External Evaluation
of the AECID funded Humanitarian Mine Action Programme
of DanChurchAid in Katanga Province, DR Congo

Commissioned by DanChurchAid
Written by Jean-Denis N. Larsen
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1 Sign board with information about the joint DCA-MSB demining task on the road to Suya, August 2010.
<table>
<thead>
<tr>
<th>Acronym</th>
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<tr>
<td>AECID</td>
<td>Agencia Española de Cooperación Internacional para el Desarrollo</td>
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<td>AIDS</td>
<td>Acquired Immune Deficiency Syndrome</td>
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<td>BAC</td>
<td>Battle Area Clearance</td>
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<td>CASEVAC</td>
<td>Casuality Evacuation</td>
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<td>DCA</td>
<td>DanChurchAid</td>
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<td>DRC</td>
<td>Democratic Republic of Congo</td>
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<td>ECC</td>
<td>Eglise du Christ au Congo</td>
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<td>EOD</td>
<td>Explosive Ordnance Disposal</td>
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<td>ERW</td>
<td>Explosive Remnants of War</td>
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<td>FARDC</td>
<td>Les Forces Armées de la RD Congo</td>
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<td>GICHD</td>
<td>Geneva International Centre for Humanitarian Demining</td>
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<td>HIV</td>
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<td>HMA</td>
<td>Humanitarian Mine Action</td>
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<td>International Mine Action Standards</td>
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<td>Information Management System for Mine Action</td>
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<td>MCT</td>
<td>Manual Clearance Teams, deminers</td>
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<td>MEDEVAC</td>
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<td>MERU</td>
<td>Ministère de l’Eglise du Christ au Congo pour les Refugies et les Urgences</td>
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<td>MRE</td>
<td>Mine Risk Education</td>
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<td>NGO</td>
<td>Non-Governmental Organisation</td>
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<td>OCHA</td>
<td>United Nations Office for the Coordination of Humanitarian Affairs</td>
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<td>Quality Assurance</td>
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<td>Small Arms Ammunition</td>
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<td>UNICEF</td>
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<td>UNMACC</td>
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<td>UNMAS</td>
<td>United Nations Mine Action Service</td>
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<td>UXO</td>
<td>Un-exploded Ordnance</td>
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Executive Summary

DanChurchAid (DCA) is one of four organisations that are accredited by the United Nations Mine Action Coordination Centre in DR Congo (UNMACC) to conduct mine risk education (MRE), impact survey and clearance of mines and explosive remnants of war (ERW) in the country. In March 2004, DCA opened an office in Kalemie to start a mine impact survey/MRE/HIV/AIDS awareness programme in Katanga province, which was subsequently extended to South-Kivu province in 2005 and to Maniema province in 2006. These programmes were developed in a partnership with Eglise du Christ au Congo and its Ministry for Refugees and Emergencies (ECC-MERU). This organisation has collaborated with DCA in advocacy activities in order to influence and assist the Congolese government and UNMACC in the implementation of the conditions under the Ottawa Treaty\(^2\) according to which the Congolese government should clear its mine contaminated areas by November 2012.

Since 2008 the Swedish Civil Contingencies Agency (MSB) have been working in partnership with DCA on clearance of high priority minefields in Kabalo, Northern Katanga and MSB has been providing the programme with Mine Detection Dogs and mechanical demining assets funded by the Swedish government through SIDA. The programme evaluated in this report was planned to run for nine months from 1\(^{st}\) of July 2009 till 30\(^{th}\) of March 2010 at an estimated cost of 557,775 EUR, and a grant to cover these expenses was provided by AECID in mid-October 2009. The late provision of funds resulted in late start of implementation and hence DCA requested AECID on March 29 for a 3 months no-cost extension, which was granted.

In July 2010 DCA commissioned the present report to provide a general evaluation of DCA’s achievements against the expected outputs and impact listed in the project proposal in order to assess the results of the project and provide comprehensive reporting to AECID. Below are the main findings and recommendations of the evaluation.

Findings

These are the main findings of the evaluation:

- The programme has not achieved its objectives with regard to MRE, HIV/AIDS awareness and EOD. This is due to delay in implementation caused by a rather late provision of funds. The delayed funding forced DCA to postpone implementation and impeded the organisation in operating in the most productive period when weather conditions are optimal for programme activities. Still, the programme is deemed an absolute success given the extremely demanding working and living conditions and this evaluation finds that resources have been used very efficiently under the given circumstances.

\(^2\) The Ottawa Treaty a.k.a. the Mine Ban Treaty is a convention on the prohibition of the use, stockpiling, production and transfer of anti-personnel mines and on their destruction. It should be noted that only anti-personnel mines are covered by the Ottawa Treaty. Anti-tank mines, booby-traps and other explosive devices against humans are not within this Treaty.
Programme activities are of high international quality and are relevant, and the programme as a whole has a very positive socio-economic impact in the target areas, but there is an obvious need for more funding to respond to the needs expressed by the target groups.

