



Pilot project: Building sustainable local capacity in the branches of the Burundi Red Cross Society

Evaluation Report

Authors: Balthazar Bacinoni, Ian Steed, Pirkko Tolvanen, Thérèse Hakizimana.

This evaluation was commissioned by the IFRC secretariat OD department to evaluate the 3 year pilot project “Building sustainable local capacity in the local branches of the Burundi Red Cross Society “. The team comprised four people, two from Burundi Red Cross Society, and one each from the International Federation secretariat and Finnish Red Cross. The team spent 9 days in-country in June 2011.

A case study is being developed in parallel to this report to reflect the change process as well as the current structure and activities of the Burundi Red Cross Society.

The evaluation manager was Jean-Etienne Brodier, Senior Officer, Learning and Organisational Development, the International Federation secretariat: je.brodier@ifrc.org.

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P.O. Box 372
CH-1211 Geneva 19
Switzerland
Telephone: +41 22 730 4222
Telefax: +41 22 733 0395
E-mail: secretariat@ifrc.org
Web site: <http://www.ifrc.org>

Cover Photo: Volunteers harvest potatoes on land donated to Muramvya provincial branch. The harvest will be split between branch and local group, supporting vulnerable people either as food or as a source of income, June 2011. Photo: Balthazar Bacinoni/Burundi Red Cross Society.

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List of abbreviations and terminology used

| | |
|-------------|--|
| DRR | Disaster Risk Reduction |
| DM | Disaster Management |
| FP | Focal point |
| GDP | Gross Domestic Produce |
| ICRC | International Committee of the Red Cross |
| IFRC | International Federation of Red Cross and Red Crescent Societies |
| NGO | Non-Governmental Organisation |
| OD | Organisational development |
| OVC | Orphans and vulnerable children |
| PNS | Partner National Society |
| VC | Volunteer coordinator |
| WFP | World Food Programme |

Administrative structure of Burundi and its relation to the Burundi Red Cross Society

Burundi comprises approximately 2850 **collines** (communities) of 2 – 3000 inhabitants each. 98% of collines have Burundi Red Cross Society volunteer groups comprising 50 - 500 volunteers.

11 – 25 collines make up a **commune**. Each of the 129 country's communes has a Burundi Red Cross Society committee.

An average of eight communes makes up a **province**. The Burundi Red Cross Society has 17 provincial **branches**.

The country is divided into five **regions**, at which level the Burundi Red Cross Society has a regional national committee member.

Executive summary

In 2005, the Burundi Red Cross Society employed four people at national level. Services around the country were limited or non-existent and based at the commune level of administration, rather than the “colline” (community) level. International Federation and Partner National Society (PNS) delegations and external support had closed down at the end of 2002 in an atmosphere of strained relations with the National Society and poor mutual confidence. The National Society had hit rock bottom.

In 2011 the National Society employs about 200 people at national and provincial levels. It mobilises some 300 000 volunteers, the vast majority of whom are themselves vulnerable, on a weekly basis to identify and deliver services to other, more vulnerable people at the community level. Services are typically based on simple activities that are well understood by large groups of people: digging fields, building and mending houses etc. In addition, many local groups take initiatives to get vulnerable people to hospital and pay for their medicines when needed, and carry out DRR activities such as reforestation and terrace building. This capacity to mobilise people to carry out relevant services attracts financial and material resources at colline, commune, provincial branch and national levels, from individuals, local governments and Movement and other partner organisations.

“We don’t have anything but our strength to give to help vulnerable people ... so we’ll dig fields and build houses ...”

At the heart of this change is a belief that poverty and vulnerability are not a barrier to hundreds of thousands of Burundians organising themselves to address the needs of the most vulnerable people in their communities.

The National Society has focused on mobilising people at the community level in line with cultural norms and traditions of mutual aid that had been destroyed by the civil war of the mid 1990s and previous ethnic violence. In doing so the National Society has had to challenge a dependency culture in local populations brought about by years of external aid. Initially identified as “another NGO” come to hand things out, the National Society has succeeded in becoming identified as an organisation that catalyses and supports locally owned community action rather than a provider of external resource. In doing so it has had to develop its own local accountability mechanisms and focus the activities of intermediary and national structures on supporting the work of community volunteers.

A feature of local volunteer groups is the overlap between service to the most vulnerable people in the community, and the systems of mutual help that evolve in many groups. For instance, many groups invest individual members’ contributions in livestock or land that are used to benefit all members of the group as well as vulnerable people. In this way individuals’ membership of a volunteer group is not just an expression of community solidarity, but is also a personal survival strategy. In this way existence of volunteer groups makes a strong contribution to community development.

The existence of these self-sustaining groups at the community level presents the National Society with both opportunities and challenges. The opportunities to gradually extend the knowledge and activities of this self-sustaining community network are huge: there is now a system to take action in every community in the country in the cheapest possible manner. No other organisation comes close to matching this network, which makes the Burundi Red Cross Society extremely attractive to potential partners. At the same time this network needs consistent support to maintain interest and impact: a large financial and logistical challenge. A further challenge is to maintain the approach of local self-help and local resource mobilisation in the long run and to manage external financial investment in ways that do not damage this spirit of community ownership and enterprise.

“Your neighbour is the best person to help you. He knows when you are ill, and what you need”

The impact of this mobilisation on vulnerable people and communities in Burundi is very large. There is compelling evidence that volunteer groups are meeting the three strategic aims of Strategy 2020 on a regular and (at the community level) broadly sustainable basis without external funding. In a chronically poor and vulnerable country recovering from civil war and facing a range of health threats as well as regular sudden and slow-onset disasters, this is a critically important contribution by the National Society to improving the lives of vulnerable people, healing divisions between Hutus and Tutsis – the main ethnic groups - within communities, and broader community development.

At the same time, this mobilisation has transformed the National Society, which has developed legitimacy and confidence in its own capacities. One particularly important dynamic in this process is the interplay between local ownership of the National Society, delivery of relevant local services, and increasing resource mobilisation at all levels of the organisation. While the National Society still has a long way to go to be fully sustainable, its demonstrable community impact is unlocking both national and international resources.

The process of effecting this change resulted from the coincidence of two key factors: a clear vision from within the National Society that its future meaning and sustainability lay in developing a community base, and an entrepreneurial approach to local capacity development piloted by the International Federation secretariat organisational development (OD) department that was radically different to the usual practices of top-down capacity building.

Central to the OD approach used was a clear focus on success as development of locally-sustained services. It was therefore clear right from the start that any activities carried out at community level must be completely based on the needs and capacities of local people. In developing the initial groups, emphasis was laid on “soft” aspects of volunteering: local traditions, community ownership and leadership of the process, and the National Society as enabler rather than the National Society as provider.

The approach focused on creating success in two initial communities, and then on spreading the model developed to other communities. Only when there was a critical mass of community structures delivering services, was time invested in the intermediary structures of the National Society that would provide ongoing support to the community groups.

Secretariat support to the process took two forms: investment in ongoing training and coaching of two key leadership figures within the Burundi Red Cross Society who owned and developed the process along the broad lines of the methodology, and 300,000 Swiss francs of seed funding from the Capacity

Building Fund. Here again the form of support was one that sought to create an environment within which the National Society could plan and deliver its own results within the broad project framework.

In reaffirming the enormous potential of the Red Cross Red Crescent model of community volunteering to save lives and change minds, the pilot project raises a number of questions for the International Federation and National Society governance and leadership.

In particular, the pilot project suggests that a step-change in delivery of Strategy 2020 is possible given a focus on developing local community volunteering rather than external funding of projects. It suggests by extension that a lack of focus within the International Federation on developing and financing community volunteering appropriately means that the International Federation is seriously underperforming in terms of its potential impact on the lives of vulnerable people.

The outcomes of the pilot project challenge a number of important assumptions made in Movement documents, external communications and practice about the nature of volunteering and local resource mobilisation in National Societies. It particularly challenges the assumptions:

- that most National Societies are community-based organisations
- that most National Societies are effective at mobilising community volunteers
- that vulnerable people are “too poor to volunteer” and cannot take action within their own communities without incentives
- that very poor societies will not contribute financial and in-kind resources to support relevant community activities.

Worryingly, the pilot project provides clear evidence that a number of practices within IFRC are likely to decrease a National Society’s capacity to mobilise local community resources, and indeed contribute to a culture of dependency within target populations. Such practices include:

- carrying out unsustainable activities based on time bound project funding rather than focusing on mobilising sustainable local resources
- coming into communities as outsiders rather than developing and working through locally accountable structures
- using externally developed models of community action rather than working through local traditions of mutual aid.

Looking to the future, the project suggests that National Society practitioners seeking to support development of sustainable volunteering at the local community level, and the International Federation colleagues supporting them should:

- ensure that there is a commitment to change within the National Society that extends to senior leadership, management and external partners
- understand, and work to change if necessary, the National Society’s image in communities, in particular if it is that of an unaccountable external organisation
- focus on developing sustainable community-level units drawing on local resources of time, leadership and finance rather than National Society intermediary and central office structures

- engage in dialogue with existing traditions of mutual aid
- consider the balance between the National Society role in enabling and controlling local community action
- ensure that volunteering development is carried out in parallel with development of internal democratic processes within the National Society that ensure accountability to communities.

While the team acknowledge that some circumstances in Burundi were particularly favourable to the methodology used, in particular the chronic vulnerability of many people, the breakdown of traditional models of mutual aid following the civil war and previous ethnic violence, and the unified language and culture of the country, it sees no reason why the approach used in the pilot project should not be adapted and applied in other contexts to achieve broadly comparable results. It is felt particularly suited to replication in rural areas; the pilot project approach was not consistently successful in urban areas.

The evaluation therefore makes the following key recommendations:

Recommendations to the Movement

- ➔ That all Movement components review their ambitions and practice relating to volunteer mobilisation in the light of the experience of the Burundi Red Cross Society.
- ➔ That all National Societies consider how their geographical structures, image in communities and funding mechanisms enable or hinder them in mobilising sustainable community volunteering.
- ➔ That National Societies engaged in partnerships analyse how partnerships support or limit the development of the Host National Society's sustainable community resource base.

Recommendations to the Burundi Red Cross Society

- ➔ That it maintains its strategy of support to local community units and organisational sustainability.
- ➔ That it consider simple first aid training at colline level as an intervention likely to meet demand and have widespread practical impact on the lives of vulnerable people.
- ➔ That it invest further in leadership and management development at the branch level as it seeks to promote autonomous branches, including diversification of national and provincial level boards to include more women and young people.
- ➔ That it continue on its gradual strategy of downsizing the central office to be proportional to the capacities of its branches.
- ➔ That it investigate the potential use of mobile phones as a possible technology to overcome some reporting and communications constraints in working with the local level.
- ➔ That it develop a communications strategy for raising its profile in Burundi, in particular the urban elite and private sector.

- ➔ That it accelerate development of the resource mobilisation strategy, and consider whether an external resource person could provide useful insights and coaching to build National Society capacity in this area.
- ➔ That it continue to recognise the importance of its achievement in the context of local community organisation in African National Societies, and continue to be open to sharing its experience with sister societies.
- ➔ That the Burundi Red Cross Society work with partners to deepen existing partnerships, extending the level of mutual openness and work to develop additional partnerships.

