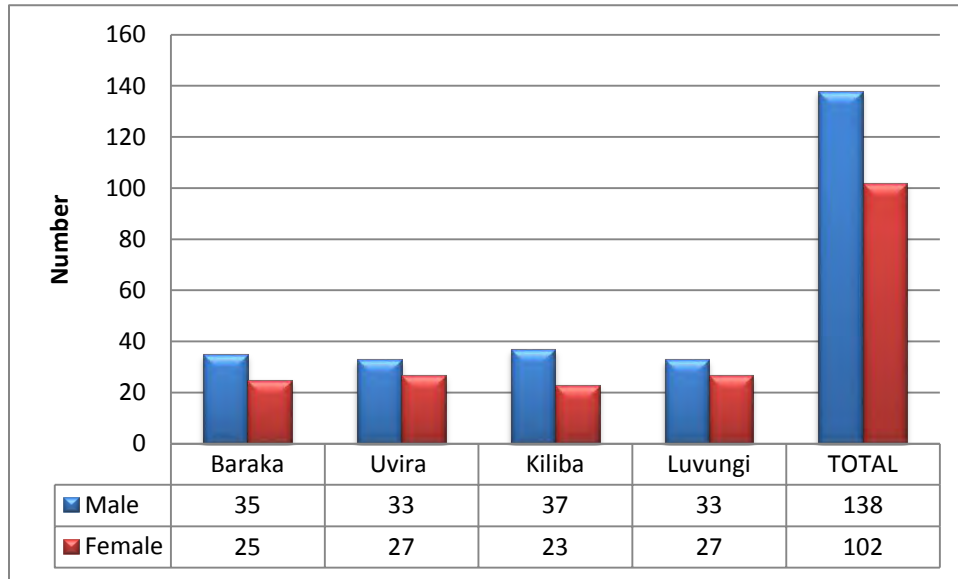
Findings show that LMC members are themselves largely uninformed on land and mineral law. Not only can lack of knowledge of mining and land laws become a source of potential conflict (as persons who are not knowledgeable of these laws could be exploited), but as South Kivu moves to a post-conflict environment, legal structures are likely to become more important.

Potential for sustainability of structures established by MCREC: Data support the potential sustainability of LMCs through widespread community ownership and the continued support of other donor projects having similar objectives as MCREC. It is noteworthy that a MCREC-associated structure, CDJP, which will continue to exist after MCREC, also provides support to the MCREC concept. A potential threat to sustainability appears to be the non-remuneration of LMC members, which can result in lack of incentive and motivation.

APPENDIX A. SURVEY RESULTS

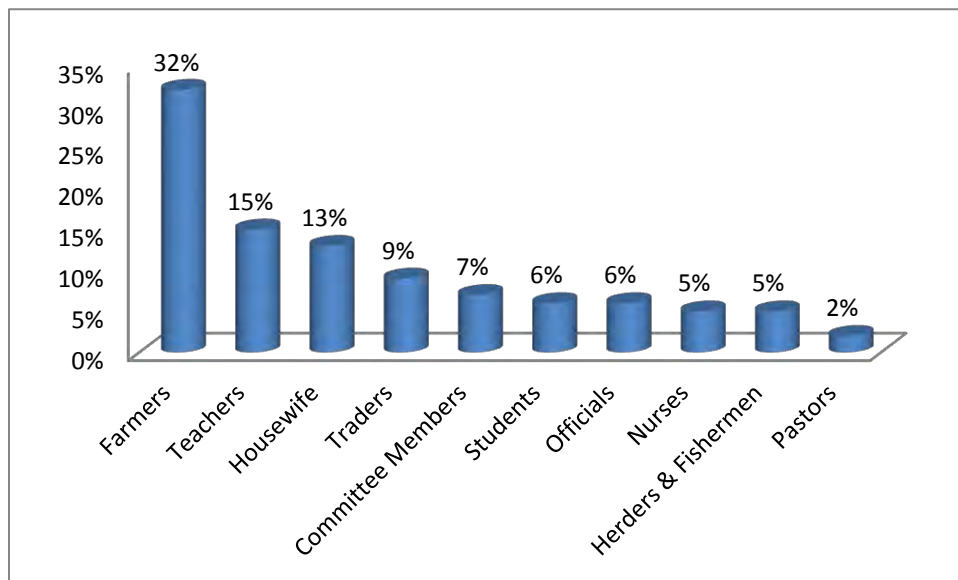
IDENTIFICATION OF RESPONDENTS

Figure1. Respondents by site and sex



Of the 240 respondents, 138 were male (57.5 percent) and 102 were female (42.5 percent). It has been noted that men were more available than women. This is due to the fact that women were very busy with domestic duties.

Figure 2: Respondent disaggregated function within the community

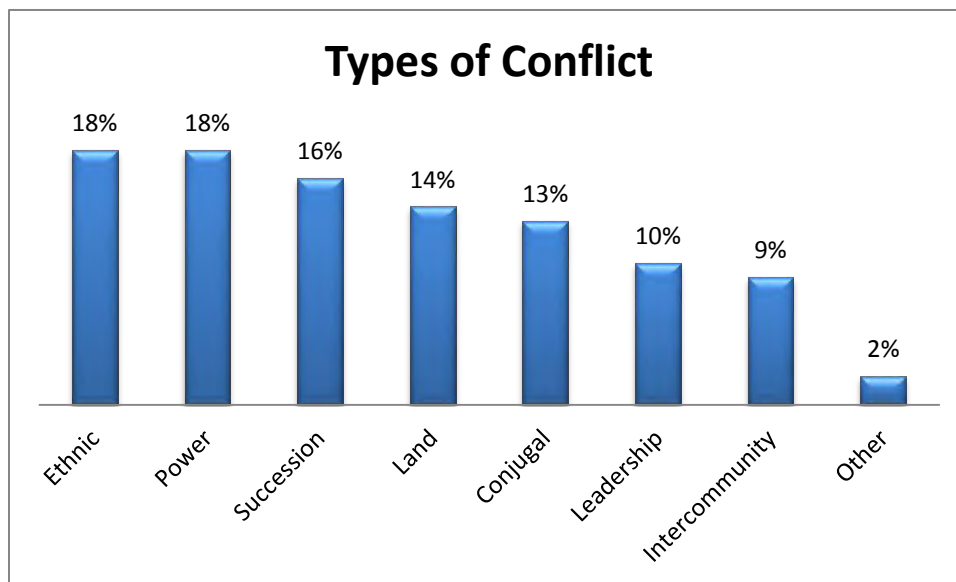


The 240 respondents were disaggregated by function in the community following the below proportions:

Function	Number of respondents	Percentage
Farmers	76	32%
Teachers	36	15%
Traders	21	9%
Cattle Herders & Fishermen	13	5%
Pastors	5	2%
Housewife	30	13%
Students	15	6%
Officials	15	6%
Nurses	12	5%
Committee Members	17	7%
S/Total	240	100%

CONFLICTS AND THEIR MITIGATION

Figure 3: Types of conflict



Of the 240 respondents:

- 235 (97.92 percent) recognize the existence of conflicts in the targeted villages; and,
- 5 (2.8 percent) said there are no conflicts in their villages (this was particular for Kiliba).

Of the 235 respondents:

- 33 respondents reported land conflict (14 percent);
- 37 pointed out at conflict of succession (16 percent);
- 42 said there were ethnic conflicts (18 percent);
- 24 supported the existence of leadership conflicts (10 percent);
- 31 affirmed that they live with conjugal conflicts (13 percent);
- 21 said there were intra and intercommunity conflicts (9 percent);
- 43 converged on conflict of power (18 percent); and,
- 4 cited other conflicts (2 percent).

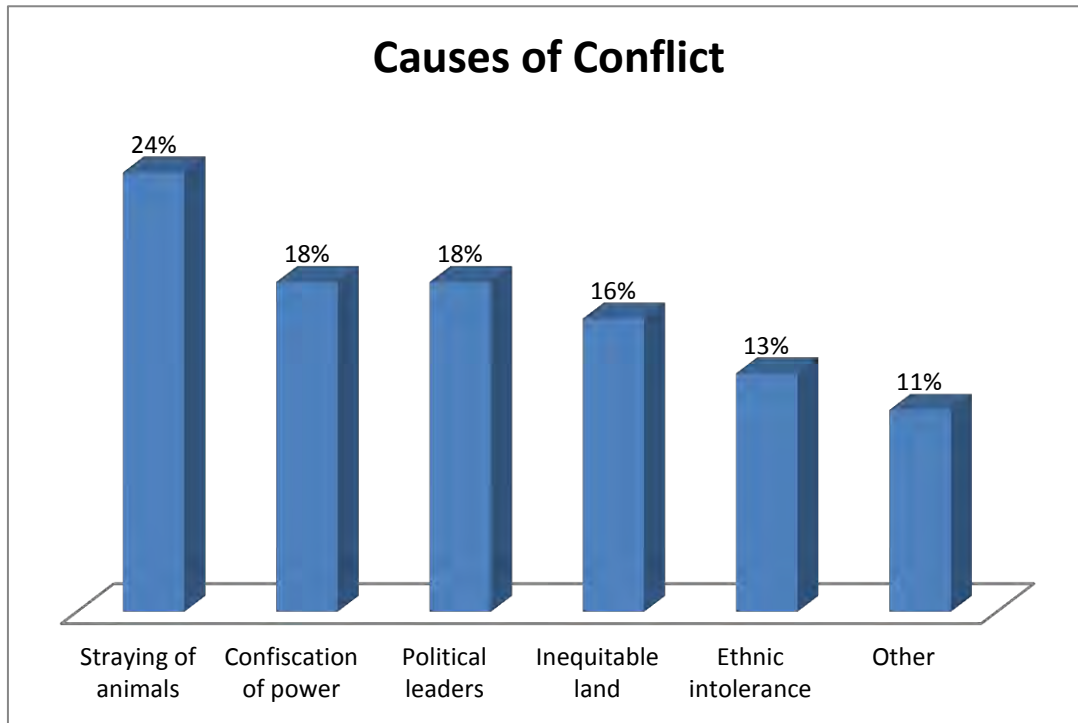
Figure 4: Actors of conflicts



According to the 240 respondents, originators of conflicts in communities are:

- Farmers: 81 respondents (34 percent);
- Livestock herders: 57 respondents (24 percent);
- Community leaders: 46 respondents (19 percent);
- Local authorities: 38 respondents (16 percent); and,
- Others: 18 respondents (7 percent).