The resulting impacts are very tangible and the most important results comprise: a considerable contribution to development in agriculture and trade; increased access to food, health services and education; and a reduced number of mine-related accidents.

DCA has very good relations with local authorities and development partners, and enjoys high esteem among the beneficiaries. They all express a high degree of satisfaction with the HMA programme and have unanimously requested DCA to expand the geographic coverage of the programme and to accelerate the clearance activities in order to respond to the increasing number of returning IDPs and refugees.

The integrated approach of combining relief with development seems to be a good strategy for optimising the use of resources. Food security is conceptually linked to HMA as land release has a substantial impact on the beneficiaries’ opportunities to keep their livelihoods since most of them are dependent on access to the agricultural land.

DCA has been responsive to previous recommendations and has adjusted the programme according to experiences gained on the ground. This has resulted in an innovative programme design manifest by a new approach to target female beneficiaries and children more effectively, and by strengthening the relations and collaboration with MSB in terms of mine clearance.

**Recommendations**

This evaluation suggests the following recommendations for the next phases of the programme:

- DCA should raise more funding in order to continue the HMA programme and thus respond to the target group’s urgent and long-term needs, which are: (1) speeding up the clearance activities to release more land to the increasing number of returning IDPs; (2) expanding of the geographic coverage of the clearance activities; (3) building local capacity to sustain the MRE and HIV/AIDS awareness raising activities even after DCA’s exit from DRC.

- The local staff will need a solid intervention to be able to sustain activities, and points to the need to look carefully at how the support to capacity building is approached.

- Given the necessity of being operational in the ideal period from July to October, this evaluation recommends to take steps to ensure extra funding specifically for the “bridging period” between completion and the launch of a new programme.

- Programme activities should be continued for another approx. 4 years.
The linkage between the present HMA-programme and especially the food security component should be strengthened, e.g. by making food security activities an integrated and logical continuation of EOD and post-clearance tasks. In that regard this evaluation recommends to align the future programme activities with FAO’s and WFP’s intervention in the Kabalo region to avoid duplication and to benefit from the comparative advantages of each organisation in terms of organisational capacities, familiarity with the region and practical experience.

DCA should consider whether it can ensure the necessary resources in the future to embrace and properly manage the component on gender-based violence in the light of the limited (although effective) administrative and logistical capacities that DCA has for the time being.

It is evident that DCA has allocated the vast majority of the programme funding to operations, however, efforts should be put on addressing the staff’s facilities that are quite rudimentary, and some of which give rise to concerns about health risks, and which may lead to a decrease in the presently very high staff retention rate.
1 Introduction

As a result of armed conflict, Northern Katanga is contaminated by landmines and Explosive Remnants of War (ERW). During the Congo war the majority of the civilian population fled the area to seek refuge in IDP- and refugee camps in neighbouring countries. Now that the war has ended, there is an urgent need for addressing the mine and ERW contamination through survey of mined areas, Mine Risk Education (MRE) and clearance. Many refugees and IDPs are returning to their villages to find that access to agricultural land, water collection points, social infrastructure, markets and neighboring villages are blocked by landmines and ERW and that they are unable to neither undertake their daily activities in a secured environment nor return to normal lives. Accidents are still frequently occurring and the ongoing repatriation process of IDPs and refugees can only be safely encouraged, and the socio-economic activities fully restored, once the numerous dangerous areas of Northern Katanga have been properly identified, marked and cleared and the population has been provided appropriate MRE. Since 2004 DCA has been working with survey and marking of dangerous areas, MRE, manual demining and EOD in the Eastern provinces of Katanga, South-Kivu and Maniema.

1.1 Objective and Methodology

As stipulated in the TOR, the objective of the evaluation is to:

(1) To provide a general evaluation of the achievements against the expected outputs and impact as listed in the project proposal, including quantitative and qualitative results.

(2) Evaluate the quality and effectiveness of the activities carried out.

(3) Evaluate the coordination of activities between the MRE/Survey teams and the demining teams.

(4) Evaluate the coordination of activities between DCA and MSB and the capacity of DCA in carrying out the activities.

(5) Evaluate the relations between DCA and the beneficiaries in terms of involvement of beneficiaries and their perceptions and views of the end results of the project activities.

(6) Evaluate the socio-economic impact of EOD activities.

(7) Provide a compilation of recommendations for future project implementation.