Recommendation to Movement partners of the Burundi Red Cross Society

- ➔ That they recognise the strategic importance to the Movement of the change process currently underway within the Burundi Red Cross Society and continue to invest in this change.
- ➔ That they recognise and respect the clarity of purpose with which the Burundi Red Cross Society is working with vulnerable people, and align themselves with this when partnering with the National Society.
- ➔ That they work with the Burundi Red Cross Society to deepen existing partnerships, extending the level of mutual openness.
- ➔ That where possible partners support the Burundi Red Cross Society in continuing its research into and implementing appropriate income-generating activities to support intermediate and central office structures.

Recommendations to OD and volunteering development practitioners in National Societies and the International Federation secretariat

- ➔ That volunteering and organisational development practitioners review their current practice in light of the practice and impact of the pilot project
- ➔ That the pilot project methodology be revised to take into account the findings of this evaluation, including revising the likely timescale and cost of transformation in light of the Burundi experience. Other areas in which improvements to the approach might be made include in flagging early sensitisation of Movement partners to the likely direction of change and their role in supporting it, and earlier work to build resource generation capacities within the National Society at intermediary and central office levels. It may also be necessary to provide capacity building support in the area of internal financial management as part of a future process.
- ➔ That the International Federation secretariat OD department develop criteria for support to other National Societies wishing to develop a community base using the methodology, and seek investment money to support them in doing so.
- ➔ That the approach be actively marketed to National Society leaderships with the potential to effect transformational change in their National Societies.
- ➔ That support to any further projects is clearly prioritised by OD practitioners and their managers for the duration of the project.

- ➔ That further research is carried out into differences between rural and urban models of volunteering, including deeper analysis for the relative failure of the pilot project in some urban areas in Burundi.

Recommendations to the International Federation secretariat

- ➔ That the unsatisfactory financial transfer arrangements relating to the pilot project are investigated and systems strengthened at the secretariat and zonal levels if necessary.

About this evaluation

This internal evaluation was commissioned by the International Federation secretariat organisational development (OD) department to highlight learning from the three-year pilot project: “Building sustainable local capacity in the branches of the Burundi Red Cross Society”. The pilot project had been initiated by the OD department in 2007 to test the then global OD strategy, and also the Intensified Capacity Building (ICB) modality of the Capacity Building Fund.

Background to the pilot project

The pilot project took place in the context of identified weaknesses in the local capacities of many African National Societies, and discussion as to how the International Federation secretariat could best support their development. A 2006 study on International Federation supported local capacity building¹ found that:

- None of the projects were about creating Red Cross Red Crescent units within the local communities; all were based on outsiders trying to mobilise insiders.
- None of the projects were based on mobilising resources from within the local communities; all were based on donor money to deliver services.
- None of the projects used a standardised approach; all were improvised from the delegates own ideas.
- All reports used the latest, often unclear “catch words” to explain the approach used.

The pilot project involved an entrepreneurial, bottom up approach to building grassroots capacity, rather than more common interventions at central office and intermediary levels of a National Society. The thesis being tested was that it was possible to develop sustainable community based volunteer services in very vulnerable communities, that these would attract local resources, and that once developed, these could be replicated across a region and an appropriate support structure developed. A key point of this approach was that many National Societies have never actually developed community structures. For more information on the approach, see the training slides used in initial discussions with the Burundi Red Cross Society, Annex 1.

Given the ongoing humanitarian need in Africa and other parts of the world, and the ongoing difficulties faced by National Societies in mobilising sustainable local resources, the findings of the evaluation are relevant not only to the secretariat OD department and Burundi Red Cross Society, but also a wide range of Movement actors, including International Federation governance and senior management, ICRC and host and partner National Societies concerned with the development of sustainable local capacities.

¹ Report compiled by Zarema Yerzhanova for the secretariat OD department, 2006

The evaluation focuses on three broad questions:

1. The alignment of objectives and their intended impact with project plans and budgets.
2. The relevance of the objectives for the National Society and for the vulnerable.
3. The relevance and challenges of the technical and financial support available.

Specific technical areas included in the evaluation ToR (annex 2) included volunteer organisation, activities and impact, National Society governance at all levels, resource mobilisation at all levels, modalities of external financial support, and organisational sustainability.

The team referenced the International Federation Evaluation Criteria in reaching its conclusions.²

Team composition and activities

The team was composed of two staff of the Burundi Red Cross Society, one staff member of the Finnish Red Cross, and one member of the International Federation secretariat in Geneva. For more details of the team composition see annex 3. The team met in-country, working together from 14 - 22 June. A full timetable can be seen in annex 4, but was composed of the following elements:

- Desk review (for a full list of documents see annex 5)
- A day of group work with Burundi Red Cross Society central office and branch staff (for a list of participants see annex 6)
- Key informant interviews inside and outside the National Society (for a full list of interviewees and positions see annex 7)
- A three-day field visit to community and intermediary levels of the National Society

Process of compiling the report

The team presented its findings relating to the Burundi Red Cross Society to the secretary general, central office staff and PNS present in the country prior to the end of the mission. Feedback was then incorporated into the conclusions, which were agreed while the team was together in-country.

An initial draft of the report was translated and forwarded to the Burundi Red Cross Society for comment, before being forwarded to the secretariat OD department for further comment, before corrections were finalised.

The evaluation findings are reflected in two documents:

- This report
- A case study into the change process that the Burundi Red Cross underwent, and a snapshot of its structure and functions as of June 2011.

Weaknesses / limitations to the evaluation process used

The team felt that the methodologies used were broadly appropriate and allowed a good range of fact and opinion to be gathered. Given the very broad nature of the questions posed, it is inevitable that not every aspect is addressed at the same level of detail.

² IFRC Framework for Evaluation, 2011

One challenge for the evaluation is that the initial secretariat-funded pilot project related to two of 17 provinces in Burundi. An early decision was taken by the National Society (in agreement with the OD department) to extend the project nationwide, although secretariat funding remained the same. It is therefore difficult to come to precise conclusions about the appropriateness of secretariat funding relating to the pilot project.

One feature of the project has been ongoing confusion around financial transfers from Geneva to Bujumbura. An audit report is being carried out separately and will be appended to this report: the evaluation report does not attempt to replicate this work and only comments on the nominal sums involved rather than whether or not they actually arrived in-country.

In-country, it was unfortunately not possible for the team to meet as many external partners of the Burundi Red Cross Society as would have been desirable. In particular, it was not possible to meet with the ICRC head of delegation or cooperation delegate, which would have provided a more rounded picture of the development of the National Society and its current activities. Nor was it possible to meet formally with national level governance volunteers of the Burundi Red Cross Society to discuss current challenges and opportunities at a governance level.

Vulnerability in Burundi, and the Burundi Red Cross Society prior to 2007

Burundi today

Burundi is a chronically poor country of very low Human Development Index (HDI) – currently 166 out of 169 countries with comparable data. Life expectancy is currently 51.4 years¹ with 81 per cent of the population living on US\$ 1.25 per day and a GDP per capita of US\$ 403.² Progress in development as measured by the HDI has been consistently slower than other sub-Saharan countries over the last thirty years.

The population of 8.5 million is largely engaged in agriculture (90 per cent), with the majority of people subsistence farmers, and one of the highest population densities in Africa (315/km²). The population is currently growing rapidly in spite of the health and environmental factors detailed below, adding to pressure on land.

Although there is a common language and culture, post-independence Burundi has experienced outbreaks of ethnic violence between Hutu and Tutsi groups within society. The most recent war starting in 1993 caused over 300,000 deaths and displaced some 1.2 million people (16 per cent of the population).³ Of these, many fled to neighbouring countries Rwanda and Tanzania.

A political process following the end of the war has seen the evolution of a government representing both Hutu and Tutsi groups. This is however in the context of a single party state (the opposition party withdrew from the 2010 elections) with a high level of political violence. A peace accord with the last remaining rebel group was signed in 2006, although there is still a low level of armed bandit activity around the capital Bujumbura.

The reintegration of former refugees from neighbouring countries is problematic, with many returning to find that their former land has been taken by others, either leading to enforced settlement of unsuitable land, or violence.

Healthcare in Burundi is poor, characterised by high morbidity and mortality rates, in particular among pregnant women and children under five, with a death rate of 176 per 1,000 live births. Malaria is the main cause of morbidity and mortality, with diarrhoeal diseases, acute respiratory infections, malnutrition and AIDS also prevalent.

Environmental factors add to the vulnerability caused by population growth in a largely subsistence economy. Deforestation for firewood leads to soil erosion and landslides. Unstable seasonal patterns of rains are leading to some regions facing regular drought, and chronic food insecurity. A great number of Burundians are reliant on external food assistance.⁴

1 http://hdr.undp.org/en/media/HDR_2010_EN_Table1_reprint.pdf

2 <http://hdrstats.undp.org/en/countries/profiles/BDI.html>

3 <http://web.worldbank.org/>

4 CRB strategic plan 2010 - 2013

The Burundi Red Cross Society, 1994 - 2007

From 1994, the National Society focused on providing humanitarian assistance to refugees from the genocide in Rwanda, and requested support from the International Federation in doing so.⁵ This took place in the north of the country, and ended with the departure of Rwandan refugees in 1996.

There then followed a period of International Federation and PNS support to organisational development of the Burundi Red Cross Society, as well as humanitarian assistance to displaced people in the north of the country. Capacity building measures included efforts to strengthen partnerships at national level, construction of some provincial offices and translation of materials into Kirundi, the local language. Efforts had also been put into developing fundraising capacity within the National Society.

Some suggestions and support had come through the modality of a task force of National Societies, led by the Seychelles Red Cross Society. This had been brought together in agreement with the National Society in the context of poor relations between Burundi Red Cross Society and the International Federation Nairobi regional delegation, meeting for the first time in April 2002.

In 2002, the end of post-civil war relief operations, plus ongoing tension between Movement partners and the National Society led to Federation and PNS support for the National Society phasing out, although ICRC remained in-country. One concern for external partners had been the ongoing lack of democratic process within the National Society, which had not experienced a democratic General Assembly since its formation in 1963. Another had been a lack of partner confidence in National Society transparency in its use of external funds. The result was the loss of most remaining staff positions within the National Society, and the collapse of almost all National Society services. This also signalled a shift in vision and strategic thinking within the leadership of the National Society.

2004 and early 2005 saw National Society governance elections take place in 122 of Burundi's 129 communes. These in turn led to governance renewal in 16 of the 17 provinces. Finally, in 2005, the National Society held its first democratically constituted General Assembly in Bujumbura, the national capital. This process had not been easy: there had been a widespread belief that the National Society had ceased to exist with the termination of external support. Even at senior governance level, the argument had to be made that the National Society had to exist and be active with or without partner funding.

At the time of the General Assembly, National Society paid staff consisted of four positions at the national level, including a new secretary general, and no provincial staff. Following the General Assembly, these began a process of sensibilising communal and governance volunteers, as well as national external partners such as government, police and army as to the history and role of the Red Cross Society of Burundi. Again, the lack of external finance was often perceived to mean that the National Society was not a credible partner: in this process, however, national and regional governance members were more active than they had been prior to the General Assembly.