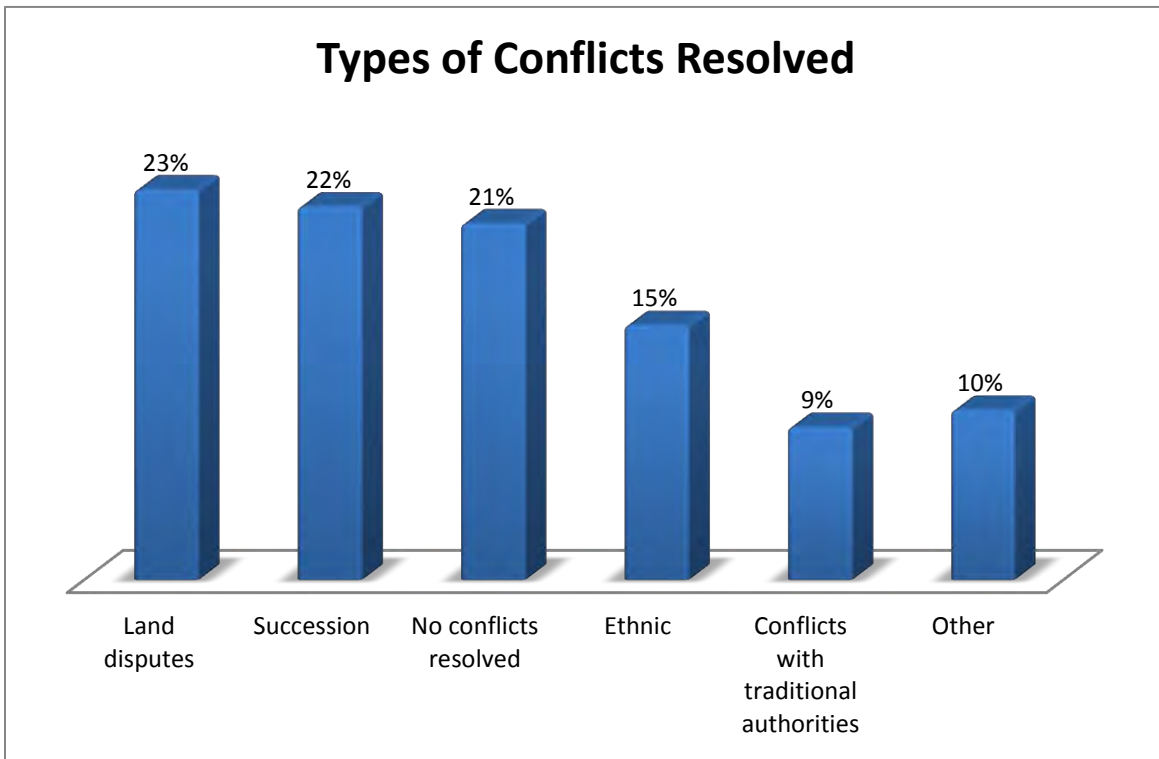
Figure 5: Causes of conflicts



The 240 respondents gave the following responses:

- The straying of animals: 57 respondents (24 percent);
- Confiscation of power by dominant ethnic groups: 44 (18 percent);
- Political leaders that entertain conflict in the country: 44 respondents (18 percent);
- Inequitable distribution of land: 39 respondents (16 percent);
- Ethnic intolerance: 29 (13 percent); and,
- Other: 27 respondents (11 percent).

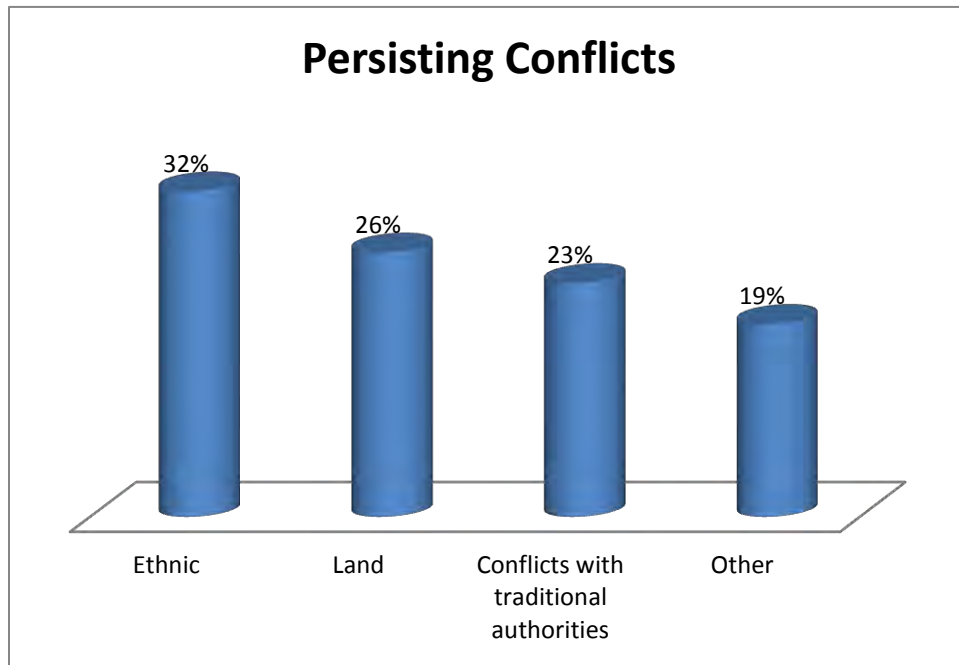
Figure 6: Types of conflicts resolved



According to the 240 respondents, the conflicts considered to be resolved were disaggregated following the below proportions: (Perception of survey hearing witnessed conflicts resolved in subject area)

- Land disputes: 54 respondents (22.5 percent);
- Conflicts of succession: 52 respondents (22 percent);
- Conflicts with traditional authorities: 23 respondents (9.5 percent);
- Ethnic conflicts: 35 respondents (15 percent);
- Other conflicts: 25 respondents (10 percent); and,
- No conflicts considered to be resolved: 51 respondents (21 percent), with the majority of respondents in Kiliba.

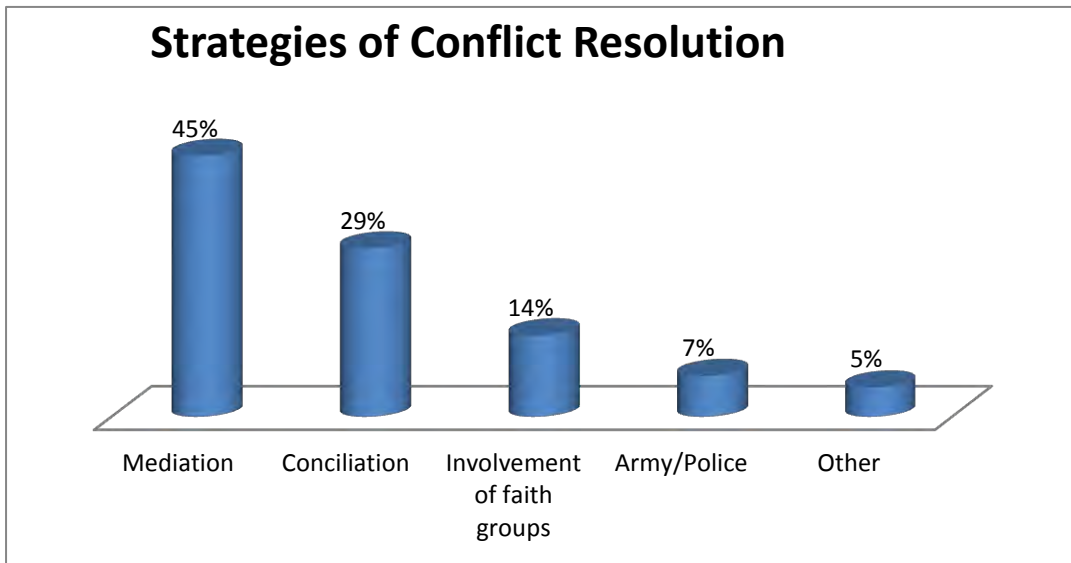
Figure 7: Persisting conflicts



Of the 240 respondents, the following are the conflicts that persist:

- Ethnic conflict – 76 respondents (32 percent);
- Land conflicts that persist – 63 respondents (26 percent);
- Conflicts with local authorities – 56 respondents (23 percent); and,
- The other conflicts combined – 45 respondents (19 percent).

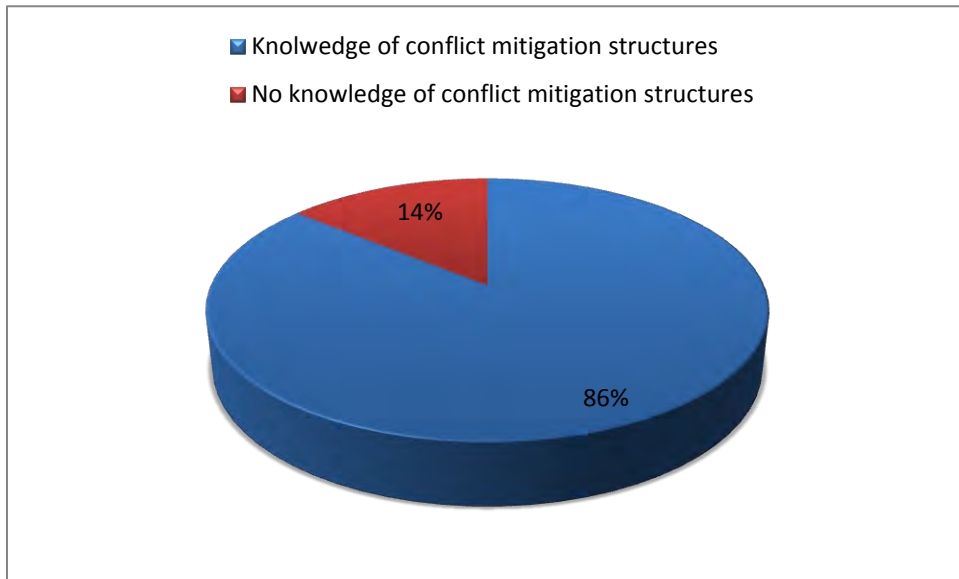
Figure 8: Strategies used in resolving conflicts



Of the 240 respondents:

- Mediation appears to be the most used method to resolve conflicts according to 107 respondents (44.5 percent);
- Conciliation was noted by 70 respondents (29 percent);
- The involvement of religious groups follows with 33 respondents (14 percent);
- The army and the police were identified for 18 respondents (7.5 percent); and,
- Other, 12 respondents (5 percent).