The evaluation is based on standard criteria of relevance, effectiveness, efficiency, impact and feasibility. The parameters used for the measurements are: (1) Survey; (2) MRE and HIV/AIDS awareness-raising; and (3) EOD. The field study for this evaluation was conducted from 29th July till 8th August (see Annex 2 for details) and involved field visits in Kabalo and Kalemie. The report data has been obtained through a combination of semi-structured interviews of

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3 DCA’s application to AECID.
4 TOR for this evaluation.
DCA-staff, beneficiaries and development partners and reports from DCA. Some additional factual details have been collected via email and telephone after the field visit. The field visits enabled the evaluator to make direct observations aimed at assessing the linkage between the project description and the evidence on the ground. All interviews have been conducted in plenum with the participation of at least one DCA staff every time. The villages visited have been selected based on their status as priority areas due to the degree of mine contamination.
2 Definitions

This report refers to the definitions from the OECD Monitoring and Evaluation Guidelines and understands the various technical terms as follows:

**Coherence:** The absence of contradiction between objectives in different fields or policies.

**Coordination:** Balanced and efficient interaction with outside agencies.

**Development:** All activities aimed at expanding the choices available, hence including humanitarian, rehabilitation, and the social activities which are called development in the narrow sense of the word.

**Effectiveness:** The ability to match objectives with results achieved (outputs or outcomes).

**Efficiency:** The ability to achieve maximum results with given resources.

**ERW:** This report uses the term explosive remnants of war (ERW) as a general terms covering unexploded ordnance (UXO) as well as intentionally unused munitions\(^5\).

**Impact:** The changes which result in the condition of the population from a series of outcomes.

**Objectives:** The intended results, stated in programme documents (i.e. for which there is material evidence), as evidenced by verifiable changed conditions in the population.

**Outcomes:** The use by the beneficiaries of the outputs, as can be reasonably influenced by the agency (within its sphere of influence).

**Outputs:** The deliverables provided by an agency, usually measurable in quantitative terms.

**Relevance:** The relation of objectives to the needs of the population, and the appropriateness of the response chosen in relation to them.

**Results:** Changes achieved through input and activities either outputs, outcomes or impact.

**Sustainability:** The continuation of the outcomes after implementation has been completed.

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\(^5\) UXO traditionally refers to explosive weapons (booby traps, bombs, bullets, mortar, shells, grenades, land mines, naval mines, etc.) that have not exploded and thus still pose a risk of detonation.
3 DCA’s HMA Structure

Mine action comprises five complementary groups of activities: (1) mine risk education (MRE); (2) demining, i.e. mine and ERW survey, mapping, marking and clearance; (3) victim assistance, including rehabilitation and reintegration; (4) stockpile destruction, and (5) advocacy against the use of anti-personnel mines\(^6\). In DRC DCA works with all five pillars except victim assistance. In the current programme DCA has the following assets: 2 manual clearance teams, 2 multi task teams and 3 survey/MRE teams. Demining Team 1 is located in Mitondo and works on mine field of 41,000 m\(^2\). The team is composed by one technical advisor, one team leader, one deputy team leader and 12 de-miners. Demining team 2 has the same composition but is located in Suya and works on a task of 701,000 m\(^2\).

3.1 Survey and HIV/AIDS awareness-raising

MRE is carried out in the village and is combined with HIV/AIDS awareness-raising, but due to a number of cultural aspects female participants are reluctant to e.g. asking intimate questions about sex, sexually transmittable diseases or HIV/AIDS in the presence of their husbands or male relatives. In that regard, DCA is currently applying a new approach by which the surveyors target different segments of the beneficiaries according to gender and age, and this approach has proved effective for reaching women and children. The surveyors are required to communicate effectively and adapt their language to audiences who, in most cases, do not have even the most basic educational prerequisites for understanding medical terms.

3.2 EOD

Demining Team 1 carries out manual mine clearance, and dependent on the terrain, they use eyesight, metal detectors and prodders. On average each deminer can clear 5-8 m\(^2\)/day, dependant on terrain, time of year and weather conditions. Obviously, this is a slow process, however, it has a very high end-user confidence rating as the beneficiaries can see that the deminers can walk around on the cleared land without getting injured. In order to accelerate the clearance process, the mechanical demining assets are mobilised where possible. Their advantage is that they can operate in areas with dense vegetation and bad visibility, and they may clear 1,000-3,000 m\(^2\)/day. Demining Team 2 carries out support to the MDD Team and manual support to mechanical clearance. They also complete all permanent marking and are responsible for compiling all the clearance documentation.