Through this process of re-establishing the National Society, regular contact with ICRC and International Federation regional structures facilitated contacts with PNS representatives around the 2005 International Federation General

⁵ <http://www.ifrc.org/docs/appeals/annual03/010103.pdf> International Federation annual appeal for Burundi 2003-2004 (Appeal no. 01.01/2003)

Assembly. This led to an exploratory visit from the Norwegian Red Cross in 2006, leading to an initial pledge of financial support. This support, allied with support from the ICRC gradually allowed for provincial secretaries and national heads of department to be recruited.

As Movement confidence in the National Society grew⁶, a strategic plan for 2007-2009 was developed based on consultation with the provincial governance level. This plan foresaw the extension of the National Society, which had hitherto not existed at the community level, into each of the 2,725 *collines* that make up the lowest level of national administration in Burundi.

The implementation of this strategy coincided with a series of interrelated initiatives from the secretariat OD department around local capacity building in African National Societies. Based on a workshop in Entebbe 2006, at which International Federation staff had argued that sustainable mobilisation of local volunteers without external project finance was possible in the context of an African National Society, the Burundi Red Cross Society agreed to be one of two National Societies using OD department financial and technical support to pilot the Federation strategy to support National Society development, which was then formalised as the Intensified Capacity Building modality. In practice the majority of the initial investment money came from DFID funding, with contributions from the Capacity Building Fund.

6 Six partner National Societies participated in the partnership meeting in October 2007.

The pilot project process

The initial pilot project foresaw development and replication of colline-level volunteer units in two of the National Society's 17 branches. These units should be self-led and sustainable, raising local resources of time, leadership and finance to meet the needs of local vulnerable people (cf slides in Annex 1 for a brief theoretical outline)

To achieve this, the secretariat OD department provided three years of seed funding totalling 300,000 Swiss francs, and targeted technical support to key figures within the National Society leadership who would oversee and implement the project. This support initially took the form of training the secretary general, OD coordinator and two branch secretaries on the logic of local volunteer mobilisation, and the design-test-duplicate methodology for bottom-up development of volunteer structures. Initial training was later complemented by further training in non-profit management on a course at the University of Geneva for the OD coordinator. Further mentoring and coaching was provided from Geneva as required. This took the form of working meetings in Geneva to discuss project progress and obstacles, and occasional phone calls between Bujumbura and Geneva.

In addition, the secretary general and OD coordinator later carried out a study tour to Swedish and Norwegian National Societies, accompanied by a member of the secretariat OD department and a consultant. The goal of the trip was to understand how local branches mobilised local resources in a Scandinavian context. In 2010, an exchange visit was arranged with colleagues from the Ghana Red Cross Society, who had also carried out a pilot project during the same time period.

The logic of the pilot project was that the National Society should focus on creating sustainable colline units in a few locations, and then replicate these in other areas. Sustainability at the local level meant that activities could be carried out with local knowledge, equipment and skills, and with time commitments appropriate to people's everyday lives. There needed to be an accountable local governance structure that would determine what volunteers should do in a transparent way, and represent the group externally as appropriate. As more colline units were developed, support structures could be developed at communal and then at provincial levels aligned to the needs of these local units. Crucial to the success of the project was that the initial units created were utterly replicable: i.e. that they were totally self-sustaining from the start. Without this, there would have been no way of replicating them in other locations and hence taking initial success to geographical scale over time.

This entrepreneurial logic of small-scale investment to create local success and replication of this success in other locations is significantly different to most Movement OD interventions delivered through support of external OD delegates, and through top-down project planning and funding mechanisms.

Although this was not the case in this project there was a possibility of initial failure at the community level: had this turned out to be the case, learning from the failure would have been built into subsequent attempts in different locations. In short, this approach would have minimised the risks to the pilot project as a whole.

The pilot project began in March 2007, and deliberately targeted two branches, Karuzi and Ruyigi, where populations were not accustomed to the Red Cross delivering aid. The wisdom of this approach quickly became apparent: initial conversations with communities used to receiving NGO aid were very difficult, with an assumption that services to vulnerable people could only be delivered in return for payment. This hurdle took a number of discussions to overcome, and facilitators found that discussion of traditions of mutual aid and solidarity that had existed in communities prior to the civil war was a powerful lever to encourage participants to look to their own resources as the first response to local vulnerability. Making the link between the Fundamental Principles and these traditional values was very important in positioning the Red Cross as an organisation founded on local, rather than external, values.

The result was the formation of the first two colline units, comprising about fifty volunteers each, with an elected committee of seven people, including someone responsible for identifying vulnerable people. Initial services were agricultural in nature – digging a field, building a house or mending a roof for an elderly or disabled person – and based on existing skills and tools within the communities. The logic was that lots of people doing simple things once a week would lead to very visible impacts.

From the start, these groups attracted members from both Hutu and Tutsi, men and women, young and old. As the groups got used to working together, a level of social cohesion began to return to communities which had been destroyed during the civil war, rebuilding links between members of Hutu and Tutsi communities.

These initial actions did not go unnoticed. Neighbouring collines to the pilot collines started to approach the Burundi Red Cross Society for support to replicate the activities. Less positively, rumours started to circulate that the Red Cross was actually building a grassroots political movement. This was a potentially grave threat to the project in a sensitive political environment, and branch secretaries and project coordinators redoubled their efforts to sensitise the national administration at all levels to the National Society's goal of mobilising local communities to work with vulnerable people.

A feature of the development of the collines was the extent to which local activity unlocked further resources both from communities and from local, communal and provincial administrations. While local groups met once a week to carry out work to support vulnerable people, they also often started communal pots to which everyone would make a small contribution, or which could be added to through communal work – for example volunteers being paid to dig the field of a rich landowner. These pots would be used to finance specific activities, or act as a reserve for emergencies: for example, taking someone to hospital, or paying for medication. Some communal funds might also be used internally within the group to invest in communally owned livestock or equipment, to be used in helping vulnerable people (for example in manuring fields), but also of benefit to volunteers themselves. In this way the dynamics of the groups reflected the fact that while groups focused on providing services to the most vulnerable people, in fact almost all volunteers were themselves

“Now we work together to help vulnerable people and know each other we will not return to civil war ...”

potentially vulnerable, and the existence of the groups offered a solidarity mechanism of benefit to volunteers themselves. This “safety net” aspect of the volunteer groups in a country with very limited social provision meant that particularly vulnerable people were themselves likely to join volunteer groups to extend their own level of personal protection. The existence of the groups therefore contributed to community development and resilience irrespective

Harvesting potatoes, Muramvya Branch. This local unit is harvesting potatoes from land donated to the branch. The potatoes will be divided between the local unit and the local branch, and the profits used to support National Society work.

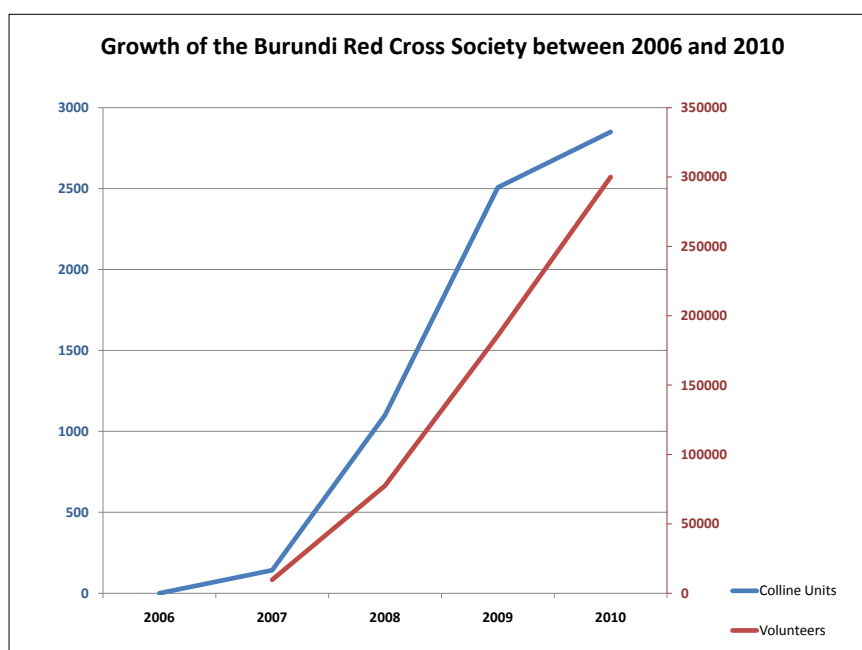


of the services that they were offering.

At the same time, local administrations developed links to local Red Cross groups, recognising the value of their work in communities, and also their emerging community leadership role. Some administrations donated land to the National Society, whether at colline, communal or provincial level. Such land might be farmed in order to generate funds, or provide vulnerable people with food or seeds. Colline units might also be asked by local authorities to take a leadership role in community projects such as repairing bridges, as they recognised that non-Red Cross volunteers would often follow the Red Cross lead in such projects.

Later in 2007, the decision was taken to extend the pilot project across the country, and a documentary was made and shown to branch secretaries in December 2007 based on the experiences of the pilot collines. Through this process, 2008 and 2009 became years of replicating the initial success across the country, a process aided by homogeneous culture and language across the country. The table below gives some sense of the speed at which the Burundi Red Cross Society expanded during this period:

| Year | Number of col-line units | Number of volunteers | Number of vulnerable people served | Houses built for vulnerable people and estimated value (US\$) |
|------|--------------------------|----------------------|------------------------------------|---|
| 2006 | 0 | | | 0 |
| 2007 | 142 | 9689 | 549 | 29 |
| 2008 | 1100 | 77545 | 8666 | 1860 / 121 893 |
| 2009 | 2507 | 185798 | 50650 | 8115 / 1 084 110 |
| 2010 | 2850 | 300000 | | |



In 2008, It became apparent that solidarity was not just developing within colline units. In response to famine in a neighbouring province, colline units in Makamba province started going from door to door collecting food to be donated, achieving 300 tonnes in three days: a significant contribution given the general level of poverty even in the non-affected areas. Other provinces then followed suit, meaning that rural Burundians made a significant contribution to alleviating the famine through the National Society, in addition to external support.

Through this process, the National Society found that its network of truly local units attracted external as well as national funding. More PNS began to support projects, and the World Food Programme (WFP) also began to work with the Burundi Red Cross Society to distribute food. Other non-Movement partners included UNICEF, FAO and Solidarité, which cooperated around emergency aid with the Burundi Red Cross Society in 2009. Managing such cooperation presented the National Society with challenges as well as opportunities as it sought to balance accountabilities to community units as well as external partners.

The network of local units with local knowledge and trained to identify the most vulnerable people in the community was seen as a big asset by WFP, and more effective at distributing food than non-community based NGOs. In some cases however, projects which tried to work in parallel to the colline units, for example paying local people to build houses, led to colline units stopping functioning. Volunteers felt that if such work was going to be externally resourced, then they should be paid, and as a consequence, felt neglected and demotivated.

Another destructive practice occurred when external conceptions of vulnerability were imposed on local groups. For example, one external partner wanted to support a local group building houses for returned refugees from Tanzania. In doing so, the decision was taken that these houses should have metal roofs. This decision however meant that volunteers no longer regarded the returned refugees as vulnerable, a metal roof being a status symbol within society. As this and other examples were analysed, good practice began to evolve as to how external funding could best support and reinforce the efforts of local groups rather than competing with them.