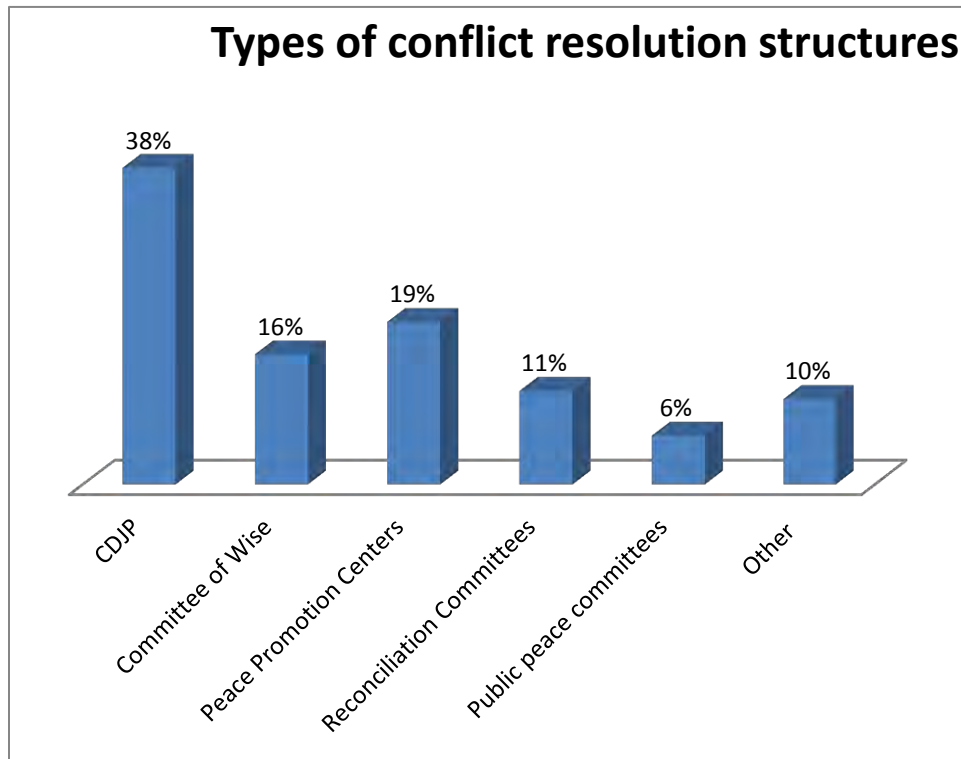
Figure 9: Knowledge of conflict mitigation structures



Of the 240 respondents,

- 206 (86 percent) recognize the existence of conflict mitigation structures in the villages;
- 34 (14 percent) are not aware of anything concerning the MCERC structures.

Figure 10: Types of conflict mitigation structures

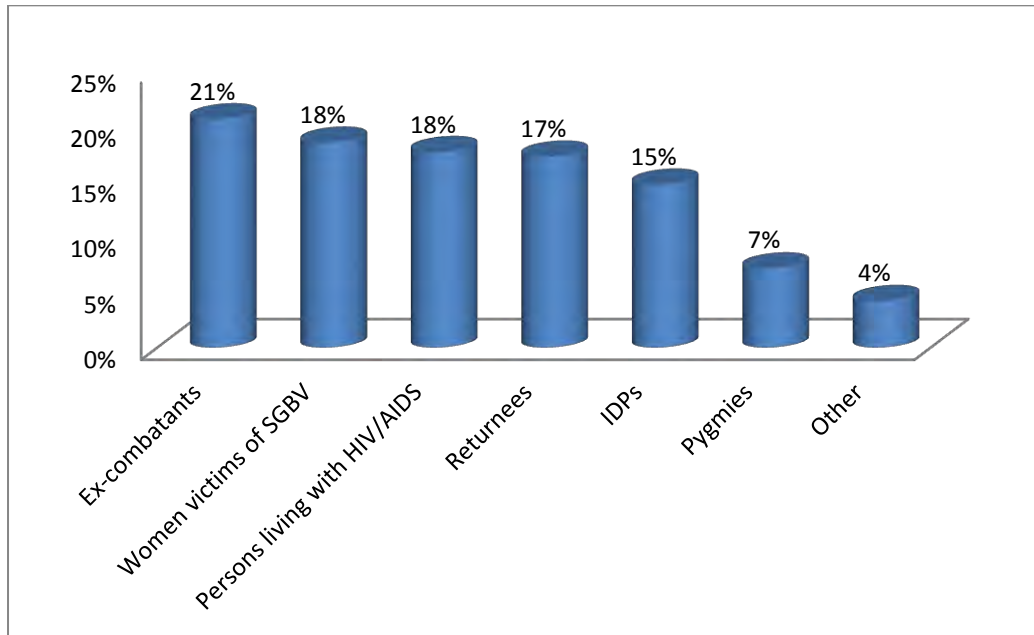


Of the 206 having knowledge on conflict mitigation structures, the following were identified:

- CDJP, the sub-grantee of CRS had 78 respondents (38 percent);
- Committee of the Wise according to 32 respondents (16 percent);
- Peace Promotion Centers with 40 respondents (19 percent);
- Reconciliation committee according to 23 respondents (11 percent);
- Public peace committees developed by the State for 12 respondents (6 percent); and,
- Other, 21 respondents (10 percent).

SPECIAL GROUPS (MARGINALIZED GROUPS)

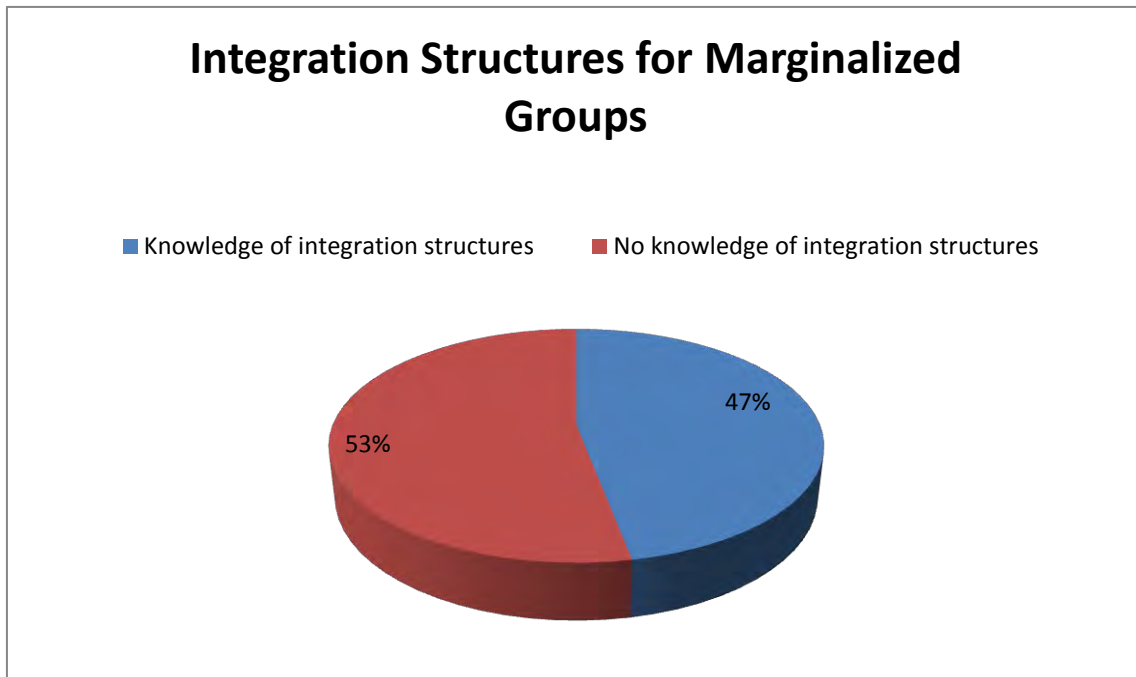
Figure 11: Different categories of marginalized persons identified



Groups of populations identified as marginalized or at risk of marginalization by 238 respondents (2 people did not answer) include:

- Ex-combatants according to 49 respondents (21 percent);
- Women victims of sexual abuse according to 44 respondents (18 percent);
- Persons living with HIV/AIDS according to 42 respondents (18 percent);
- Returnees with 41 respondent (17 percent);
- IDPs according to 35 respondents (15 percent);
- Pygmies by 17 respondents (7 percent); and,
- Other according to 10 respondents (4 percent).

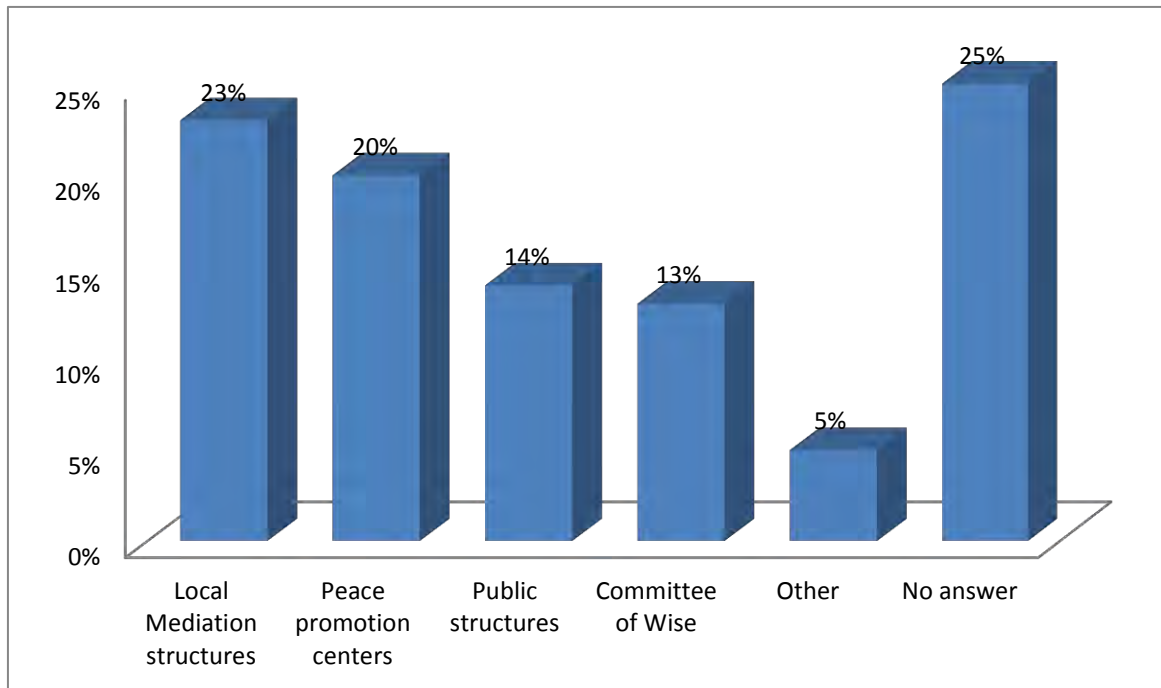
Figure 12: Knowledge of integration structures for marginalized groups



Of the 240 respondents:

- 113 (47 percent) are aware of the existence of integration structures for marginalized persons; and,
- 127 (53 percent) responded they have no knowledge about this.