Multi Task Teams (MTT) 1 and 2 are based in Bendera and are composed by one Technical Advisor, one Team Leader, one Deputy Team Leader, four EOD/demining staff, one Community Liaison Officer / MRE/HIV/AIDS sensitizer and one Animator Enqueteur / MRE/HIV/AIDS sensitizer. The MTT use village-by-village approach. The teams plan to carry out general mine action survey in all accessible villages in Tanganika. This implies travelling to each village and conduct a village survey. Subsequently, they establish the presence or absence of ERW, and the routes travelled are recorded and verified. This implies indicating the GPS position and describing the location where the dangerous item was found, taking pictures of the

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\(^6\) GICHD 2007: 25.
item when possible and filling in the required IMSMA reporting form, which is subsequently forwarded to UNMACC. This process is in conformity with UNMACC’s concept of operations, and DCA enjoys high esteem for the high quality of this work. Spot ERW tasks are dealt with immediately, whereas larger BAC tasks are subjected to a limited technical survey following the non-technical survey carried out by the Community Liaison Team. Any mined areas identified in this process are marked for later clearance. At every clearance and demolition activity, the DCA demining team is accompanied by a fully equipped MEDEVAC-CASEVAC\(^7\) team ready to intervene in case of an accident. After demolition, the land is handed over to the local population and the warning signs and markings are removed.

4 Evaluation

4.1 General evaluation

The manual mine clearance teams have been deployed in Kabalo in Katanga province. The EOD team was deploying on tasks in the axes Kalemie-Mwanza and Kalemie-Bendera. A total of 242,049 m\(^2\) of land has been cleared against a target of 300,000 m\(^2\). The EOD/MCT teams completed 111 spot tasks and 1 bulk demolition; removed 392 ERWs and 240 SAA, 16 anti-personnel mines and 1 anti-tank mine, all of this positively affecting the lives of several thousands of people, especially women and children. No BAC (Battle Area Clearance) has been conducted in the evaluation period. Out of the tasks 19 were investigated with no findings and the tasks were discredited\(^8\). MSB Mine Detection Dogs have in total cleared 7,275 m\(^2\), an addition to the original targets. MSB has been continuing clearance of the road from Kabumba to Kasinge, but the Mini Mine Wolf has not been active as this part of the road is too hard for the machine to deploy on. During the field visit for this evaluation the machine was defect and had apparently been so for several months due to lack of spare parts. During the grant period, the surveyors\(^9\) have been deployed in Kabalo, Kalemie and Nyunzu, and have identified and marked 54 dangerous areas, and found one mine victim in Mitondo. The teams have carried out MRE for 16,053 persons against a target of 50,000 persons and the figures for HIV/AIDS awareness are 10,873 beneficiaries, whereas the target was 25,000. These sessions have been highly appreciated by the beneficiaries and have provided important knowledge about how to limit the spread of HIV/AIDS and other sexually transmittable diseases. The quantitative underperformance in the programme is justifiable, because the project lost the most productive months of July and August and then ran into the wet season. In July and August the local population burn the fields and this increases DCA’s operational productivity from mid July to mid October, but the main activities had to take place from January 2010 and onwards due to the abovementioned delay in funding. Clearance in DRC is slow going from January to April because this is the end of the second rain season (usually November/December) and this year increased rain through until February and March leading up to the first rain season of April, the impact in November being greater with an 86% increase on the average rainfall\(^10\). This affects

\(^7\) Casualty Evacuation (Casevac) and Medical Evacuation (Medevac).

\(^8\) Excerpts form an excel sheet provided by DCA’s operations manager.

\(^9\) Apart from survey, the “enqueteurs” are involved in MRE and HIV/AIDS awareness-raising.

\(^10\) DCA Kalemie, September 2010.
both DCA’s ability to work within safety standards and their possibility to ensure access to casualty evacuation flights. This being doubly affected as the rain fall in both Kabalo and Kalemie effectively brings flights and therefore DCA’s work to a standstill, which is the reason to the established decision to always stand down from deployment during the period from November to December. Moreover, the rain of April caused immense vegetation growth slowing clearance down to 5-8 m²/day per deminer. This evaluation finds it very likely that DCA could have reached its objectives if funds had been provided in time, and that the various project activities have been of high quality and have been accomplished very well under the given circumstances. The following sections provide further details about those activities.

4.2 Quality and effectiveness of the activities carried out

The HMA-programme is technically competent and effective in specific mine action terms, and this conclusion is primarily based on the assessment of DCA’s work by UNMACC and other development partners and on interviews with DCA’s international staff. The high work quality is also manifest by the fact that DCA has never had any ERW-related accidents in DRC, which proves that operations are done in accordance with relevant security prescriptions. The activities are compliant with the operational standards required for mine action and neither DCA’s partners nor DCA’s own staff expressed any unmet needs. However, in regard to transportation, this evaluation raises concerns about the state of some of the personnel vehicles in Kalemie that did not seem to be optimal considering the extremely tough conditions they are exposed to during deployment as most roads are in very poor state, and most of the time travelling speed is as low as 30 km/h. This problem is even worse during the rainy season, as the unpaved roads are almost impossible to use. In one of the vehicles used for an MRE-sessions attended by this evaluation there were problems with the ignition and brakes and the safety belts did not work, although this is a formal requirement by DCA itself in order to keep the safety level at a high level. Radio communications is vital when deploying in remote areas, as coverage by cellular systems is unreliable at usually nonexistent, all of which can be critical in case of accidents, and DCA has taken this issue seriously in virtue of a well functioning radio network. Related to this, DCA has a professional and well-equipped CASEVAC/MEDEVAC set-up of high international quality.