Through these and other examples, the National Society developed further learning around the relationship between external funding and mobilisation of community resources. In particular, external resource had to come in a form that reinforced the work of rather than competing with local units. This

Volunteers in Shombo commune, Karuzi province, describe their activities.



learning fed into an ongoing dialogue with external partners about how support could be provided to local units without damaging existing dynamics, and culminated in procedures developed by the National Society to guide partnerships. For example, the word “project” has strong connotations of external funding in Burundi: the National Society has banned use of the word in discussions with communities.

Throughout the process of developing further colline units it was a general observation that areas of the country that had had greater exposure to foreign aid following the civil war were more reluctant to form volunteer groups.

With the extension of the pilot project across the country, the initial OD department investment needed to be supplemented with funding from other sources. Particularly problematic were the costs of supporting branch secretaries and central office staff during this (still ongoing) transition to self-generated funds. Funding from the Norwegian Red Cross for OD was used to support some positions as well as training; other positions were supported as part of project costs provided by other donors. During the early period of the project there was a level of confusion between Bujumbura, Nairobi and Geneva about transfer and receipt of project monies. There was also a requirement for the National Society to expand its financial management capacity rapidly as the project took off. These alternate sources of funding allowed the momentum of the project to continue. The switch from a cash advance system to one of direct cash transfer meant that finance was available more rapidly to the National Society, as well as encouraging National Society ownership of the process.

As the colline units became widespread, it became apparent that there was a need to specifically include young people within the National Society, something not specifically foreseen in the pilot project process. A decision was therefore taken to start to mobilise youth groups through secondary school teachers to volunteer at weekends and during vacations. Youth groups typically carried out similar activities to adult groups, and might join with them for specific projects. Prior to 2008 there were 6 youth groups totalling 112 volunteers: in mid 2011 there are 752 groups totalling 40580 volunteers.

In parallel with the very rapid spread of grassroots units, the National Society began to define the roles of communal, provincial and national levels of the organisation in supporting local volunteer action more closely. It also started work to develop income streams for these levels of the organisation. In 2010, a new strategic plan made clear that the branches should progressively assume full responsibility for supporting the local units, and should themselves become financially autonomous over time (see section below on branches for more details).

“Burundians can be donors too!”

Current situation of the National Society

The table below reflects the structure of the National Society below central office level in June 2011. This structure mirrors the structure of national administration.

| Unit type | Number | Governance committee? | Average number of staff |
|---------------------|--------|-----------------------|-------------------------|
| Colline units | 2850 | Yes | None |
| Communal committees | 129 | Yes | None |
| Provincial branches | 17 | Yes | 3 |
| Regions | 5 | Yes | 1* |
| National level | 1 | Yes | 60 |

*currently being suppressed

Colline level

The colline level is the interface between the National Society and the community. This is where local human, financial and in-kind resources are mobilised to meet the needs of vulnerable people.

The National Society has 98 per cent coverage of the country at this level, totalling some 2,850 units. Each unit is led by a committee comprising five people, elected by local members of the National Society. This committee is responsible for identifying vulnerable people in the community and raising and managing the resources to meet their needs. Anecdotally, committees that do not perform are regularly replaced.

A typical unit will be made up of at least 50 volunteers (some of whom will pay a formal annual membership fee of US\$ 0,40). These volunteers will typically include young and old people of both Hutu and Tutsi groups, as well as returned refugees and people who have themselves been identified as “most vulnerable”.

Women are usually disproportionately represented in the groups (reaching 80 per cent in some groups), partly reflecting a slightly higher female population generally, but also reflecting the fact that many men leave rural areas in search of paid work, and also that many widows are particularly vulnerable and may see the “safety net” of adhesion to a Red Cross group as an important survival strategy.

Units are strong in rural areas and in towns in which community identity is strong. One area where the prevailing model has not been successful is in central Bujumbura, the largest city of Burundi. Here the understandings and dynamics of community have not provided support to this type of volunteer mobilisation.

The rural nature of the society means that local group activities will often ebb and flow with the agricultural seasons: peaking in times of low agricultural activity, and diminishing at critical periods in the agricultural calendar.

Typical services that a local unit might carry out include building and / or re-roofing houses from traditional materials, tilling fields, transporting sick people to local health structures, paying for medical care for individuals, and providing food and other items to vulnerable people. Typically, a group will meet once a week for up to three hours to carry out its chosen activity. In collines with very large numbers of volunteers, several groups will form and work in different places.

Some units take on DRR activities, in particular growing and planting trees to reforest hillsides, and building terraces to prevent erosion and mudslides. One unit had constructed 80 kilometres of terraces through its own labour! Again such activities can often be turned to income generation: reforested land is often given to the group as a future source of revenue through firewood.

Each colline generally has a DM focal point who will receive a level of training in first aid, and is responsible for contacting the branch level in case of emergency. Communities know who these focal points are, and will commonly call on them if there is a domestic or road accident.

Youth groups are generally mobilised through schools. The definition of “youth” is a cultural one often linked to marital status rather than age. They generally carry out similar activities to the colline units: fetching firewood and water for vulnerable people at weekends, or joining in with colline activities during vacations. They are also active in mobilising blood donations in conjunction with government blood services, first aid, and carrying out peer education on HIV and the rights of the child. Exchanges between provincial branches are common and provide a source of motivation as well as new ideas. One specific feature of the youth groups as volunteers is that they bring a level of education to colline groups that is not always present among older volunteers.

Underpinning activities in most units are income-generating activities overseen by the committee that provide funds to help vulnerable people, but also support members of the Red Cross group. The overlap between these activities and assets can be hard to distinguish. For example, members might club together to buy some goats. The goats might be used to manure the field of an old person. At the same time, the goats might be passed between group members for the same purpose. On being sold, some of the money raised is put aside to help vulnerable people, more might be reinvested, and the remainder might provide a return to the members’ on their original investment. Groups are therefore not held together purely by altruistic intent: there is also a strong element of self-help apparent in group membership, and this accounts for the strong growth of the more dynamic groups: it is visibly in people’s personal as well as shared interest for them to join the groups.

Each colline produces a monthly report on simple indicators: number of volunteers, number of vulnerable people helped, number of houses built etc. These are submitted to the communal level, with an average of return of about 80 per cent each month. Such reports provide an indicator of the health of the group, as well as providing a sense of the National Society’s impact, and are collated at each level of the organisation.

Issues at the community level often hinge on group dynamics: groups with weak leadership, or which become closed to new members are likely to be less

“When I broke my leg Red Cross volunteers dug my field. I would have had to sell it in order to eat otherwise.”

active. The issue of external funding of equipment and activities is a sensitive one: poorly handled or disproportionate funding of one colline can demotivate its neighbours, in particular if colline leadership has not inculcated a strong culture of self-sufficiency in the group.

Commune level

A commune (which might cover between 11 and 25 colline units) has a committee of seven volunteers who take responsibility for training and coordinating local colline units. Communal committees are elected by a representative of each colline committee, plus the members of the outgoing committee.

One of the committee will be a disaster management focal point. A current pilot project is examining the impact of paying for part-time trainers to be active at the communal level, reinforcing the limited capacity of the committee to train and support local units.

Ensuring that colline activities are in line with the Fundamental Principles and Burundi Red Cross Society policy is an important role at this level, as is an early warning system function in case of problems within a colline unit. Any external projects taking place at colline level will be monitored by the communal committee.

Every six months, the committee organises a meeting for all of the collines to evaluate completed activities and make future plans. This structure promotes exchange between collines, allowing new ideas to disseminate, and also a level of competition.

At communal level, links to local administration are often strong, with examples of committees being invited to use administrative space for meetings. There is also often a level of crossover between administrators and communal committee members. At this level the administration will give land to the committee through which to support communal and colline activities.

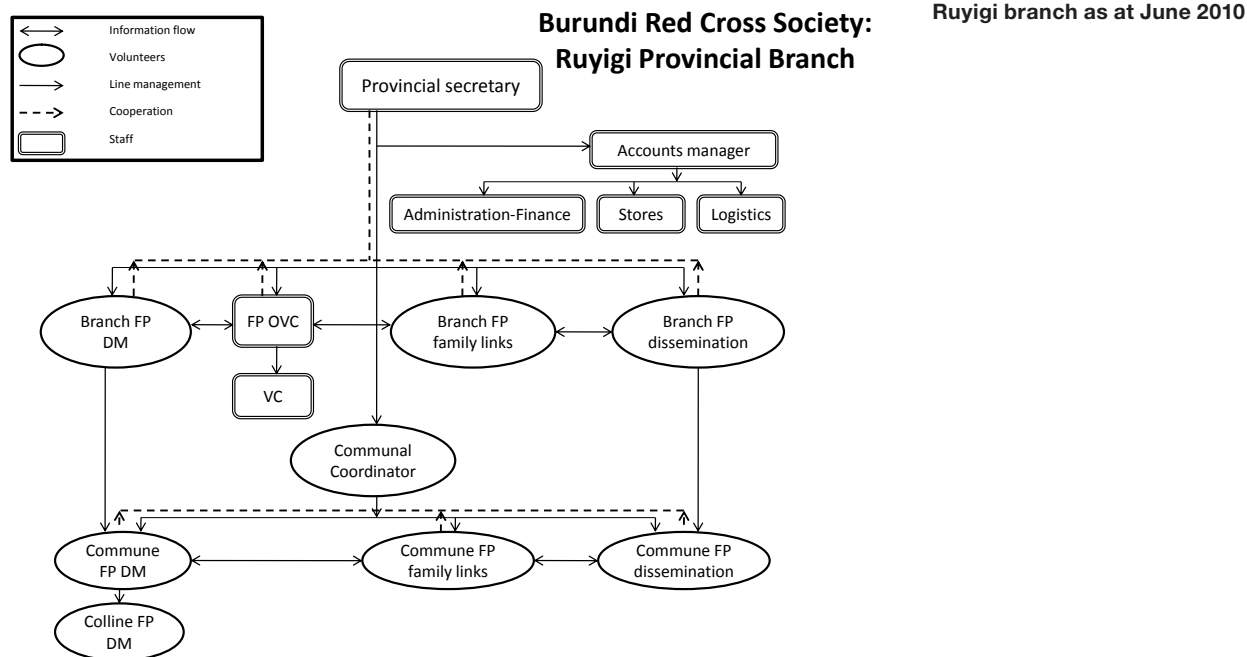
The issue of transport at the communal level is problematic: bringing people together takes time and costs money. Some external projects have provided bicycles to colline units to enable more effective transport.

Provincial “branch” level

The provincial branch is generally responsible for coordinating, monitoring and recording all activities taking place at provincial level, generally consisting an average of seven communes and 160 collines. There is usually a paid branch secretary and accountant in each branch, although some branches may have more staff supporting external projects taking place within the branch. Core staff positions are often paid through externally funded projects, and may not necessarily work in the same location, if the project funding the position is based somewhere else.

Each provincial branch now has a dedicated building, some constructed through PNS support, and others built through gifts of land and volunteer effort, testament to good local relationships. Not all branches however have internet accessibility, or indeed electricity, which inhibit effective communication.