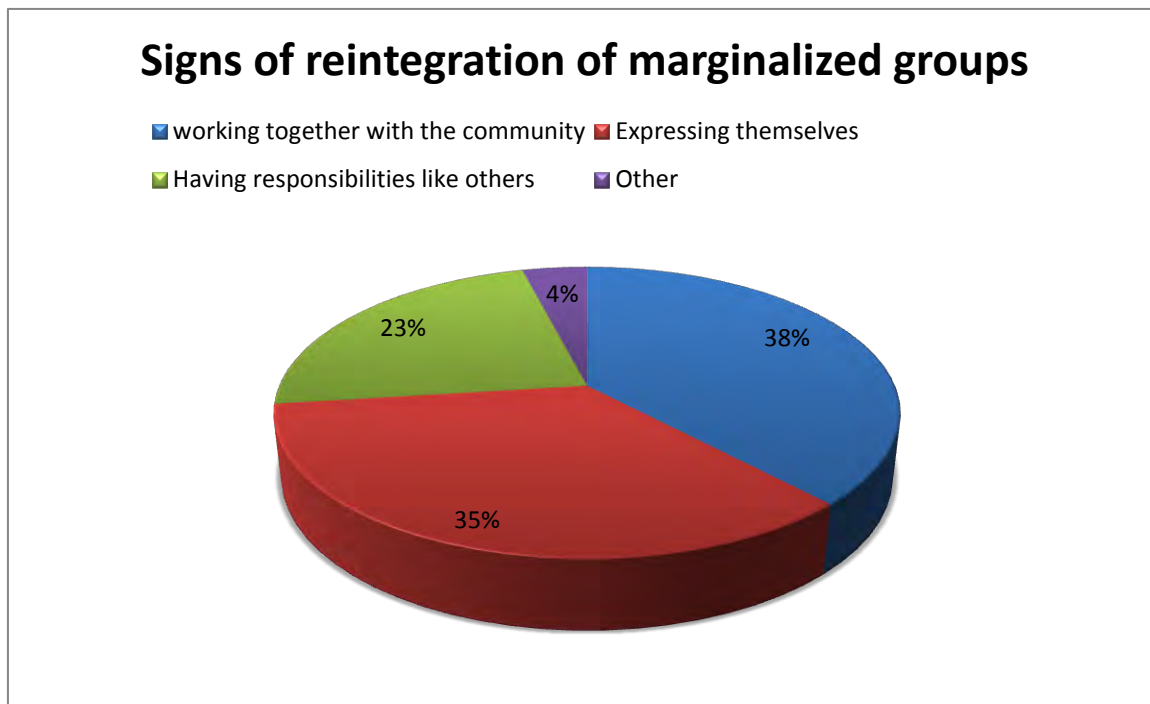
Figure 13: Identified structures for integrating marginalized persons



Of the 240 respondents:

- The Local Mediation Committees had 56 respondents (23 percent);
- Peace Promotion Centers with 49 respondents (20 percent);
- Public structures according to 34 people (14 percent);
- Committee of wise according to 31 respondents (13 percent);
- Other for 11 respondents (5 percent); and,
- 59 respondents (25 percent) did not answer the question.

Figure 14: Signs of community reintegration of marginalized persons



240 respondents gave the following views:

- Marginalized people work together with the rest of the population in community tasks according to 92 respondents (38 percent);
- They can express themselves in public according to 83 individuals (35 percent);
- They have responsibilities like others for 56 respondents (23 percent); and,
- Other signs with 9 respondents (4 percent).

PARTICIPATION IN LOCAL GOVERNANCE OF COMMUNITY STRUCTURES OF THE CIVIL SOCIETY

Figure 15: Existence of legally recognized structures according to respondents by site



Of the 240 respondents:

- 144 respondents (60 percent) recognize the existence of legally established institutions; and,
- 96 respondents (40 percent) were not aware of these structures.

The following table shows the head of legal structures that were recognized by the respondents:

Structures	Number of Respondents	Percentage
Chief of the Collectivity	73	30%
Head of Sector	33	14%
Head of Territory	114	48%
Others	20	8%

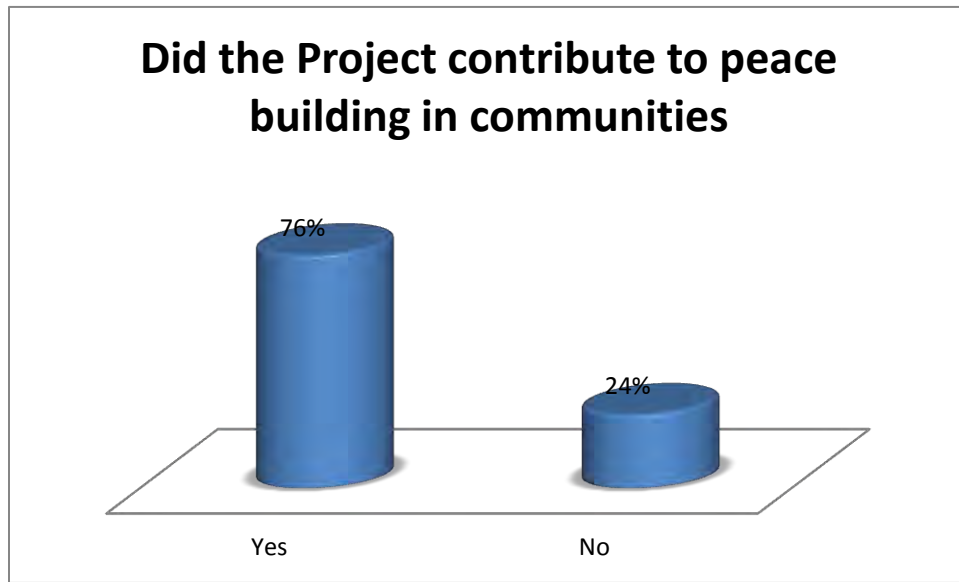
Figure 16: Satisfaction with the project inputs on peace building



Of the 240 respondents:

- 150 respondents (62.5 percent) were satisfied with services to communities on peace building through reconciliation of conflicting parties; and,
- 90 respondents (37.5 percent) were not satisfied with the services on peace building through reconciliation of conflicting parties.

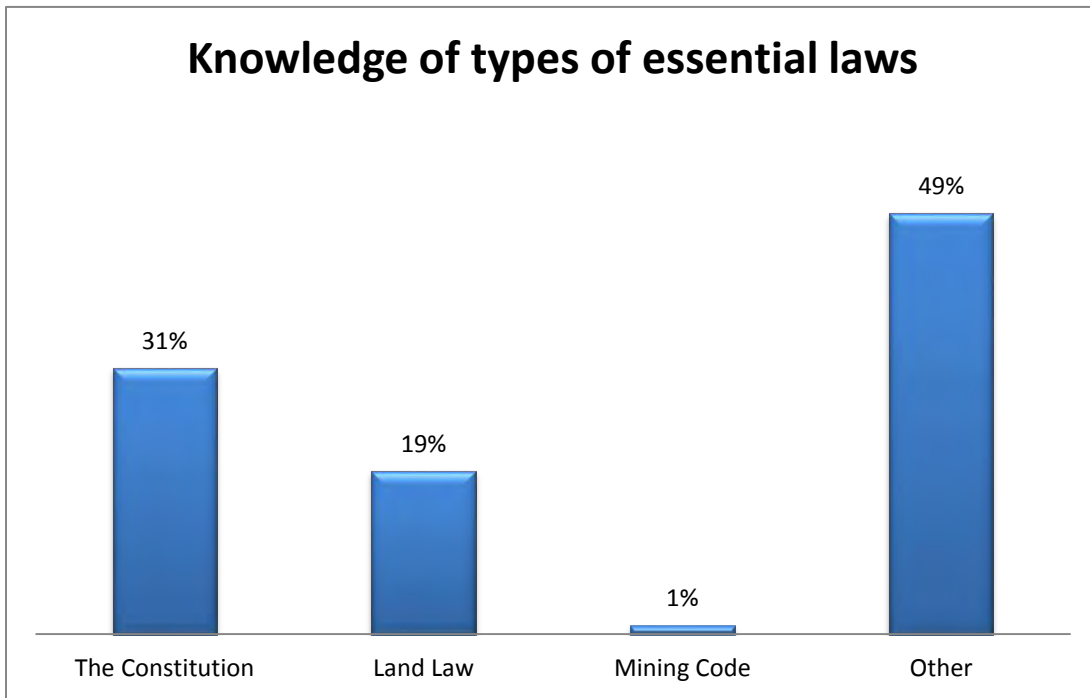
Figure 17: Project's contribution to peace building



Of the 240 respondents:

- 183 respondents (76 percent) said the project has contributed to peace building in targeted communities; and,
- 57 respondents (24 percent) abstained from answering or responded no.