4.2.1 Survey

The survey teams work with the EOD teams before, throughout and after clearance operations, providing MRE and HIV/AIDS awareness and acting as community liaisons informing the population on the progress of clearance activities. Due to a high level of coordination the survey capacity has been a very useful instrument in the programme. The survey and MRE activities have helped improving the quality of data collection have provided UNMACC with an informed basis for prioritising and coordinating clearance activities.

4.2.2 MRE and HIV/AIDS awareness raising

With a good command of Swahili and French, DCA’s MRE and HIV/AIDS educators are skilled communicators and conduct the MRE and the HIV/AIDS-awareness sessions in a professional fashion that adapts to the different types of audience. The new focus-groups approach that targets different segments of the beneficiaries according to gender and age has
proved effective for reaching women and children. As illiteracy is rampant in the areas of intervention, DCA has taken a wise decision by replacing its pamphlet on MRE with UNICEF’s cartoon version, which is likely to have a broader outreach. The information provided during the MRE is very important and can be directly transformed into the lives of the beneficiaries as the enhanced awareness helps them understand risks and hence leads them to be more cautious and inform DCA or the local authorities upon identification of dangerous items. DCA has a good reputation, is trusted and respected by beneficiaries, development partners and local authorities for its work and as a consequence DCA has been able to conduct a large number of MRE and HIV/AIDS sessions because the population increasingly acknowledged their importance. The resulting impact of the MRE is a reduction in the number of ERW casualties and accidents. According to OCHA returnees in refugee camps are very concerned about the presence of mines and ERWs in their previous homes, so the MRE should be continued as IDPs and refugees are continuously returning to their villages and are not aware of the potential ERW contamination.

4.2.3 EOD

The EOD-team follows a cycle of deployment, stand-down, refreshment and redeployment. This necessitates a high degree of coordination between the surveyors and the EOD team in order to ensure an optimal use of resources and an effective logistical set-up that can deploy staff member in the remote areas of intervention and respond to emergencies and urgent requests from the local population. The various development partners and especially the direct beneficiaries appreciated the EOD activities and told personal accounts about the direct benefits of being able to use the cleared areas for agriculture and had fewer concerns about ERW-related accidents. The beneficiaries of the demining operation in the Mitondo mine field unanimously requested DCA to acquire the necessary EOD personnel to expand the HMA programme and to accelerate the clearing activities to hand over land for agriculture and housing, as the number of returnees is constantly increasing and hence poses a threat to the food security situation, which is already very fragile. In conclusion, the EOD activities have led to: (1) essential capacity development among the national staff; (2) developed a safer environment; and (3) reopened the local population’s access to vital feeder roads and agricultural fields.

4.3 Coordination between the MRE/Survey and the demining teams

This evaluation encountered instances of inadequate coordination in Kalemie related to supply of consumables for the office, information sharing and logistics. However, an assessment of intra-organisational coordination should be seen in the light of the ongoing transformation process at DCA, which implies a unification of the organisation’s emergency and development activities. Moreover, this evaluation took place at a time where DCA was subject to vacation leaves, new recruits and sudden changes in itineraries, so it cannot be concluded whether the issues observed are symptomatic for DCA’s administrative coordination. Still, it should be stressed that coordination related to field operations was perfect. As described above, a part of the survey work involves establishing pre-clearance data by questioning the potential beneficiaries about how the land in their area was used before it got contaminated and about the estimated agricultural produce it yielded. The answers to these questions have been used actively to prioritise EOD interventions and this level of intra-organisational knowledge sharing
seems to work properly. For obvious reasons post-clearance data, about e.g. the number of people having used the released agricultural land compared to what was anticipated, can only be established upon completion of the EOD tasks, and even then, the data would be limited to the immediate effects (as described in section 4.6), although interventions likely to have considerable long-term impacts, and for that reason post-clearance survey should be done regularly to monitor the real impact correctly. This evaluation observed a high level of methodological rigour in data collection for the sites inspected during field visits, and found no reason to doubt that this is the general trend in the programme. It seems very clear that the impending programme component on food security can benefit from DCA’s experience in producing baseline surveys, and an example of this is the study entitled “Food Security and Nutrition in Kabalo and in Nyunzu: An Analysis of the Facts and DCA approach”, which partly used surveys conducted in Nyunzu. As the food security component is still in a nascent phase, this evaluation cannot yet make firm statements about how well previous experiences have been taken into account in the general planning and design of the future programme, but it is commendable that DCA recalls the increased effectiveness attained since the DCA Management decision to focus resources on fewer and geographically better connected areas and resists the temptation of deploying in too large and different areas simultaneously. The linkage between the present HMA-programme and especially the food security component should be strengthened, e.g. by making food security activities an integrated and logical continuation of EOD and post-clearance tasks. In that regard this evaluation recommends to align the future programme activities with FAO’s and WFP’s intervention in the Kabalo region to avoid duplication and to benefit from the comparative advantages of each organisation in terms of organisational capacities, familiarity with the region and practical experience. However, the DCA Management should put efforts in communicating and ensuring the understanding among all staff of the ongoing organisational transformation and of the new programme components (gender-based violence and food security), as many surveyors and deminers encountered during this evaluation did not seem to have understood that important information.