Within the planned branch autonomisation process, income generation is a key priority, and research has been carried out in six branches to advise on what forms this might most usefully take. As at colline and communal level, branch land may be worked by volunteers for a share of the harvest and profit,



and a share of membership fees also goes to the branch. There is however a long way to go – few branches generate enough revenue to cover 20 per cent of their costs, with the best performer reaching about 30 per cent, the target for each branch to reach by 2015. Governance relationships were identified as the key factor which had allowed this branch to mobilise so many local resources.

2011 will see a big push to extend the National Society's membership, with the goal of eventually collecting the USD 0.40 annual fee from every National Society volunteer. Provincial branches are the focal point for this drive: an Microsoft Access-based membership database is being rolled out in each branch. The membership fee will fund each level of the organisation: 40% is kept by the colline unit, while commune, provincial and national levels will each receive 20% of the fee. The window for collecting the fee is narrow: it must be done in the period after harvest when the rural population generally has some spare cash. An interesting facet of the approach is that local units are allowed to subsidise or pay membership fees for individual members from their own funds.

The role of the six governance members at provincial level includes acting as focal points for DM, health, dissemination and family linkages, liaising with national level staff and removing a level of pressure on the branch secretary position. These volunteers will also support a number of communes in providing training.

Provincial committees are elected by the outgoing committee as well as two representatives from each commune.

Anecdotal evidence suggests that branch level governance volunteers are more likely to be male than at community levels of the organisation.

At the branch level there is a trained cadre of DM volunteers to respond to provincial emergencies. This is the only example of a branch-level service being delivered: all other services are delivered through local units. While there are some stocks of food and non-food items at branch level, these are not large.

Branches are empowered to develop partnerships with external actors, for example WFP and Caritas, and are supported in doing so by the national level if required.

There is a strong link between the quality of leadership and management at the branch level, and the number and dynamism of local volunteers. This makes the branch secretary role in particular a key position within the National Society, and recruiting suitably dynamic individuals and training them to an appropriate standard is a key challenge for the National Society.

Muramvya Provincial Branch office. The land was donated by local government, and the building constructed by local volunteers.



Regional level

There are five regions within the National Society, each with an elected governance member with a seat on the national committee. These positions have been complemented by a paid staff position, but this position is currently being suppressed, both as a result of pressure from external partners unwilling to continue to fund the positions, as well as the more general logic being pursued by the National Society of directly empowering autonomous branches without need for an intermediary staff level.

National level central office

About 60 people work in the national central office, providing technical and support services to the branches. These are arranged into programme areas – DM, health, diffusion OD etc, and their role is to provide support to the branches to be translated into local action. The role of OD (including youth) is particularly interesting in this model, acting effectively as a gatekeeper to the colline units through ensuring that all central office activities are structured in such a way as to be deliverable at the local level, and overseeing the development of the support structure.

A head of programme position oversees individual programme managers as well as the branches as deputy secretary general, while the secretary general oversees the National Society's public relations and finances.

The National Society also runs a training centre which is regularly let out to external groups, as well as hosting training and conferences for volunteers and staff.

A general issue within the National Society is that of virtual communication. Internet access at the national level is generally good, although not perfect, but few branches have internet access, and some do not have electricity. A current initiative is to allow file-sharing within the central office and with branches (via internet cafes for those with no internet access).

Reporting was a specific area of communication mentioned as problematic. While monthly reports capture basic activities, a lot of valuable work is either not recorded at local level, or not transmitted to the national level, making it difficult to communicate the National Society's true impact to potential sponsors and partners.

National level governance

The General Assembly is the National Society's highest body, comprising members of the National Committee, and two elected representatives from each provincial branch (one being from a communal committee). A number of government ministries also attend the General Assembly as observers.

The General Assembly elects the members of the National Committee, which comprises eight members directly elected by the General Assembly, a further five regional representatives elected through the General Assembly, and the secretary general. This body oversees implementation of General Assembly decisions, meeting every six months in normal circumstances.

The General Assembly also elects an Executive Committee of nine people (eight elected and the the secretary general) which meets monthly to support implementation of National Committee decisions.

Current priorities

The National Society's current priority is to extend support for the colline units to maximise their impact and the sustainability of the organisation. The risk without such a system is that local units lose momentum and start to disintegrate. Responding to their identified needs, for example for simple first aid training, is therefore a priority. It does however require a high level of coordination and training at provincial and communal levels in particular. This is made challenging by the expense of travel and the scarcity and expense of communications in rural areas.

In parallel to this process therefore the National Society is seeking to become more financially independent, in particular to guard against the risk of a major donor pulling out and hence losing key staff positions from the support structure. Some work is being done to develop communications and resource mobilisation systems in order to reach a broader audience, the urban elite in particular, which hitherto has shown little engagement with the National Society and its work.

Summary of lessons learned from the pilot project

Volunteering

- Even the poorest communities find resources of time, money and leadership to support vulnerable people.
- That simple activities using existing skills and technologies add up to a huge cumulative impact for very little cost when carried out by many people.
- Such mechanisms are part of local culture and ways of life – they do not need to be paid or otherwise “incentivised” financially.
- That a National Society that focuses on local community action in line with existing traditions and cultures is likely to be able to mobilise sustainable local volunteer resources.
- That as local units deliver more relevant services, more people join in.
- That many people joining volunteer groups are individuals that the group has helped.
- That local groups can be completely diverse in composition and leadership, with young and old, women and men, disabled people and repatriated refugees taking part in activities.
- That ownership of activities by communities is a key part of determining their willingness to contribute to and identify with a National Society.
- That the Fundamental Principles are a powerful tool in catalysing voluntary action if explained in terms familiar to local communities.
- That a strong element of self-help is likely to be part of volunteer mobilisation in vulnerable communities: the existence of such groups is likely to have a broad impact on community development.
- That volunteering in a poor rural context will ebb and flow in line with current agricultural priorities.
- That the process of ongoing volunteer organisation and action benefits individuals and community above and beyond actual programme outputs. It promotes peace and reconciliation in fractured societies, builds social cohesion and capital and extends individuals' life chances.
- That active local Red Cross units come to be seen as leaders in local community development: when they work on community projects other people join in.
- That many volunteers are willing to formally identify with the National Society as paying members.

Identifying vulnerability in communities

- That vulnerable people are themselves very aware of who the most vulnerable are within their communities, and can identify them and work with them based on the Fundamental Principles.
- That culturally inappropriate external support to vulnerable people can make them appear well off in the eyes of the community.

Mobilising young people

- That youth volunteers can be effectively mobilised through schools.
- That volunteering develops confidence and leadership skills among young people.
- That young people disseminate relevant messages within their families and contact circles.
- That youth participation at all levels of the governance structure is important in motivating continued youth engagement.

Supporting local units

- That supporting thousands of local volunteer groups is a major organisational challenge, and needs a focused and dedicated structure.
- That a level of ongoing contact and communication within the organisation is key to supporting local units, and cost and availability of transport is a major issue.
- That ongoing support can be provided through purely volunteer-based structures.
- That training local units in simple leadership, management and technical skills is an important part of enhancing their sustainability, in particular their transparency, accountability and adherence to the Fundamental Principles, but also to minimise the risk of (financial) mismanagement.
- That competition and exchange between different units is a powerful mechanism for diffusing ideas and spurring other units to action.
- That exchange between youth units is a particularly fertile way for spreading ideas.
- That a focus on support to local service delivery makes it easier to structure intermediary and national levels of a National Society.
- That external funding, whether actual or imagined, is likely to decrease a National Society's ability to mobilise local resources if not managed in a sensitive and participative manner.

Governance and leadership

- That a strong democratic process at grassroots level is extremely important for the good functioning of local units.
- That diversity at all levels of governance is crucial.
- That governance at all levels of the National Society is crucial in mobilising local relationships and resources for the National Society.

National Society programme areas

- That, once in place, a network of local units is a very efficient dissemination mechanism for Fundamental Principles, health messages, DRR messages, as a

base for DM etc. Programmes which focus on simple activities and messages have the potential for country-wide impact through this type of system.

- That activities and programmes must be tailored to the dynamics of local units, the level of education and the priorities of the local community.
- That other levels of the National Society must not compete with grassroots activities – everything must go through local units.

Resource mobilisation at the local level

- That an effective local unit will lead to local resource mobilisation in cash and kind for mutual investment and to meet the needs of vulnerable people.
- That country coverage at community level is a powerful attraction for external partners seeking to deliver services at community level.
- That donor support to existing community structures, if sensitively managed, can make ongoing processes go further, faster. If poorly managed, it is likely to destroy local capacity.
- That a lot of small-scale investments in community income generation are likely to produce greater cumulative results than fewer large investments.

Resource mobilisation at intermediary and national levels

- That there is willingness for volunteers to pay a (comparatively large) membership fee to support all levels of the organisation (including their own).
- That relationships are key to mobilising resources.
- That there are opportunities for income generation at regional and national levels.
- That these opportunities must not compete with local income generating activities.
- That targeted capital investment is likely to lead to long-term income generation opportunities for the National Society.
- That full sustainability in a resource-poor environment is a medium to long term project, and that some form of external support to these structures in transition is necessary.

Effective partner support to community action

- That country coverage by a grassroots network is an extremely attractive proposition for donors wishing to invest in sustained community level impact.
- That such a network is very suitable to delivering simple activities and messages: it is less suited to delivering technically complex projects.
- That external activities need to be through existing structures rather than in parallel to them.
- That donor support to existing community structures, if sensitively managed, can make ongoing processes go further, faster. If poorly managed, it is likely to destroy local capacity.
- A particular concern for donors should be that they do not exclude neighbouring units from their work: even if money is not available, including neighbouring units in training may catalyse further action as well as lessen a perception of exclusion.

- That support in the form of training and skills is particularly effective in the context of sustainable structures.
- That donors should research and understand local concepts of vulnerability before implementing programmes.
- That a lot of small-scale investments in community income generation are likely to produce greater cumulative results than fewer large investments.

Relationships with government

- That community volunteer coverage attracts the attention and practical support of government at all levels.
- That it can also be perceived as a political threat.
- That strong dissemination of Red Cross independence and neutrality in word and action is required to avoid this perception.

The pilot project approach

- That an approach to volunteering development focusing on creating sustainable community action can be extremely effective compared to traditional top-down capacity building.
- That a comparatively small investment in such a process can have transformational pay-offs.
- That National Society ownership and leadership is key to the success of such a process.
- That building on local customs and traditions is key to such a process.
- That the process should be led by people who have knowledge and credibility – not outsiders.
- That investment finance – seed money – to catalyse local action is likely to be more effective than large top-down investment.
- That such an approach factors in the risk of failure and makes the potential financial loss of failure of small scale.
- That learning, adaptation and replication at the small scale are crucial, and that the organisation must be a “learning organisation” at all levels in order to be successful.
- That such an approach may or may not be successful in large cities, depending on how communities are structured and understood.
- That in city areas with weak communities, top-down volunteer management may be a more effective way of mobilising volunteers with specific skills.
- That intermediary structures between central office and community only become meaningful in the context of active community based units.
- That these structures are likely to face a delay between having to support a volunteer based system and becoming sustainable themselves. They are therefore likely to need external support for this period.

Conclusions

In June 2011, the Burundi Red Cross Society is delivering relevant volunteer services to vulnerable people across the country in line with Strategy 2020 and moving steadily towards being a strong National Society. The National Society is working to diversify funding sources to make the communal, provincial and national structures that support community volunteer mobilisation as sustainable as possible within this environment.