Figure 18: Knowledge of types of essential laws

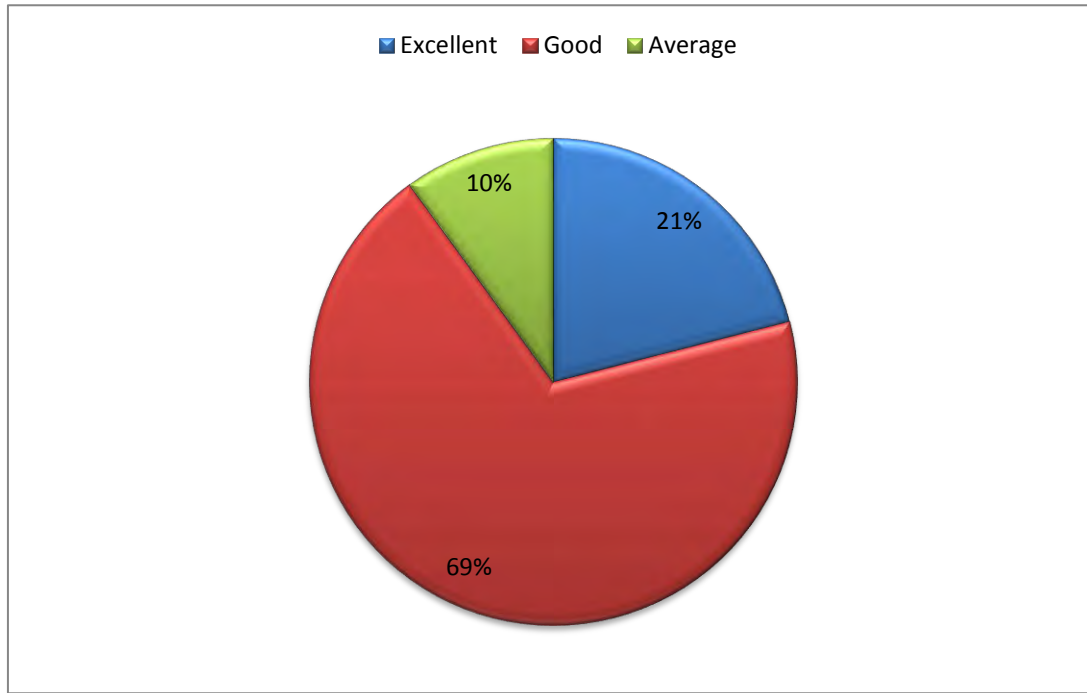


The 240 respondents affirmed having knowledge of essential laws as follows:

Law	Number of respondents	Percentage
The constitution of the Country	74	31%
Law on Land	46	19%
Mining Code	3	1%
Others	117	49%

COLLABORATION WITH PROJECT ACTORS AND THEIR PARTNERS

Figure 19: Assessment of collaboration with other stakeholders by site

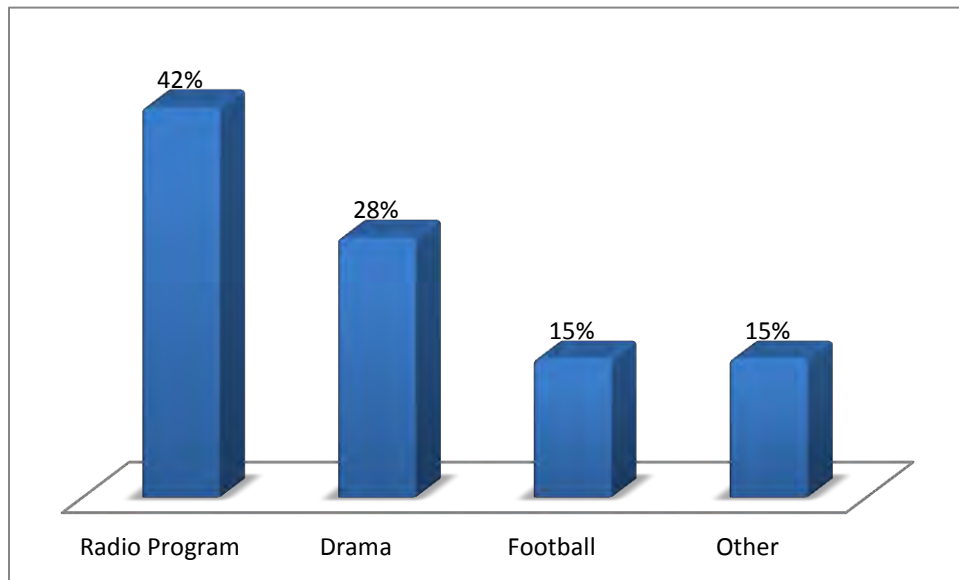


Collaboration with other stakeholders was mentioned by the following number and percentage of respondents:

- Good for 165 persons (69 percent);
- Excellent for 50 respondents (21 percent); and,
- Average for 25 persons (10 percent).

AWARENESS BUILDING

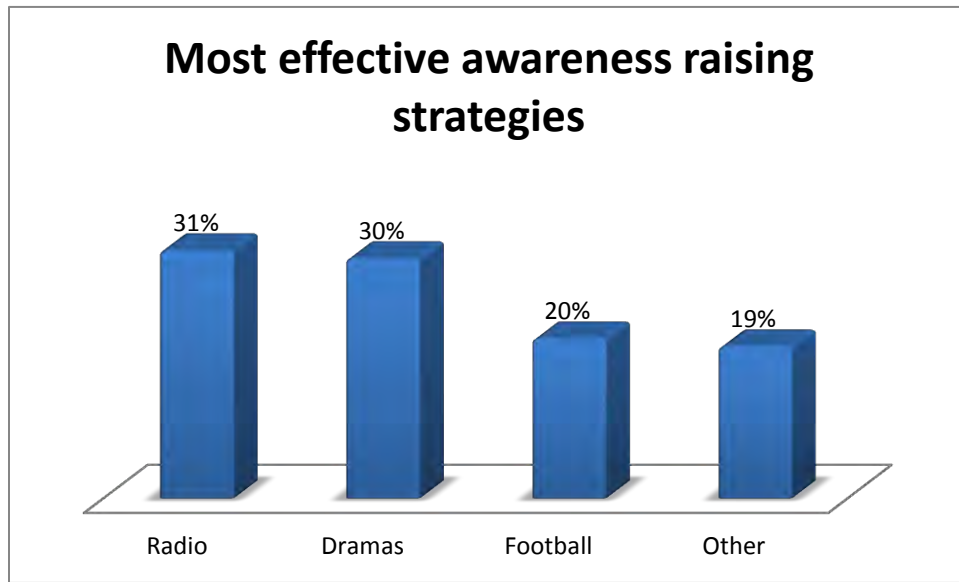
Figure 20: Recreational activities for awareness-raising



The following recreational activities were mentioned by the 240 survey respondents:

- Football: 36 respondents (15 percent);
- Dramas: 67 respondents (28 percent);
- Radio programs: 101 respondents (42 percent); and,
- Others: 36 respondents (15 percent).

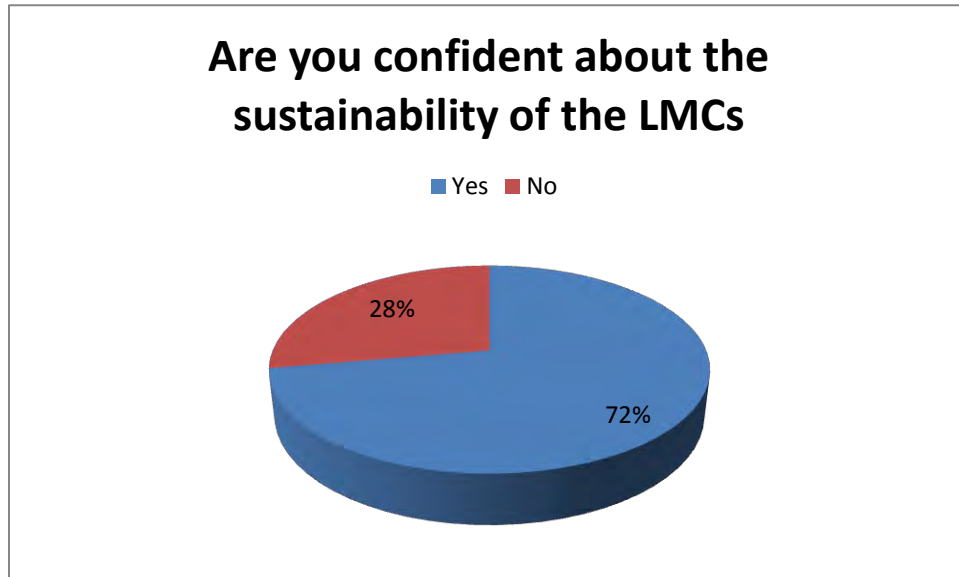
Figure 21: Effectiveness of the approach used for the sensitization for pacific cohabitation by site



- Dramas: 72 responses (30 percent);
- Football matches: 48 responses (20 percent);
- Radio programs: 74 responses (31 percent); and,
- Other activities: 46 responses (19 percent).

ASSESSMENT OF THE SUSTAINABILITY OF THE ESTABLISHED STRUCTURES

Figure 22: Evaluation of the sustainability of LMCs



Of the 240 respondents:

- 174 respondents (73 percent) were confident about the continuity of LMCs beyond the project cycle; and,
- 66 individuals (28 percent) think LMCs will no longer exist because the members have no motivation for their work.

APPENDIX B. PHOTOGRAPHS



APPENDIX C. SCOPE OF WORK

USAID/DRC MONITORING AND EVALUATION (M&E) PROJECT

MSI & CRS EVALUATION STATEMENT OF WORK (SoW)

1. PURPOSE

This statement of work presents a plan for an evaluation to be conducted for the USAID/DRC Peace and Stability office on two current projects, the:

1. Promoting Stabilization and Community Reintegration Project (MSI), and
2. Mobilizing Communities for Reconciliation in Eastern Congo Project (CRS).

Both projects provide development assistance for community reconciliation and peace building. They are similar in the geographic area they cover in South Kivu in addition to North Kivu for MSI, and time period in which they operate, but differ in their programming and in amount of resources available to carry out activities. Details are provided below.

Project	Award Amount	Time Period	Geographic Coverage
Promoting Stabilization and Community Reintegration Project (MSI)	\$15,000,000	10/1/2009 – 9/29/2011	Eastern Congo:30 communities in North & South Kivu
Mobilizing Communities for Reconciliation in Eastern Congo Project (CRS).	\$596,978	8/1/2009 – 7/31/2011*	Eastern Congo: 18 communities in South Kivu Province

*It is our understanding that the CRS project has been extended an additional year.

With agreement of the USAID Programs Office and the Peace and Stability team, the M&E Project proposes to include both projects in the same general evaluation framework. Combining both enables the evaluation team to better compare and contrast the two different projects and to draw some lessons learned for future programming. Additionally, the dTS project will be better able to organize its resources for this work.