4.4 Coordination between DCA and local partners
Clearance activities are implemented by DCA but MSB is working on DCA tasks and under DCA guidance and quality control. This evaluation found no expression of interest from either DCA or MSB to altering that structure. The key observation in that regard is that both organisations have an effective, close and mutually beneficial collaboration. That is the result of having both organizations located in the same house and this proximity to one another has had a positive impact on the Technical Advisors’ coordination of work, and the frequent visits by the Operations Manager has helped streamline the work and optimize the use of resources such as office facilities and vehicles.

Activities related to survey, MRE, and HIV/AIDS are done in collaboration with ECC-MERU. ECC-MERU is also in charge of advocacy on mine action and has been rather successful in this work as mine interventions are now accorded higher priority in DRC and the Congolese authorities are to pass a new law on demining, which is virtually the formal implementation of the Ottawa Treaty that the Government of DRC has approved.
DCA has been present at all UN-coordination meetings, and this has allowed DCA to acquire and exchange information on security and humanitarian assistance with other organizations. DCA’s loyal participation at these venues has been highly appreciated.

4.4.1 Capacity of DCA in carrying out the activities

Training of local partners has been an integrated part of DCA’s HMA programme including MRE and HIV/AIDS activities aimed at empowering local people to ensure sustainability in the projects. Examples of this are the DCA village groups intended to keep informing other villagers about HIV/AIDS, and the in certain areas some village committees have continued the marking of dangerous areas even after DCA has left those areas. Apart from the above-mentioned testimonials from UNMACC and other development partners’ appreciation of DCA’s operational capacities, this example shows that the HMA-programme has already had a positive impact in terms of capacity building and sustainability, and especially the collaboration with ECC-MERU on HIV/AIDS awareness is likely to leave an even larger footprint, whereas capacity building on EOD has a finite horizon, although those activities have a considerable socioeconomic impact (see below).

4.5 Relations between DCA and the beneficiaries and their involvement

This evaluation finds that DCA has a good and professional rapport with local state authorities and traditional leaders, whose support and goodwill is decisive for the participation of the beneficiaries and ultimately the success of DCA’s operations. The only problems reported by the local Head of Section in Kabalo was the conduct of a former DCA employee, but DCA is generally perceived as a serious and decent NGO and the conduct of its staff is compliant with the ethical and moral expectations to representatives of a faith-based organisation.

DCA has applied a needs-based approach and beneficiaries have been involved in the clearance process from the beginning of the survey operations to the handover of land. Usually the population knows the dangerous areas and surveyors have established a relation of mutual trust with local authorities and villages. This is crucial for enabling DCA to get information on dangerous areas, victims of ERW and for establishing data material for pre-clearance assessments of e.g. agricultural produce and access to infrastructure obstructed by the presence of mines or ERW, all of which are important for DCA’s planning of prioritization of work. Moreover, DCA has generally tried to recruit staff from the beneficiary communities, and this has given DCA goodwill because this recruitment policy helps improve living standards of the local beneficiaries.

In Mitondo and Kabalo the local authorities and the direct beneficiaries demonstrate a rather reactive approach to DCA’s work. They are grateful about the programme, but their most important concern is to expand the demining activities. DCA has been responsive to these requests and has demonstrated efforts to satisfy the needs for extending and speeding up the clearance tasks and has selected the areas and roads that have the largest relative priority. The direct requests from the village community in Mitondo were about assistance in water supply and sanitation, health care clinics, and the possibilities of being granted seeds and a mill to enable the peasants to produce maize flour and thus make use of an important crop in abundant supply in the area.
4.6 Socio-economic impact of EOD activities

