

Evaluation Report Title: Social and Economic Impacts of *Tuungane*

Response to Evaluation Report (overarching narrative)

1. The impact evaluation of the Tuungane programme¹ has concluded that aside from the direct benefits of well implemented investment projects, there is very little evidence of wider social and economic impact of interventions for Tuungane Phase 1.
2. Background. Tuungane is a £90 million DFID-funded community development programme implemented by IRC and CARE since 2007, based on an IRC model of community-driven reconstruction. The programme is split into 2 phases: Phase I ran from 2007-10 and supported 1.7m people in 1200 communities in Maniema, Katanga and South Kivu. Phase II runs from 2010-14, extending the project to a further 1.5m people and including North Kivu.
3. An independent impact evaluation was commissioned by IRC and produced by a team from Columbia University based on fieldwork from 2010-2011. DFID contributed £1 million to the evaluation, which was co-financed by 3ie (who contributed an additional \$274, 000)
4. Summary of Findings. The report notes that in terms of implementation, Tuungane was successful in implementing a large number of projects, that the projects were in line with people's preferences, and that people reported very high levels of exposure to, and satisfaction with, the project.
5. However, the evaluation was unable to demonstrate an impact on the social and economic behaviour changes the programme was designed to deliver. There appears to be no evidence of a "Tuungane effect"; the evaluation failed to find significant differences between Tuungane communities and other communities in terms of social or behavioural changes. Furthermore, it found little evidence of positive economic effects and some negative effects.
6. The evaluators did not identify the reason why there is an absence of evidence of changes being achieved. This may have been due to a number of factors:
 - Over-ambitious or incorrect expectations of results that would be achieved and the timescale for them to be realised
 - An ineffective programme design or level of intervention
 - Unknown external factors that could have caused the generally positive outcomes for both Tuungane and for comparative communities outside the programme
7. The report identifies elements of the research design that may have contributed to the absence of evidence, including level of analysis,

¹ 'Social and Economic Impacts of Tuungane: Final report on the effects of a community driven reconstruction program in Eastern Democratic Republic of Congo, April 2012

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outcomes and scale (p. 76).

8. One finding of particular interest given the context in DRC is that on average over all communities studied, only 15% of the \$1000 grant given to communities was unaccounted for
9. DFID's interpretation. Our interpretation of the findings is that they are valid and derived from a methodologically rigorous approach to attributing impact. We need to explore further the reasons for an absence of evidence of change in relation to the programme, support our partners, IRC, in implementing phase 2 and apply lessons learned to our future evaluation of CDR programmes particularly in fragile and conflict-affected states.
10. We need to clarify to what extent the expected outcomes agreed during the programme design, and used as the basis for the evaluation study, remain accurate and relevant to the Tuungane programme. Since the start of Tuungane 1 the programme has changed significantly. Tuungane phase 2 has a very different process and focus to Tuungane 1. The logframe has been revised several times and a theory of change for Tuungane 2 was developed in 2011. We will revisit this theory of change in the light of the evaluation findings.
11. The evaluation study started in 2010, three years after implementation of Tuungane 1 commenced in 2007. The absence of observed impact over a short timescale is consistent with previous research, including a recent World Bank study², which suggests that the timescales for impact of participatory development interventions is notoriously difficult to predict, and tends to be over a much longer period than programme planning allows for. It is thus possible that expected outcomes may be achieved fully or in part in the longer term.
12. Our view is that the programme still provides a positive return on DFID's investment in spite of the absence of observed behaviour change. The economic appraisal for the Tuungane cost extension estimated that the rate of return on the programme would be 34%, calculated solely on the direct benefits associated with investment projects. While the absence of observed behaviour change raises questions about whether the programme could have achieved better value for money (block grants for investment projects account for just 43% of total costs) there is no suggestion that the programme is not generating a positive return.

²Mansuri & Rao (2011)

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<p>DFID and IRC take account of the findings and demonstrate that we are learning lessons from the evidence it presents as well as from the planning and commissioning of the evaluation. Making sure that the results are used to review and improve Tuungane Phase 2 as well as informing the development of other similar programmes across DFID, will ensure that the evaluation report offers good value for money.</p>	Accepted	<ul style="list-style-type: none"> • Outcomes agreed during the programme design, and used as the basis for the evaluation study, and in particular the theory of change, had already been significantly amended at the time of publication of Tuungane 1 evaluation. • Develop a plan for evaluation of Tuungane 2, which should include qualitative elements to enable us to understand better the processes and dynamics at community level. • Develop a learning and communications strategy to ensure that lessons are learned and communicated from Tuungane between now and end of project for DFID (DRC and globally) and DRC partners. To include: holding a Kinshasa-based learning and dissemination event for partners, donors, government on the results of Tuungane 1 impact evaluation, and lessons for community-based development in DRC; work with policy division to ensure that lessons learned inform the design of new CDR programmes; ensure that lessons learned from Tuungane feed into DFID lobbying of the Government of DRC.

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