Though the projects share many similarities, differences in programming approach and resource level requires us to treat each program separately in the evaluation, though coordinated under the same general framework. For all practical purposes, both projects are in mid-program phase, and this evaluation serves as an independent mid-program review. The specific audience for materials resulting from this evaluation is USAID/DRC technical and program staffs, with the purpose to better understand the community-level approach and provide information to be used in designing follow-on projects under this area.

II. BACKGROUND

The overarching goal of U.S. foreign assistance is enabling stability in the DRC, as stated in the Country Assistance Strategy (CAS) the Mission now operates under. The USAID/DRC's Peace and Stability Office's priority goal is to increase stability by mitigating the causes and consequences of conflict in the country. The CAS lists two focal areas of this objective:

1. Promote conflict prevention mitigation and resolution, as well as stabilization and recovery, with an initial focus on the ongoing tensions in Eastern DRC.

2. Promote security sector reform and professionalization of the Congolese armed forces and police.

Both projects included in this proposed evaluation fall under the first item. The approaches listed under the first focal area include:

- Direct support to the Amani (Kivus) Peace, Security, and Development process, including technical assistance and material support for peace-building activities.
- Support of stabilization and recovery activities, including a) security – disengagement and disarmament, integration into the army or reintegration into civilian life; b) political – negotiations; c) extension of state authority – establishing essential services of the state, including police presence; and d) return and reintegration – internally displaced persons, refugees and ex-combatants as well as community-based recovery, and care and treatment of victims of conflict.
- Address other drivers of conflict such as land tenure and competition for natural resources and issues that may arise in the run-up to elections or because of historical tensions.

The two projects address a combination of these approaches in varying extent.

1. Promoting Stabilization and Community Reintegration Project (PSCR)³

The MSI project’s objective is to promote peace, and in the process create short-term peace dividends in North and South Kivu. The program is expected to achieve short-term results that are visible within six months by ‘hitting-the-ground-running’ and working closely and directly with local communities. USAID identifies four intermediate results in PSCR’s statement of work:

- Improved or increased productive infrastructure
- Strengthened social mechanisms for community empowerment and transformation
- Enhanced participatory local governance with community and civil society organizations
- Extended reintegration of marginalized people into communities.

MSI is teamed up with International Alert (IA) for this project. IA carries the community conflict resolution component of the work.

PSCR has been active in 17 communities:

North Kivu	South Kivu
Kiwandja	Hombo
Rutshuru	Izege
Ntamugenga	Kamanyola
Kingi	Mulamba
Kibumba	Bwegera

³ PSCR COP Herve de Baillenx and DCOP Sarah Hughes were interviewed in preparation for this document.

Kimoka	Mutarule
Sake	Sange
Karuba	Kalundja
	Baraka

Ituri, a third district, was dropped from MSI's scope of work due to funding issues.

PSCRIP works through establishing/strengthening Peace Committees and Development Committees in target locations. The Peace Committees were established first. There are some issues concerning the non-elective process by which committee members were selected. The Peace Committees have emerged to take on some substantial issues and call upon state authorities to address their issues.

Building upon this, the communities elected members to the Development Committees, which focus on reaching community agreements around a reconstruction agenda. Through this process, PSCRIP imparts skills of accountability and funds management, along with conflict resolution, to committee members, and, by involvement, with the larger community.

These committee structures provide a mechanism for inclusion, ensuring ex-combatants and other priority groups are involved in the process and activities. However, project staff emphasize that PSCRIP does not specifically target reintegration of ex-combatants and refugees. Rather it serves a broader community reconciliation and peace building agenda.

The program does not focus on these target groups, which would serve to isolate them from the community according to program management. The program ensures members of these groups are included in the activities.

A key component of this program is the small grants program. Small grants for small community reconstruction projects made up the first phase of the program. These projects are all due to be completed by the end of January 2011. Bigger grants (up to \$50,000) for larger infrastructure projects are the focal point of the second phase of the program, which is now under way. Project management stresses the importance that the grant component makes in their work.

The work of the Peace Committees begins to lose traction after an initial period. The reconstruction grants provide an incentive for community members, through the Development Committees, to continue working together for a common good. Important skills are imparted to committee members in the process of deciding the target for the grant. (To date, all grants have been awarded for infrastructure projects.) Part of the learning process is to resolve conflicts that emerge when deciding upon use of the reconstruction grants. Long-term sustainability will be evidenced through the establishment/strengthening of provincially based NGOs and the ongoing functioning of peace committees after project support ends.

Program management provided the following points for consideration in the evaluation:

- MSI chose the sites for program intervention and got USAID approval for the selected sites. In some cases, conditions, which made work unfeasible in one community or area, would also affect other areas that shared the basic characteristics or factors.
- The program is not intended to specifically benefit marginalized groups, but to ensure they are included in the process. There was a high rate of involvement of marginalized group members at the beginning of the

project, but this has declined when they discovered they would not receive special treatment through the program.

- Reintegration of ex-combatants is not emphasized as a separate activity or goal of the project.

The time frame of the project makes it difficult to see sustained results. Part of their mandate is to coordinate with the rollout of the government reconstruction program, which is still to occur. Also, using a participatory community approach to reconstruction is not the most efficient way to achieve quick results. Mentoring community committees requires much training and this calls heavily upon program resources. When measuring the results achieved by the infrastructure grants, one must also account for the social benefit achieved through the participatory approach, rather than evaluate the work completed without this context. In other words, one may expect to see more achieved if these projects had been directly contracted outside the participatory community process.

2. Mobilizing Communities for Reconciliation in Eastern Congo Project (MCREC)⁴

The goal of the CRS MCREC project is to avert violent conflicts in conflict-affected communities in South Kivu. MCREC seeks to mobilize communities for reconciliation by developing the capacity to manage and resolve conflict, enabling them to provide assistance to help people manage trauma and feelings for revenge, and promote the will to engage in the reconciliation process.

USAID has assigned three objectives to this program:

1. Ex-combatants no longer threaten local communities with violence, with two intermediate results:
 - a. Ex-combatant groups accept non-violence agreements with local communities
 - b. LMCs are engaged in managing sustainable reconciliation processes with ex-combatant groups
2. Ex-combatants and returning IDPs and refugees reintegrate nonviolently into 18 target communities in southern South Kivu Province, with three intermediate results:
 - a. Local conflict-resolution mechanisms are strengthened
 - b. Women, youth, faith-based and other local groups are involved in reconciliation activities
 - c. 18 target communities adopt action plans to ensure the nonviolent reintegration of ex-combatants and returning IDPs and refugees
3. 18 inter-ethnic or religious-identity conflicts have been settled, with one intermediate result:
 - a. Ethnic or faith communities in conflict are engaged in dialog for conflict-resolution and reconciliation efforts.
4. CRS works with the Diocesan Justice and Peace Commission (CJPC) of Uvira to implement program activities in the Uvira, Mwenga, and Fizi territories of South Kivu:

Uvira

Mwenga

Fizi

Uvira Center

Mwenga Center

Fizi Center

⁴CRS Head of Programs Aude Saldana Cazenave and MCREC Project Manager Martin Biayi Mutombo were interviewed in preparation for this document.

Kalundu	Kasika	Baraka
Kiliba	Kamituga	Mulweba
Luvungi	Kitutu	Mboko
Kamanyola		

The MCREC Project provides reconciliation training, conflict resolution skills and training, and sustainable reconciliation activities in the 18 target communities in which it works. The project works through the Local Mediation Committees (LMCs), which they have established and continue to support in 13 of the 18 target communities: 5 in Uvira, 4 in Fizi, and 4 in Mwenga.

In Year 1, the project established 13 LMCs, working with the CJPC and target communities to select leaders and CSO members. In total they have recruited 156 LMC members to manage the process of reconciliation. These members are not paid for this work. Training occurs once every two months, and topics include SGBV, human rights, land problems, access to power, reconciliation, mediation, and peace. This is a training of trainers (TOT) program and LMC members are expected to pass this knowledge and skills on to the larger community.

Concurrently, the project is mandated to resolve 18 inter-ethnic or religious-identity conflicts in these communities. The conflict resolution process began with a baseline study that identified 138 conflicts. Of these, LMC members confirmed that 127 remain current. The LMCs, with CJPC direction, chose 20 conflicts they wished to work on. MCREC reports that 19 of these have been resolved by this date.

The project also provides support for community gardens as one mechanism for community reconciliation. Leaders of the conflicting groups select the workers for the garden in each target area. Produce grown there is divided among the workers and is used to provide resources to maintain the gardens in the future. By the end of January 2011, six have been established.

Another MCREC activity is a sensitization program, which is essentially a communications effort targeting knowledge, attitudes, and behavior on such issues as land disputes and legal processes to resolve them. These activities include radio broadcasts, theatrical productions, and ‘sensitization sessions’ of an unspecified nature.

Reconciliation rituals are another feature of the program.

Long-term sustainability is to be achieved through continuation of the LMCs and community gardens after project completion. Additionally, one would expect some change in behavior, or increased knowledge associated with attitude change, resulting from the sensitization program among the wider community. Ultimately, a sign of sustainable impact would be the ongoing resolution of the conflicts solved by the LMCs, and an enduring base of skills and knowledge remaining in the communities to resolve future conflicts that may emerge after the project has passed.

III. OBJECTIVES OF THE EVALUATION

Evaluation approach

This evaluation will be a mid-program review of both the MSI and CRS projects. The overall purpose is to provide insights into the community reconciliation process. These inputs will assist USAID in mid-program corrections they may take. The evaluation will also provide guidance for the drafting of future program initiatives in this area.

Both projects will be evaluated using the same evaluation strategy, will use the same evaluation team, and will be fielded during the same time period. Combining these evaluations will increase the team's focus on the central issues of these projects: the community reconciliation process, what works and what does not, factors that increase or limit the sustainability of these interventions. The projects will be evaluated separately in terms of the expectations expected from each, the different environments they may be working in, as well as the different elements of their program activities.

Overall objectives of this evaluation are to:

1. Assess the implementation of USAID/DRC community reconciliation programming as evidenced by these projects;
2. Document the successes achieved toward community reconciliation and any peace dividends that may have resulted;
3. Identify strengths, weaknesses, challenges, and current trends in these initiatives that have implications for strengthening their future managerial, programmatic and funding directions;
4. Analyze the potential for sustainability of the structures established or strengthened for community reconciliation that are being developed by these projects; and to,
5. Develop materials to communicate USAID/DRC's accomplishments in community reconciliation and peace building.