The technical and financial support provided by the International Federation OD department through the pilot project **Building sustainable local capacity in the Provincial Branches of KARUZI and RUYIGI** was crucial in underpinning the process of transition from a weak to a strong National Society. Without the project's technical input and, to a lesser extent financial support, the National Society's strategic vision of country-wide community coverage would have been unlikely to have been realised.

Based on the following International Federation Framework for Evaluation criteria, the team concludes that:

1. Red Cross Red Crescent Fundamental Principles, Code of Conduct and Strategy 2020

The pilot project is in line with the Fundamental Principles, the Code of Conduct for Disaster Relief and Strategy 2020. The team has been particularly impressed by how local communities that it has met have made reference to the Fundamental Principles, in particular humanity and voluntary service, as the basis for their practical work.

2. Relevance and appropriateness

The pilot project was extremely relevant to the needs of the Burundi Red Cross Society and vulnerable people in Burundi, and very appropriate to the social and economic situation of the country. The work carried out by volunteers in every community of Burundi demonstrably contributes to saving lives and protecting livelihoods, enabling healthy and safe living, and promoting social inclusion and a culture of non-violence and peace in an extremely vulnerable post-conflict environment.

3. Efficiency

The intervention was extremely cost-efficient. An initial investment of 300,000 Swiss francs acted as a catalyst which, as results developed, attracted further donor support. The outcome is a sustainable country-wide community volunteer network. There is no comparable volunteering development intervention in the history of International Federation support to volunteering development with such a high return on investment.

4. Effectiveness

The Burundi Red Cross Society modified the scope of the pilot project to cover the whole country early in the intervention. This means that the project has exceeded initial plans many times over. It also means that the project goal of making the initial two provincial branch structures sustainable through local contributions and resources has not been realised, although it is questionable to what extent this could have been achieved within a three-year timeframe in any case, given the general lack of resources in the country. **The form and elements of the intervention, namely technical support, coaching and mentoring of key National Society figures and financial investment were generally extremely effective, although the team noted a high level of confusion around some of the early financial transfers between the secretariat in Geneva, Nairobi and Bujumbura.**

5. Coverage

The pilot project has achieved **exemplary coverage**, involving volunteers from ethnic groups previously in conflict, young and old, men and women, and extremely and less vulnerable people within communities across the country. It is a feature of the project that identification of the most vulnerable people within the community is led by volunteers at community level, and appears to be very effective. Many of these people then join local volunteer groups. The only area of the country in which the pilot project has not found major resonance are in the inner-city areas of Bujumbura itself.

6. Impact and sustainability

The pilot project has had a transformative impact on the Burundi Red Cross Society and the lives of many vulnerable people in Burundi. At the community level, volunteer service is likely to continue for the foreseeable future in most collines as the benefits to volunteers of mutual support and support of vulnerable people are very clearly understood. The question of National Society support structure sustainability is one of longer term, however the team notes that the National Society has clear goals for its long-term sustainability, and is undertaking systematic and strategic work to develop to meet these goals.

7. Coherence

There is a broadly coherent approach to the pilot project by other Movement actors. This is effectively managed by the Burundi Red Cross Society.

Key factors of success

The team identifies the following key factors of success **from within** the pilot project:

- ➔ Unwavering clarity of leadership from top to bottom of the process within the Burundi Red Cross Society, and an intervention which was founded on supporting this leadership in achieving its goal.
- ➔ An entrepreneurial, investment and replication based approach to local capacity development rather than a top-down approach. Extremely clear conceptual principles relating to the approach are adopted throughout the organisation in the respective programme areas.
- ➔ Flexibility within the approach that recognised that National Society ownership and leadership of the process was crucial, and did not impose external timelines and deliverables.

- ➔ Absolute clarity through the intervention that vulnerable people could themselves be mobilised to help more vulnerable people, and that this process would unlock other community resources.
- ➔ A focus on developing volunteering capacity in line with existing (although dormant) local concepts of community solidarity and mutual aid, and management of the process by people with strong local knowledge and credibility.
- ➔ Recognition that local capacity for self-help in poor environments is compromised by actual or promised external support, and clear messaging throughout that communities should focus on mobilising local resources to carry out their activities.
- ➔ Emphasis on the Fundamental Principles as a basis for determining community vulnerability.

The following **external factors** also played important roles in the success of the project:

- ➔ The opportunity for the National Society presented by a society with enormous vulnerabilities but with mutual help mechanisms dormant following the civil war.
- ➔ The willingness of partner National Societies and ICRC to provide support in line with the direction given by the Burundi Red Cross Society, in particular through support to key staff positions.

Wider questions

In the opinion of the team, this pilot project raises important questions for the wider Movement as it considers how it will achieve the goals it has set itself through Strategy 2020:

Local capacity building and Strategy 2020

The Burundi Red Cross Society is currently delivering sustainable, locally resourced services across the country in line with Strategy 2020. This has been achieved through a focus on mobilising local capacities to organise and resource themselves in identifying and meeting the needs of vulnerable people. Many National Societies do not have local community structures. **This pilot project suggests that a step change in National Society performance and resourcing is possible through development of local units at community level.** It also suggests that such an approach is likely to mobilise further community and external resources. The results of the pilot project challenge National Societies, the International Federation and their partners to re-examine their ambitions in terms of the breadth and sustainability of their work with vulnerable people.

Replicability of this approach

The team believes that the approach taken in the pilot project is broadly applicable in any National Society, based on the key factors listed above. Of these, National Society leadership and ownership, engagement with local traditions and cultures, and management by people with local experience and knowledge are seen to be the most important factors. Such a process is most likely to succeed in rural areas, and it would be important to develop understanding of what adjustments to the process should be made in order to develop similar success in urban areas. It would also be helpful in this context to understand the relative success or failure of the parallel pilot project in Ghana in developing further knowledge around the replicability of this approach.

The impact of external finance on local capacity building

Throughout the evaluation, evidence consistently pointed to the negative impact of project funding, or the prospect of project-funding, on local people's willingness to self-organise and self-resource. Evidence suggested that it promoted dependency, and minimised local participation and empowerment, both key factors in the dynamics of the local units. **If the International Federation, ICRC and Partner National Societies are serious about supporting community-based National Societies capable of mobilising local resources, they must urgently review how their financial support affects the National Society's local image in the population, and how this in turn affects the National Society's capacity to mobilise local resources.**

Volunteering development

The OD approach used in the pilot project is qualitatively different to the vast majority of OD interventions within the International Federation, which focus on top-down change. Yet this is the most significant Federation-led volunteering development intervention in the last ten years. **This pilot project challenges Federation and National Society OD leaders to urgently review their aspirations, assumptions and practice around volunteering development, in particular:**

- ➔ To what extent the vision of volunteering development, as currently reflected by OD practice, is focused on the logic of sustainable community mobilisation and empowerment. Is a National Society seen as an organisation external to communities or one that belongs to them and has its roots in them?
- ➔ To what extent volunteering development focus is on the soft aspects of volunteering – power relationships, community participation, empowerment, ownership, National Society image – as opposed to the hard aspects of management, databases, training etc
- ➔ To what extent are the intrinsic impacts of volunteering recognised and celebrated beyond the achievement of programme goals? Is there recognition of the fact that volunteering promotes community cohesion, a culture of peace and non-violence, democratic processes, enhanced social capital, resilience, as well as benefiting individuals through skills development, integration and opportunities?
- ➔ To what extent National Societies have developed the entrepreneurial approaches to catalyse simple local actions without external resource, and to replicate the process in other communities
- ➔ Whether there is appropriate finance available that focuses on investment in developing sustainable structures, rather than time bound projects.
- ➔ Whether it is more effective to focus on developing specific community programmes, or to focus on first developing active community structures which then can be linked to National Society programme priorities.
- ➔ Whether many volunteering development interventions which target central office and intermediary structures of a National Society are likely to be effective unless a genuine community structure is in place.

Recommendations

- That all Movement partners review their ambitions relating to community mobilisation in the light of the experience of the Burundi Red Cross Society.
- That all National Societies consider how their geographical structures, image in communities and funding mechanisms enable or hinder them in mobilising sustainable community volunteers.
- That National Societies engaged in partnerships analyse how partnerships support or limit the development of the Host National Society's sustainable community resource base.

Recommendations to the Burundi Red Cross Society

- ➔ That it maintains its strategy of support to local community units and organisational sustainability.
- ➔ That it consider simple first aid training at colline level as an intervention likely to meet demand and have widespread practical impact on the lives of vulnerable people.
- ➔ That it invest further in leadership and management development at the branch level as it seeks to promote autonomous branches, including diversification of national and provincial level boards to include more women and young people.
- ➔ That it continue on its gradual strategy of downsizing the central office to be proportional to the capacities of its branches.
- ➔ That it investigate the potential use of mobile phones as a possible technology to overcome some reporting and communications constraints in working with the local level.
- ➔ That it develop a communications strategy for raising its profile in Burundi, in particular the urban elite and private sector.
- ➔ That it accelerate development of the resource mobilisation strategy, and consider whether an external resource person could provide useful insights and coaching to build National Society capacity in this area.
- ➔ That it continue to recognise the importance of its achievement in the context of local community organisation in African National Societies, and continue to be open to sharing its experience with sister societies.
- ➔ That the Burundi Red Cross Society work with partners to deepen existing partnerships, extending the level of mutual openness and work to develop additional partnerships.

Recommendation to OD and volunteering development practitioners in National Societies and the International Federation secretariat

- ➔ That volunteering and organisational development practitioners review their current practice in light of the practice and impact of the pilot project
- ➔ That the pilot project methodology be revised to take into account the findings of this evaluation, including revising the likely timescale and cost of transformation in light of the Burundi experience. Other areas in which improvements to the approach might be made include in flagging early sensitisation of Movement partners to the likely direction of change and their role in supporting it, and earlier work to build resource generation capacities within the National Society at intermediary and central office levels. It may also be necessary to provide capacity building support in the area of internal financial management as part of a future process.
- ➔ That the International Federation secretariat OD department develop criteria for support to other National Societies wishing to develop a community base using the methodology, and seek investment money to support them in doing so.
- ➔ That the approach be actively marketed to National Society leaderships with the potential to effect transformational change in their National Societies.
- ➔ That support to any further projects is clearly prioritised by OD practitioners and their managers for the duration of the project.
- ➔ That further research is carried out into differences between rural and urban models of volunteering, including deeper analysis for the relative failure of the pilot project in some urban areas in Burundi.

Recommendation to Movement partners of the Burundi Red Cross Society

- ➔ That they recognise the strategic importance to the Movement of the change process currently underway within the Burundi Red Cross Society and continue to invest in this change.
- ➔ That they recognise and respect the clarity of purpose with which the Burundi Red Cross Society is working with vulnerable people, and align themselves with this when partnering with the National Society.
- ➔ That they work with the Burundi Red Cross Society to deepen existing partnerships, extending the level of mutual openness.
- ➔ That where possible partners support the Burundi Red Cross Society in continuing its research into and implementing appropriate income-generating activities to support intermediate and central office structures.