The pre-clearance assessments made in Mitondo showed that of the resources blocked by mines 35% were access to agricultural fields, 30% access to wood, 20% access to routes and paths, 10% access to hunting and fishing areas and 5% access to habitation. The post-clearance assessments were done at Mitondo, Plaine Maboo, Kabokoboko, and Tchangatchanga. The minefield of Mitondo (7,471 m²) had one mine victim and is currently inhabited by 352 persons. Before the contamination with mines the village was producing 450 kg of manioc per year, 0 kg was produced during the contamination whereas after the village now produces 300 kg. The minefield of Plaine Maboo (4,188 m²) has had one victim and 160 people were affected by the mines in the area. Before the contamination the inhabitants of this area produced 1,000 kg of maize and 228 kg of manioc. During the contamination nothing was produced but since clearance 1,050 kg of maize and 576 kg of manioc are being produced by the village. At Kabokoboko minefield (828 m²) the villagers produced 800 liters of palm oil per year, 8000 kg of maize and each family produced 80 bags of manioc. Nothing was produced during the contamination but after clearance the village is now producing 160 liters of palm oil, 30,000 kg of maize and each family produced 100 bags of manioc. The villagers affected by Tchangatchanga minefield (1,631 m²) used to harvest 5 bags of oranges and mangos per year from the trees on the land. During the pollution no fruits were harvested, but since the clearance the village is back to harvesting 5 bags. All villagers confirmed that there have been no accidents in the cleared areas nor have any mines or UXOs been observed in the areas. In conclusion, the EOD activities and land release in Katanga has enabled the beneficiaries to return to their homes, travel to other e.g. neighbouring communities for commerce, and to resume social and economic activities, all of which are decisive factors for their personal security and safety and their livelihoods.

4.7 Relevance

The assessment of the relevance of the programme is based on four main parameters. First, the Humanitarian Action Plan (HAP) for DRC sets five priorities which are: (1) reinforcement of the protection of civilian populations; (2) reduction of mortality; (3) assistance and protection of internally displaced, returning refugees and host communities; (4) restoration of livelihoods; and (5) Short term humanitarian relief. Second, the AECID country strategy for DRC expresses the need for post conflict reconstruction and preventing new armed conflicts by carrying out demining and destroying weapons and ERW. Thirdly, the HMA programme is in line with national strategy about HIV/AIDS awareness-raising. In relation to this, the Congolese government has approved the Ottawa Treaty, according to which the government should clear mine contaminated areas by November 2012, but large parts of the country have not even been surveyed. Finally, the beneficiaries’ needs that have been described in the previous sections indicate that there are urgent needs for EOD and HIV/AIDS awareness. Against this background this evaluation concludes that the HMA programme is relevant in the technical understanding of the term, as all programme activities are consistent with the beneficiaries’ requirement, the country needs, global priorities and partners’ and donors’ policies.

11 DCA survey results received from Andy Mattingley, Operations Manager.
4.8 Effectiveness

As mentioned above, there is some discrepancy between the quantitative objectives and the programme achievements as of 31st July 2010. Still, the MRE activities are deemed effective as the beneficiaries have obviously acquired the intended knowledge. This observation is supported by MRE educators’ observation of an increased number of correct answers from beneficiaries during repeat MRE sessions, and the low accident rate and the beneficiaries’ increased unsolicited reporting of dangerous areas are indicators of the effectiveness of the programme.

4.9 Efficiency

Based on lessons learned from similar endeavours and comparisons to alternative approaches to the programme tasks, this evaluation finds that the HMA programme has been close to optimal in converting programme inputs (funds, expertise, time, etc.) to results. The programme has used its resources appropriately and economically to produce the desired outputs. At first sight, the high dependence on international staff (which are more expensive than local staff) could give rise to concerns for the sustainability and efficiency of the programme, but further analyses indicate that DCA has made thorough investigations of previous experiences of a different set-up, and finally concluded on the present one, which is justifiable trade-off between increased expenses for available international staff on one hand, and the resources required to bring some of the local staff to the an international level, especially in terms of EOD, on the other. Furthermore, there have been explicit wishes from the local staff to have international rather than local technical advisors (TA) and operations managers (OM). As for other examples of efficiency, this evaluation finds that; (1) appropriate resources have been acquired with due regard for economy; (2) activities are generally carried out as simply as possible; (3) the frequent visits of the OM and dialogue with TAs have ensured that most decisions made are close to where the intervention is delivered; (4) there are no duplication and conflicts seems to be addressed and resolved appropriately; and (5) to the knowledge of this evaluation, there have not been reports about deliverables not achieved on time and on budget. It is evident that DCA allocated the vast majority of the programme funding to operations, however, effort should be put on addressing staff’s facilities that are quite rudimentary, and some of which give rise to concerns about health risks and may ultimately affect performance and staff retention.

5 Recommendations

Based on the unused potential and shortcomings identified in the programme, this evaluation suggests the following recommendations for the future phases of the programme:

- DCA should raise more funding in order to continue the HMA programme and thus respond to the target group’s urgent and long-term needs, which are: (1) speeding up the clearance activities to release more land to the increasing number of returning IDPs; (2) expanding of the geographic coverage of the clearance activities; (3) building local
capacity to sustain the MRE and HIV/AIDS awareness raising activities even after DCA’s exit from DRC.