Specific assessment objectives:

The specific objectives of the assessment are as follows:

- Analyze the security and political environment in the communities these projects operate in. Social unrest and violence create environments in which projects cannot successfully operate, or expect their staff to work in. These conditions, where they exist, must be assessed. The nature of these projects requires that the implementing partners operate in a recognized level of threat due to the nature of the work they agreed to undertake. There is a level, to be determined, where the environmental factors exceed reasonable operating conditions.
- Assess the similarities and differences between these two projects and determine the relative impact these factors have had on success.
- Determine the extent of any peace dividends that are being achieved by either program.
- Estimate the sustainability of the community initiatives toward resolving future conflict and promoting ongoing reconciliation.
- Identify benefits attributing to different subpopulations within these communities with reference to ethnic and religious groups; ex-combatants; IDPs, refugees, and returnees; and SGBV victims and **OVC**.
- Document results achieved to date and indicate the extent that future programming efforts may further this achievement.

IV. METHODOLOGY, DELIVERABLES, PLANNING, AND LOGISTICS

A. Methodology

Methodologies for this assessment will include:

Review of project documentation. The project team will review, as necessary, archived material related to both projects, as well as other information available in USAID DRC files, as needed, to finalize the evaluation instruments. This review has already begun. This review will include quarterly reports submitted by the two projects.

Assessment of the security and political situation. Both projects operate in areas prone to violence and insecurity. The evaluation team will work with the Peace and Stability team to assess the extent that program activities may have been set back in specific areas due to factors outside their control, which should be taken into consideration during the evaluation. Quarterly reports submitted by the projects are a starting point for this analysis in that they regularly identify security and/or political factors that limit their operations. One possible way to address this issue is by constructing a hazard scale for each community, in which:

- 1 = normal political and/or security conditions that are expected for these communities and should present no unusual operational problems for the implementing team.
- 2 = adverse political and/or security conditions that may hinder, but not stop, program activities.
- 3 = open conflict or political instability that stops program activities for a set period of time or entirely halts operations.

The scale would serve as a weight to be used when assessing program implementation and successes achieved to date. It would serve to discount lack of achievement in areas due to factors outside the reasonable control of the implementing partner. The evaluation team will work with the USAID Peace and Stability to develop this analysis. The next step would be to review this assessment with the implementing partners.

Data Collection. To facilitate the collection of quantitative and qualitative data, the following tools will be developed:

A. Focus Group Discussions (FGD) among committee members (LMCs, Peace Committees, Development Committees) in target communities. The purpose of the FGDs is to uncover underlying issues and factors determining the community reconciliation process, the program's contribution to peace building in the communities, and perceived differences between subgroups in participation and benefits received from the perspective of the direct beneficiaries of program activities. The discussions also provide indication of the impact training has had on those most connected to program activities. An additional FGD will be conducted in each location with community members who did not participate in any of the committees.

Representative discussion topics include:⁵

- The background of conflict in their community.
- Which conflicts have been reconciled during the time period of the program? How were these conflicts resolved? Would these conflicts have been resolved without assistance from the project?
- What is the potential for future conflict in their community? What will the conflicts concern? What is their estimate of their ability to resolve these potential conflicts? What will be required to maintain peace in their communities?

⁵NOTE: Not all topics are relevant to all committees or to both programs.

- What are the most important tools and resources they have gained to promote and maintain peace in their community as a result of participation in these projects?
- What are their upcoming plans for implementing project activities? How hopeful are they to achieve results from this process?
- What is the future for these committees when the project ends? How do they envision building upon and maintaining what they have accomplished?
- Will peace and reconciliation continue in their communities after the projects end?

B. Key Informant Interviews will be conducted with representatives of special groups. Among these are:

Representatives of the Justice and Peace Commission. Possible topics include: the process in which conflicts were chosen for LMC action, issues and obstacles overcome in managing the LMCs; results achieved; factors that stopped program success; potential for sustainability; factors required to maintain and build upon community reconciliation.

Community leaders. Possible topics include: how members were selected for inclusion in these committees; examples of how the work done by the committees benefited their community; what conflict has been resolved as a result; what is the potential for future conflict in their community; how will participation in the project help maintain peace and promote reconciliation; what is their estimate of sustainability for the committees and progress achieved after the program ends.

Leaders of special groups. Representatives will be selected from different ethnic-religious subgroups within the community, as well as from special populations including women, SGBV and OVC advocates or care providers, ex-combatants. Possible topics include:

Local and Regional Government Officials. Possible topics include: How does the work done by the different committees contribute to or deter the work they are doing toward reconciliation and peace building; what successes have they observed, if any, in the work done by these projects; what is the potential for future conflict in these communities, and how will the experiences gained from the project affect this; what is their assessment of the future sustainability of these initiatives and what factors may increase or decrease this potential.

C. Community survey to have a quantitative estimation of the benefits perceived from program activities in their communities. The purpose of the community survey is to gauge the wider impact achieved from these projects on the community level. The community survey will include a beneficiary component to track and assess the differential benefits obtained directly through participation in program activities or indirectly as a result of beneficial outcomes realized in their community.

Possible topics include:

- Conflict
 - How bad has conflict been in their community over the past three years?
 - What are the most important conflicts they have had?
 - What are the most important conflicts that are still to be resolved?
 - How is the situation now in their community with regards to conflict?

- Reconciliation
 - What efforts have been made in their community to resolve conflicts between groups?
 - Is reconciliation working? Why or why not?
 - Is reconciliation important to them?
 - What suggestions do they have for the reconciliation process?
- Awareness
 - Do they know about any activities carried out in their community to help resolve conflict? What are these?
 - Have they heard anything about the committees (LMC/Peace Committee/Development Committee)?
 - Do they know anyone who works on any of these committees? Do they work on one of the committees?
 - Have they ever attended any meetings conducted by these committees?
 - Do they know about the community gardens? What is the purpose of these gardens? How does the community benefit from them?
 - Do they know of any reconstruction projects carried out by these projects? What was accomplished by this reconstruction?
 - How important to them is the (item constructed) to the community? To them personally?
- Sensitization
 - Have they seen any materials or information regarding conflict and different issues that cause conflict in their community?
 - What information have they seen or heard? From what source?
 - Do they know of any theater events about community conflict and reconciliation? Did they ever attend one of these events?
 - Have they heard anything on the radio about community conflict and reconciliation? When was this? What do they remember about it?
- Future outlooks
 - Will there be reconciliation in their community in the near future?
 - What may cause conflict in the future?
 - How useful will these reconciliation efforts be toward maintaining peace?
 - Are these committees important? Should they continue?
 - What is the best cost-effective way to reach the desired outcome within the target communities?

4. Sampling

Sampling will be needed on four levels:

1. Selection of communities. The first step is to determine which communities may be omitted because conflict and/or political conditions have halted program operations. The next step is to identify the several communities in which both projects are active, and select them. As a final step, a sample should be selected from those communities that remain. Criteria for selection should be the degree of hazard in each community (a selection from the different categories), the extent of program activities (selecting the most and least successful), geographic coverage, and the different subgroups and/or conflicts involved. The evaluation team will work jointly with USAID to select these communities.
2. Recruitment for FGDs. Discussion group participants will include all current members of the different committees in each selected community. An effort will be made to identify members that are no longer active in the committee, and to interview them separately.
3. Selection of key informants. The evaluation team will work with the two projects to identify the CJPC representatives, community leaders, and local and regional state officials to be interviewed. Representatives of special subgroups within each community will be selected following discussions with community leaders and implementing partner program staff.
4. Community surveys. The evaluation team will need to determine the best methodology to use when conducting community surveys from among the several different approaches that may be used. The guiding criteria will be that the surveys are representative of the social characteristics of each community, and that valid survey research methodology is used. Determining the appropriate methodology requires a review of best practices used in this area given the communities involved, and requires more consideration into this question than possible in this draft.⁶

B. Deliverables

Expected outputs of the assessment are:

- Detailed documentation of USAID Peace and Stability community reconciliation programming in the Eastern DRC.
- One brief results summary of USAID/DRC Peace and Stability efforts utilizing data collected through the evaluation.
- Draft recommendations for future community reconciliation programming.

Draft Evaluation Report Outline

The evaluation report will include the following items:

I. Executive Summary: Key findings and recommendations

II. Introduction and Background

Definition of the problem

Summary of projects

⁶ For example, a random household survey may not be possible given lack of statistical information about household and community structure. The security situation may not allow for unknown interviewers to wander around the community. These issues need to be determined and the best methodology developed given the environment.

III. Program Results

Relevance: How well do the projects focus on their goals?

Effectiveness: Are the projects accomplishing their objectives?

Impact: To what extent are the projects benefitting the people in the target communities?

Sustainability and Replication: Are the activities and results likely to be sustained after the project is completed? To what extent can the activities and results of the project be replicated?

IV. Considerations for special populations and gender

V. Conclusions

VI. Recommendations for future USAID programming

APPENDIX D. QUESTIONNAIRE

Annex E.1. Survey questionnaire for project beneficiaries

SITE OF: Territory of Province of.....

Data collection date:

Interviewer:

Theme I: Identification of interviewee

1.1. Gender:

1.2. Function in the community:

Theme II: Conflicts and their resolution

2.1. Do conflicts exist in your villages?

- Yes

- No

- No responses

2.2. If yes, what type of conflicts?

- Succession conflicts

- Marital conflicts

- Community conflicts

- Power conflicts

- Ethnic conflicts

- Land conflicts

- Leadership conflicts

- Other

.....

.....

2.3. Who are responsible for or actors of conflicts?

- Breeders

- Farmers

- Traditional authorities

- Public/State power

- Other

.....
.....
2.4. Why do conflicts exist in our village?

- Unequal distribution of lands
- Confiscation of power by one ethnic group
- Animal straying
- Ethnic intolerance
- Political leaders fuel conflicts
- Other

.....
2.5. What are the conflicts considered resolved?

- Land conflicts
- Traditional conflict
- Ethnic conflicts
- Succession conflicts
- None
- Other

.....
2.6. What strategies are resorted to resolve conflicts?

- Mediation
- Conciliation
- Army or police
- Force by one ethnic group imposing itself on another
- Faith based groups
- Other

2.7. Is the strategy good or bad? If bad, which one seems adapted?

.....
2.8. Do you have another structure intervening in conflict resolution?