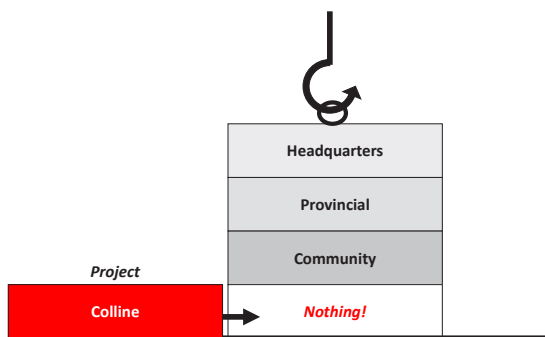
Recommendations to the International Federation secretariat

- ➔ That the unsatisfactory financial transfer arrangements relating to the pilot project are investigated and systems strengthened at the secretariat and zonal levels if necessary.

Annex 1

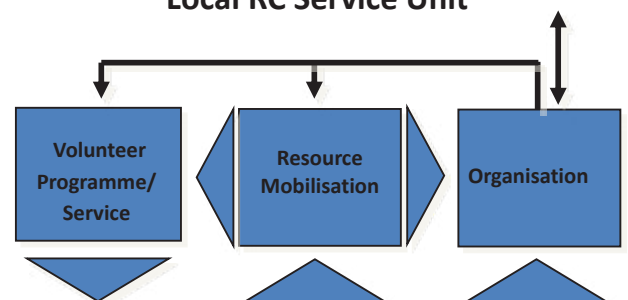
OD department presentation: illustrative designs for mobilising sustainable local capacity

Many NSs in Africa:
A House without a Ground Floor



Christer Leopold, Voluntarius – Voluntary Strategies

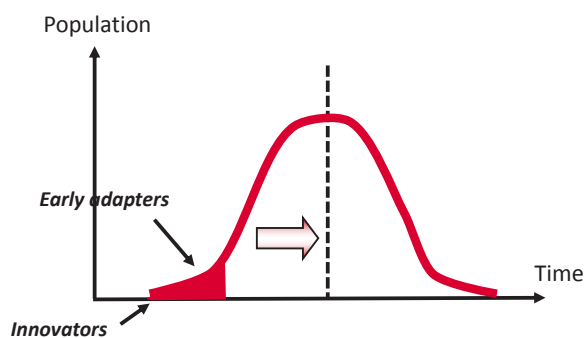
Local RC Service Unit



Local Community: Needs & Resources

Christer Leopold, Voluntarius – Voluntary Strategies

Diffusion of New Ideas



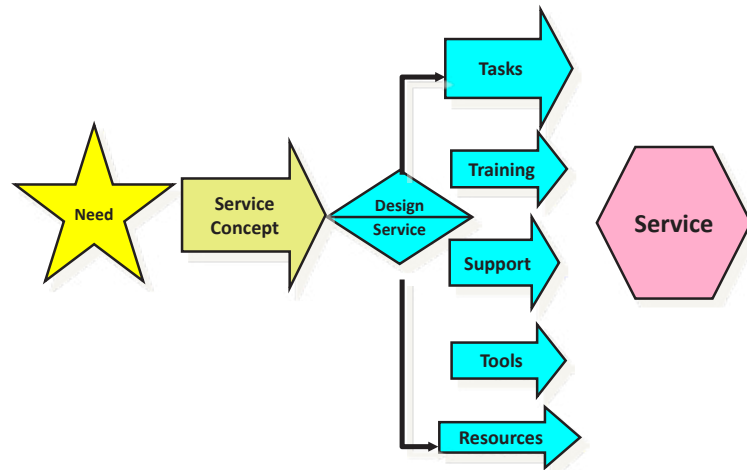
Christer Leopold, Voluntarius – Voluntary Strategies

NS Service Delivery System



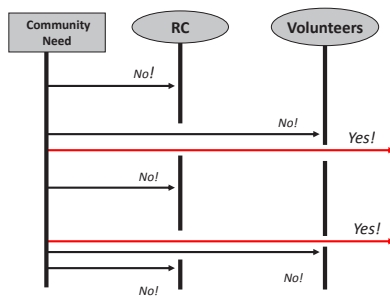
Christer Leopold, Voluntarius – Voluntary Strategies

Service Design



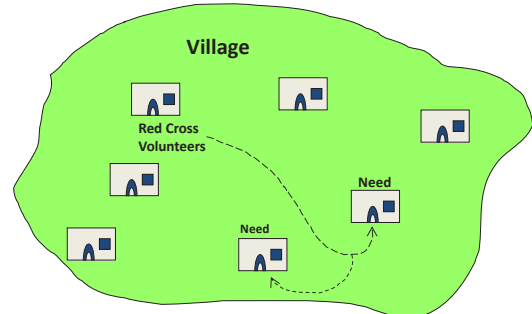
Christer Leopold, *Voluntarius* – Voluntary Strategies

Not all needs can be addressed



Christer Leopold, *Voluntarius* – Voluntary Strategies

Addressing the Needs in a Village



Christer Leopold, *Voluntarius* – Voluntary Strategies

Annex 2

Evaluation terms of reference

Evaluation of the project: “Mobilizing sustainable capacity in the local branches of the Burundi Red Cross society”

1. Summary

This is the ToR for the internal, final evaluation on the above mentioned project which was implemented from July 2007 to May 2011 by the Burundi Red Cross with technical and financial support from the Learning and OD department, International Federation Geneva.

The deliverables of the evaluation will be a report and a case study that will be part of the knowledge development efforts to build strong National Societies and will be made available widely.

The evaluation is commissioned by the Learning and OD department of the International Federation. It will be completed between the beginning of June and the end of July 2011.

It will be based on a 9-day in-country mission in June 2011, preceded by a desk review of relevant literature.

Jean-Etienne Brodier

Learning and OD department,
Geneva

25 May 2011

2. Background

A global project on local capacity building was initiated in 2007 by the International Federation secretariat in Burundi and Ghana to pilot its organizational development strategy. The leadership of the Burundi Red Cross decided to strengthen its organization's long-term capacity through creating grassroots Red Cross units that are based on local leaders and volunteers, mobilized among the villagers, trained and supported by the regional branches. This project was implemented and lead by the Burundi Red Cross itself, through financial investment by the capacity building fund and a partnership with the British DFID, and thanks to external coaching from the Federation secretariat when needed. Through this project, the Burundi Red Cross also piloted the intensified capacity building (ICB) modality of the International Federation.

The project supported by the Federation secretariat ended in May 2011. The final evaluation was planned and agreed upon in the Project cooperation agreement between the Burundi Red Cross society and the International Federation of Red Cross and Red Crescent societies, paragraph 6. G).

3. Evaluation purpose

This internal, final evaluation will assess three areas of focus:

1. The alignment of objectives and their intended impact with the project plans and budgets.
2. The relevance of the objectives for the National Society and for the vulnerable.

3. The relevance and challenges of the technical and financial support available.

The evaluation is part of the National Society and knowledge development efforts of Strategy 2020. The knowledge generated will contribute to develop the global OD knowledge on building strong National Societies and will be made available to interested Movement components.

4. Evaluation Scope

The study evaluation will consider the time period going from June 2007 to May 2011 and cover the whole country and organisational structure at all levels.

It is assumed that the evaluation team members coming from abroad will cover their own costs. The domestic costs for conducting the evaluation (transportation, stationary, etc.) will be discussed by the evaluation team prior to the mission in country, and a request for payment accompanied with by budget will be submitted to the Learning and OD department for approval and coverage as per the cooperation agreement (paragraph 8. d)).

5. Evaluation criteria and specific questions

1. Adherence to Fundamental Principles and Code of Conduct
2. Define where the Burundi Red Cross is today in its development process and strength. Where does it come from, where is it going, and where it is today, focusing on the following broad elements:
 - Activities (services, projects, sustainability, ownership, etc.)
 - Organisation (organisational structure, leadership at all levels, democratic system, accountability, image, etc)
 - Resources (volunteers and members, in kind, financial, membership dues)
 - Environment (economical and financial situation, possible partnerships, relationship with public authorities, etc.)
 - What were the main drivers of the developments of the last 4 years?
3. Coherence, relevance and appropriateness of IFRC OD intervention
 - Figure out to what extent the financial and technical support was adequate for the particular context and development stage of the Burundi Red Cross. What worked well, what could have worked better?
 - Is the project and its outcomes in line with the S2020 and the Framework and principles for building strong National Societies?
 - How did other partners contribute to the project
4. Efficiency and effectiveness of overall intervention
 - Evaluate how the overall project plan and its subsequent annual plans were implemented. What worked, what did not work?
 - To what extent additional support received by the project from other partners was efficient, effective and in line with the Burundi Red Cross vision, and the IFRC strategy.
5. Impact of intervention

- Did it lead to improving the country coverage, the network of volunteer-based units, the services delivered and access to the vulnerable, accountability and ownership?
 - Determine what impact the project had on the service delivery to the vulnerable countrywide.
 - Define how the project contributed to community development beyond the Red Cross activities.
6. Sustainability and connectedness of intervention outcomes
- Determine what can the Red Cross Red Crescent Movement learn from this experience by the Burundi Red Cross in the perspective of the Principles included in the *Building strong National Societies Framework*
 - How sustainable are the project outcomes and impacts? In particular, to what extent is the current coordination and the support system for the local units sustainable or is functioning thanks to other international partners time-bound projects?

5. Evaluation Methodology

The methodology for this evaluation will include a review of secondary data complimented with qualitative data collection and analysis. It will adhere to the draft IFRC Management Policy for Evaluations, with particular attention to the processes upholding the standards of how evaluations should be planned, managed, conducted, and utilized.

The evaluation team will consist of 4 people:

1. Balthazar BACINONI: Head of Dissemination Department and National Coordinator of Mobilizing Sustainable Local Capacity, Burundi RC
2. Thérèse HAKIZIMANA: Branch Secretary of Bururi (Field)
3. Pirkko TOLVANEN, Head of Programme Support, Finnish Red Cross
4. Ian STEED, Youth Action and Volunteering Development Department, IFRC Geneva (Team leader)

The composition of the evaluation team seeks to reinforce participation and ownership among key stakeholders. It will be lead by Ian Steed.

The specific evaluation methodology will be detailed in close consultation with the evaluation team, but will draw upon the following primary methods:

1. **Desktop review** of secondary data, including: project baseline data of the situation of the Burundi Red Cross in May 2007 (to be provided by the Burundi Red Cross before the beginning of the evaluation and based on key indicators to be agreed upon between the Burundi Red Cross and the Learning and OD department), project plans and financial reports, mission reports, and key IFRC texts relating to Strategy 2020 and Strong National Societies.
2. In parallel to the evaluation in country, a financial audit by an internationally approved audit company will be appointed and costs included in the project as per the cooperation agreement (paragraph 10. a). The audit report will be annexed to the evaluation report when completed.
3. **Field visits/observations.**

4. **Key informant interviews.**

5. **Focus group discussions**, as time and capacity allow.

An initial draft report will be prepared for a **review process** involving key stakeholders. The review process should occur within 1 week of submittal of the draft report, and will involve the following stakeholders in the following order: Burundi Red Cross Society, IFRC LOD Dept

The review process will address any:

- **Inaccuracy.** Inaccuracies are factual, supported with undisputable evidence, and therefore should be corrected in the evaluation report itself.
- **Clarifications.** A clarification is additional, explanatory information to what the evaluators provided in the report. It is the evaluators' decision whether to revise their report according to a clarification; if not, the evaluation management response team can decide whether to include the clarification in their management response.
- **Difference of opinion.** A difference of opinion does not pertain to the findings (which are factual), but to the conclusions and/or recommendations. These may be expressed to the evaluators during the review process. It is the evaluators' decision whether to revise their report according to a difference of opinion; if not, the evaluation management response team can decide whether to include the clarification in their management response.

6. Deliverables

The evaluation team will provide:

1. An inception mission plan by the team leader prior to the mission, outlining how he/she will lead the evaluation and detailing the planned methodology and timeline.
2. A mission budget plan by the team leader after consultation with the Burundi RC for costs likely to be incurred by the evaluation in country
3. A live de-briefing in country to the Burundi Red Cross management and key project stakeholders at the end of the mission. Feedbacks will be integrated in the evaluation
4. An evaluation report that will include a section on the methodology used, on the context, an executive summary, and recommendations to the Burundi Red Cross and its Movement partners.
5. A case study on the Burundi Red Cross experience of developing sustainable local capacity at community level
6. A 30mn presentation of the evaluation findings as part of the weekly Red Talks of the Federation secretariat.

7. Proposed Timeline

- Team composition deadline: 3rd June 2011
- Desk review: 6th to 10th of June
- In country evaluation: 14th to 22nd June (not including travel days)
- Report writing and delivery of deliverables: 22nd June till 31st July

Proposed evaluation plan:

Prior to the work in country: desk review, baseline data collection by the Burundi Red Cross

Day 1: Briefing on the context and the study background, presentation of the findings, identification of the main successes and challenges

Day 2: Evaluation team building, definition of the evaluation program

Day 3 - 4: interviews in the HQ, ended by half a day evaluation team working group to compile preliminary observations and adapt the program

Day 5 to 7: field trips with working groups every evening to discuss main findings and adapt the program as relevant

Day 8: last round of discussions at the HQ

Day 9: Evaluation working group to compile the learning, organise the skeleton of the report and agree on the next steps and timeline to complete the report.

8. Evaluation Quality & Ethical Standards.

The evaluators should take all reasonable steps to ensure that the evaluation is designed and conducted to respect and protect the rights and welfare of the people and communities involved and to ensure that the evaluation is technically accurate and reliable, is conducted in a transparent and impartial manner, and contributes to organizational learning and accountability. Therefore, the evaluation team should adhere to the evaluation standards and applicable practices outlined in the IFRC Management Policy for Evaluation.

The IFRC evaluation standards are:

1. **Utility:** Evaluations must be useful and used.
2. **Feasibility:** Evaluations must be realistic, diplomatic, and managed in a sensible, cost effective manner.
3. **Ethics & Legality:** Evaluations must be conducted in an ethical and legal manner, with particular regard for the welfare of those involved in and affected by the evaluation.
4. **Impartiality & Independence:** Evaluations should be impartial, providing a comprehensive and unbiased assessment that takes into account the views of all stakeholders.
5. **Transparency:** Evaluation activities should reflect an attitude of openness and transparency.
6. **Accuracy:** Evaluations should be technical accurate, providing sufficient information about the data collection, analysis, and interpretation methods so that its worth or merit can be determined.
7. **Participation:** Stakeholders should be consulted and meaningfully involved in the evaluation process when feasible and appropriate.
8. **Collaboration:** Collaboration between key operating partners in the evaluation process improves the legitimacy and utility of the evaluation.

It is also expected that the evaluation will respect the seven Fundamental Principles of the Red Cross and Red Crescent: 1) humanity, 2) impartiality, 3) neutrality, 4) independence, 5) voluntary service, 6) unity, and 7) universality. Further information can be obtained about these Principles at: www.ifrc.org/what/values/principles/index.asp

11. Appendices

Project cooperation agreement

Project plan

IFRC framework for evaluations

Annex 3

Evaluation team composition

Balthazar Bacinoni is Head of Dissemination Department and National Coordinator for the Pilot Project of Mobilising the Sustainable Local Capacity, Burundi Red Cross Society

Email: bacinonibalthazar@yahoo.fr

Thérèse Hakizimana is provincial branch secretary of Bururi branch, Burundi Red Cross Society.

Email: hakizimana.therese@yahoo.fr

Ian Steed is senior officer, volunteering development in the Youth Action and Volunteering Development department in the IFRC secretariat, Geneva.

Email: ian.steed@ifrc.org

Pirkko Tolvanen is Head of Programme Support, International Operations and Programmes, Finnish Red Cross

Email: pirkko.tolvanen@redcross.fi

Annex 4

In-country timetable

| Date | Activity morning | | Activity after-noon | Activity eve-ning |
|----------------------------|--|--|---|---|
| Monday 13 th | Ian Steed arrives 1050, flight KL 4144 | | Initial logistics discussion, security briefing etc | |
| Tuesday 14 th | Pirkko Tolvanen arrives 1030, flight KL4167 | | Introductions Setting the scene. Briefing on context and study back-ground. Main successes and challenges. | Dinner together / continued discussions |
| Wednesday 15 th | Definition of evaluation programme: initial plan for activities, methodology etc | Initial key informant interviews in Burundi RC | | Team feedback, review and planning |
| Thursday 16 th | Group work with Burundi RC colleagues and selected external partners | | | Team feedback, review and planning |
| Friday 17 th | Key interviews, Burundi RC and external stakeholders. Travel to Gitega. | | | Team feedback, review and planning |
| Saturday 18 th | Field trip to colline, commune and provincial branch level of Ruyigi branch. | | | Team feedback, review and planning |
| Sunday 19 th | Field trip to colline and branch level of Karusi branch | | | Team feedback, review and planning |
| Monday 20 th | Field trip to Muramvya branch and return to Bujumbura. Further key informant interviews. | | | Team feedback, review and planning |
| Tuesday 21 st | Final key interviews, Burundi RC and key stakeholders | | Review of key findings, presentation of findings to Secretary General, development of presentation to NS | Team feedback, review and planning |
| Wednesday 22 nd | Presentation of initial findings to BRC and feedback | | Incorporation of feedback; agree report outline, next steps and timeline | Dinner together |

Annex 5

Desk review documents

Burundi Red Cross Society documents

- Statutes of the Burundi Red Cross Society, revised 2006 and currently in process of revision
- Project MoU between BRC and IFRC
- Pilot Project plans of action 2007 – 9, budgets, reports
- Presentations on pilot project
- Pilot project final report
- Burundi Red Cross Society strategic plans 2007 – 09, 2010 – 2013

IFRC documents

- Strategy 2020
- Framework for building strong National Societies
- OD think tank on local capacity building in Africa, meeting report Nov 2006
- Various appeals and annual reports, 2000 - 2005

Annex 6

Central office and branch staff involved in group work

| N° | Names | Position |
|----|---------------------------|---|
| 1 | Mrs. Béatrice BAYISABE | Communications Assistant |
| 2 | Ms. Octavie KUBWAMUNGU | HR Manager |
| 3 | Mrs. Nadège IRAMBONA | HR Assistant |
| 4 | Mr. Gilbert NSHIMIRIMANA | Secretary of Ruyigi Branch |
| 5 | Mrs. Thérèse HAKIZIMANA | Secretary of Bururi Branch, member of evaluation team |
| 6 | Mr. Jean Marie HAKIZIMANA | Procurement Officer |
| 7 | Mr. Alexis MANIRAKIZA | Head of Public Relations |
| 8 | Mr. Olivier HARINGANJI | Senior Youth Officer |
| 9 | Mr. Désiré BUNDOYI | Northern Regional Coordination |
| 10 | Mr. Pascal NZIMANA | Head of Admin. Log Department |
| 11 | Mrs. Pirkko TOLVANEN | Finnish Red Cross, member of evaluation team |
| 12 | Mr. Ian STEED | IFRC, member of evaluation team |
| 13 | Mr. Balthazar BACINONI | Head, Dissemination Department, member of evaluation team |

Annex 7

Key informant interviews and positions, and communities visited

Burundi Red Cross Society

| | |
|--------------------------|---|
| Mr Anselme KATIYUNGURUZA | Secretary General |
| Ms Celine NDABIRINDE | Head of Programmes / Deputy Secretary General |
| Mr Balthazar BACINONI | Head of Dissemination Department and Pilot Project National Coordinator |
| Mr Sebastien CIMPAYE | Head of OD |
| Mr Benoit NIZIGIYIMANA | Head of Health |
| Mr Veneran NZIGAMASABO | Head of Disaster Management |
| Mr Alexis MANIRAKIZA | Head of Public Relations |
| Mr Nyaki KIMONGE | Head, IT department |
| Mr Prosper NKURUNZIZA | IT department |
| Mr Olivier HARINGANJI | Senior Youth Officer |

Partner National Societies and IFRC

| | |
|------------------------|--|
| Ms Loriane LUCMALLE | Belgian Red Cross – Francophone |
| Mr Bram RIEMS | Burundi Country delegate, Belgian Red Cross – Flanders |
| Mr Koenraad DENAYER | Desk officer, Belgian Red Cross – Flanders |
| Ms Veronique BOSSHARDT | German Red Cross |
| Ms Caroline LEDENT | Luxembourg Red Cross |
| Ms Isabelle SUAREZ | Spanish Red Cross |
| Mr Stephane DE RICAUD | Head of delegation, French Red Cross |
| Ms Francoise LEGOFF | Former Head of Regional Delegation, Nairobi |

Other organisations

| | |
|-----------------------------|--|
| Ms Denise Hill | Deputy Head & Departmental Finance Officer, DFID Burundi |
| Mr. Emmanuel Twagirimukiza, | Senior Program Assistant, WFP |
| Mr. Christian Nzeyimana, | Programme Coordinator, WFP |

In addition, the evaluation team met with staff and volunteers in the following locations:

Gasasa colline unit (Butaganzwa Commune, Ruyigi Province) :

1. GICONDO Fidèle, President of colline unit ;
2. NYANDWI Simon, member of colline unit

Caragata colline unit (Butaganzwa Commune, Ruyigi Provi) :

KARENZO Bonaventure, President of colline unit

Ruyigi Branch office:

1. NSHIMIRIMANA Gilbert, Branch Secretary ;
2. HASABUMUREMYI Jean Claude, Responsible for Volunteers

Gitaramuka and Shombo colline units (Shombo commune, Karuzi Province) :

1. NSHIMIRIMANA Laurent : President of Karuzi Provincial Governance Committee
2. BARAYANDEMA Révocat, President of Shombo RC Communal Committtee

Canzikiro and Kiranda colline units (Bugenyuzi commune, Karuzi Province) :

HAKIZUMUKAMA Rénovat, President of Kiranda unit.

Burambana colline unit (Muramvya) :

NTUNZWENIMANA Pasteur, Branch Secretary

Annex 8

Map of Burundi



The Fundamental Principles of the International Red Cross and Red Crescent Movement

Humanity / The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

Impartiality / It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Neutrality / In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

Independence / The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

Voluntary service / It is a voluntary relief movement not prompted in any manner by desire for gain.

Unity / There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

Universality / The International Red Cross and Red Crescent Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.



International Federation
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