Yes No

2.9. If yes, which one?

- Peacemaking committee initiated by the State
- Justice and Peace Commission
- Baraza/forum of elders
- Peace core
- Reconciliation Committee
- Other

2.10. How many conflicts have been settled through this structure?

.....
.....

2.11. Where are persistent conflicts in your village?

- Land conflicts
- Traditional conflicts
- Ethnic conflicts
- Other

Theme III: Marginalized groups in the communities

3.1. What are marginal groups existing in your village?

- Women associated with armed groups
- Pygmies
- Demobilized
- Raped
- Displaced
- Returnees
- HIV/AIDS patients
- Other

3.2. Is there a structure tackling the integration of such groups into the community?

Yes No.

3.3. If yes, which one?

- Peace core
- Development local committee
- Public/State power
- Inter-community barza/forum
- Other

3.4. What are the signs of an integration of marginalized persons within the community?

- The marginalized and the population work together in community works
- The marginalized speak out in public
- The marginalized occupy responsibility positions like others
- Other

3.5. Give an estimate of the number of integrated and nonintegrated persons within the community in your village?

Theme IV: Infrastructures

4.1. Is there a structure in charge of the improvement, rehabilitation and construction of infrastructures in your locality, in your village?

If yes, which ones?

.....
.....

4.2. What/have this/these structure(s) achieved in your village?

- School
- Bridge
- Dispensary/Clinic
- Other (to be specified)

4.3. Are you satisfied with this/these achievement (s)? Yes No

Why

.....
.....

4.4. Do you think that those achievements are sustainable?

Yes No

Why

.....
.....

Theme V: Participation in the local governance of the community structures of the civil society

5.1. Are there legally established institutions in your village? Yes No

5.2. If yes, which ones?

- Locality chief
 - Grouping chief
 - Territory administrator
 - Other
-

5.3. Are there parallel institutions established by any armed group in your village/locality/grouping/territory?

- Locality chief
- Grouping chief
- Territory administrator
- Other

5.4. If yes, why?

- Weak State authority
- Rebellion consequences persist
- There are many conflicts
- Other

5.5. Do you have information on the legal texts governing the management of your entity?

Yes No

5.6. If yes, which ones?

- The Constitution
- The land law

- The mining law

- Other

5.7. Are you satisfied with the services provided to the grouping/locality by the project of community mobilization for peace building? Yes No

If yes, which ones ?

If no, why?

.....

5.8. What are the positive or negative changes obtained through services provided by the project?

.....

.....

Theme VI: Collaboration between actors

How do you assess the collaboration between project managers and local, provincial and other authorities (STAREC, International NGOs, local NGOs...)?

.....

.....

.....

Theme VII: Sensitization

7.1. Cite recreational activities organized in the village by the peace consolidation committees?

.....

7.2. Which approach has been most efficient in sensitizing about community cohesion?

Peacemaking radio programs;

Plays;

Inter-community football matches

Other inter-community recreational activities

Theme VIII: Assessment and suggestions for the future

8.1. How do you assess the sustainability of mediation and development committees after the end of the project?

These committees are likely to continue to work even after the end of the project;

The future of these committees is uncertain. These committees run the risk of disappearing after the end of the project.

N.B.: Any response obtained will be supported by an argumentation:

.....

.....

Annex E.2. Survey questionnaire for project managers and other key informants (LMC, CLD)

SITE OFTerritory of Province of.....

Data collection date:

Interviewer:

Theme I: Identification of the interviewee

1.1. Gender:

1.2. Position/function in the community

Theme II: Analysis of security and political context during the period extending from April 2009 to May 2011

2.1. How do you assess the political and security situation which prevailed in your project scope of action during the period extending from April 2009 to May 2011?

Political and security situation	3/3	2/3	1/3	0/3
Normal, as it has enabled communities and project actors to go about their daily business without any worries;				
Unstable, having enabled members of the community and other project actors to go about their daily business with interruption from time to time;				
Unstable, having resulted in the interruption of the project implementation				

Other assessment?

.....

2.2. Which of these political or security events have influenced the project implementation positively or negatively?

Events	Positive Influence				Negative Influence			
	1	2	3	4	1	2	3	4
The authority change at the entity level (province, municipality, quarter, village)?								
The population attack by armed groups								
Insecurity caused by bandits								
Local population harassment by the military, police and local chiefs								

If there are other events? Please describe:

.....
.....
.....

Theme III: Causes of conflicts

3.1. What are the causes of inter-community conflicts in your area? (Several responses may be selected at a time)

Bad management of lands by traditional authorities;

Destruction of crops by animal straying;

Bad local governance (bad public fund management);

The problematic of the acquisition of the Congolese nationality;

Other (to be specified)

.....

Theme IV: Analysis of conflict resolution and of the level of reconciliation between communities

4.1. What conflicts are encountered in your area?

Conflicts between the authorities and the population due to forbidding the latter to exploit the park;

Conflict between the natives and the immigrants considered as foreigners;

Conflict between the returned persons and the inhabitants who have remained on the spot and who have been accused of usurping the returned persons' property;

Land conflict between well off persons and the poor following the usurpation of their lands;

Conflict between breeders and farmers;

Other (to be specified):

.....
.....

4.2. How were the conflicts resolved with the support of the project?

Through the mediation committee (peaceful resolution);

Through the assistance of the project coordinators before the court;

By force;

Through the police or the military;

Other mechanisms:

.....
.....

4.3. How did faith based groups get involved in conflict resolution?

Through sensitizing conflicting parties on the basis of the word of God;

Through preaching;

Through meetings with conflicting parties;

Through projects where conflicting parties are involved in the implementation (beneficiaries);

Other (to be specified)

.....

4.4. According to your assessment, what is the positive impact noted within the community attributed to the project intervention in matters of reconciliation and the improvement of living conditions?

Sincere reconciliation between members of the community;

Tendency to reconciliation among members of the community;

The increase in agricultural production and breeding through stability (specify the quantities by speculation if possible);

Social infrastructure rehabilitation (to be specified by the interviewee);

Security and free circulation of persons and their property;

Improvement of housing conditions;

Other positive effects:

.....

.....

4.5. Do you think that peace and reconciliation have already been achieved in your community?

Yes

No

N.B. Comment your stand/position:

.....

Theme V: Assessment and suggestions for the future

5.1. Taking into account your experience, what are the conflicts that you fear for the future?

Conflicts between authorities and the population concerning the fact of forbidding the latter to exploit the park;

Conflict between the natives and the immigrants considered as foreigners;

Conflict between the returned persons and the inhabitants who have remained on the spot and who have been accused of usurping the formers' property;

Land conflict between well off persons and the poor due to the usurpation of their lands;

Conflicts between breeders and farmers;

Other conflicts (to be specified)
.....
.....

5.2. How do you assess the running of the mediation and development committees after the end of the project?

These committees are likely to pursue their work even after the end of the project;

The future of these committees is uncertain. These committees run the risk of disappearing after the end of the project.

N.B.: Any response provided will be supported by an argumentation:

.....
.....

5.3. What are your proposals for the remainder of the implementation period and the preparation for a new possible peace-building program?

Maintain the working strategy with mediation committees;

Training of local leaders in matters of local good governance, fair justice and a rule of law;

Exploitation of local peace capacities for conflict resolution;

Voluntary involvement of key actors in conflict resolution;

Promoting the dialogue culture within and between communities;

Promote the sharing of the same economic activities;

Fighting corruption;

Promote a fair justice for all;

Other strategies to be put in place
.....
.....

Theme VI: Collaboration with actors

6.1. How do you assess the collaboration between project managers and local, provincial and other authorities (STAREC, international NGO, local NGO...)

.....
.....
.....

Theme VII: Sensitizing

7.1. What is the sensitizing strategy for inter-community reconciliation which yielded the best result and why?

Annex E.3. Discussion Guide for Focus Groups

I. Proposed focus groups for semi-directive

Members of mediation committee (not + than 10)

Members of the development committees (not + than 10)

Some persons having benefited from reintegration (not more than 10)

Some project beneficiaries, non members of various committees

Some youths (not more than 10)

Some women (not more than 10)

Local leaders (not more than 10)

The military and the police (not more than 5)

II. Themes for discussion

Theme 1. Conflict resolution and reconciliation (strengths and weaknesses)

What is the progress noted in the region in matters of conflict resolution and reconciliation (strong points)?

In any other domain are there any positive effects achieved following the implementation of this project?

Are there any conflicts resolved through the support of this project?

What are the infrastructures rehabilitated through this project?

What are the strong points of this project?

What are the weaknesses (difficulties) and the limits noted when implementing the project?

Theme 2: Basic structures participation in local good governance, notably in conflict resolution

What is your opinion concerning the work performed by mediation committees and development committees? Is their participation in this work pertinent? Efficient? Effective !

Theme 3: Reintegration of marginalized persons

Can you estimate the number of persons having benefited from reintegration in your community, for instance ex-combatants, returned persons, women and children victims of war and sexual violence or other?

What is the level of reintegration of these persons (total, partial reintegration, or none)?

What is the progress made concerning violence and other threats to the community posed by ex-combatants in the community (increase, stagnation, reduction)?

Theme 4: Suggestions for the future

What are your proposals for the improvement of the work by the end of the project implementation and, possibly, the development of a new project/program?

Thank you for granting us this interview.

APPENDIX E. KEY INFORMANTS

Names	Titles	Date of interview	Location
Wabunga Singa Zebedde	The administrator of the Uvira territory	13-May-11	Uvira
Tabu Charles	The Army captain responsible for the protection of children	13-May-11	Uvira
Esube Aoci Richard	The Chief community of Kalunja and his notables	14-May-11	Kalunja
Lukala Mubanda Dominique	The Chief Commander of the Makobola police station	14-May-11	Makobola
Binwa Lukundula Dominique	The secretary of the municipality of Makobola	14-May-11	Makobola
Martin Biayi	The CRS MCREC Project Manager	13-May-11	Kamituga
Abbé Jacques	The CDJP Program Manager	13-May-11	Uvira
Group	The members of LMCs of Kiliba	25-May-11	Kiliba
Group	The members of LMCs of Uvira	24-May-11	Uvira
Group	The members of LMCs of Luvungi	27-May-11	Luvungi
Group	The members of LMCs of Baraka	25-May-11	Baraka
Group	Members of the Makobola Police	14-May-11	Makobola
Group	Members of the Military stationed in Fizi	27-May-11	Fizi
Group	Returnees	27-May-11	Luvungi