- The programme has a considerable reliance on international experts. Local skills development and capacity development of local partners does not seem to have translated into higher inclusion of local staff of attribution of more responsibilities. The local staff will need a solid intervention to be able to sustain activities, and points to the need to look carefully at how the support to capacity building is approached.

- DCA seems to have done all necessary planning and the programme is well equipped for the work it does. However, given the necessity of being operational in the ideal period from July to October, this evaluation recommends to take steps to ensure extra funding specifically for the “bridging period” between completion and the launch of a new programme. The ideal option is to negotiate a frame agreement of 2-4 years in which AECID generally accepts to sponsor DCA’s HMA activities, whereas the size of the grant for a particular funding period can vary from one year to another – for instance depending on DCA’s performance in a preceding funding period. Alternatively, DCA could increase the amount allocated to unforeseen expenses, although such steps can potentially affect the scale of programme activities.

- Programme activities should be continued for another approx. 4 years because there are still large areas to be cleared but there are only a few organizations like DCA, whereas the Congolese government needs organisations like DCA to help it comply with the Mine Ban Treaty.

- EOD and land release are conceptually closely interlinked to the new programme component on food security. However, the component of gender-based violence has a weaker linkage to the two other components, and DCA should consider whether it can ensure the necessary resources in the future to embrace and properly manage the component on gender-based violence in the light of the limited (although effective) administrative and logistical capacities that DCA has for the time being.

- The linkage between the present HMA-programme and especially the food security component should be strengthened, e.g. by making food security activities an integrated and logical continuation of EOD and post-clearance tasks. In that regard this evaluation recommends to align the future programme activities with FAO’s and WFP’s intervention in the Kabalo region to avoid duplication and to benefit from the comparative advantages of each organisation in terms of organisational capacities, familiarity with the region and practical experience. However, the DCA Management should put efforts in communicating and ensuring the understanding among all staff of the ongoing organisational transformation and of the new programme components (gender-based violence and food security), as many surveyors and deminers encountered during this evaluation did not seem to have understood that important information.

- It is evident that DCA has allocated the vast majority of the programme funding to operations, however, efforts should be put on addressing the staff’s facilities that are
quite rudimentary, and some of which give rise to concerns about health risks, and which may lead to a decrease in the presently very high staff retention rate.

6 Conclusion

This evaluation concludes that the humanitarian mine action (HMA) programme of DanChurchAid (DCA) in Katanga Province, in DR Congo has been implemented very well, and the programme has delivered substantial results under extremely difficult conditions. Interventions meet population needs and country priorities, and are consistent with donor policies, and the activities fit into a larger context, e.g. in relation to the Protection Cluster of the UN. Beneficiaries have very positive responses to the various programme initiatives, but there are a few minor adjustments to be made concerning the programmatic and operational set-up.

The programme has managed to reach its target groups (including women and girls), although the quantitative objectives have not been met. In terms of explosive ordnance disposal (EOD), the HMA programme has had a significant socio-economic impact enabling approx. half a million people to return to their communities and resume agriculture and trade, and apart from contributing to the reduction of mine-related accidents, the programme increased access to health services and infrastructure that had been blocked due to mine contamination. Regarding mine risk education (MRE) and HIV/AIDS awareness raising this evaluation concludes that the programme has been successful in establishing a pool of competent national MRE and HIV/AIDS educators.

On the general level, this evaluation finds that the HMA programme in Katanga has a high degree of connectedness, i.e. a good response to the need to ensure that activities of a short-term emergency nature are carried out in a context that takes longer-term and interconnected problems into account: DCA is currently merging its HMA programme with food security and gender-based violence. Especially the connectedness to food security is obvious as development assistance is likely to be required to restart agriculture, which is the primary occupation of the programme beneficiaries.
Litterature

DanChurchAid (DCA) 2010, *AECID Proposal 2009 Congo*, Copenhagen, Denmark.

DanChurchAid (DCA) 2010, *Congo Country Programme - An integrated programme, including humanitarian demining, food security and gender based violence projects and activities*, Copenhagen, Denmark.


DanChurchAid (DCA) 2010, *Pre- and Post-Clearance*, Kalemie, DR Congo.


Annex 1: Term of Reference

Consultant for external evaluation of the Humanitarian Mine Action programme of DanChurchAid in Katanga Province

Location: Katanga Province of the Democratic Republic of Congo (DRC)

Background:
DanChurchAid is currently one of only four organizations that have been granted a presidential decree and is accredited by the United Nations Mine Action Coordination Center in DR Congo (UNMACC) to conduct Mine Risk Education (MRE), Survey of dangerous areas and clearance of both landmines and Explosive Remnants of War (ERW) in the country.

DanChurchAid established the program in DR Congo in 2004, and have since been working consistently survey and marking of dangerous areas, Mine Risk Education, manual demining, Explosive Ordnance Disposal (EOD) in the eastern provinces of Katanga, South-Kivu and Maniema. Since 2008 the Swedish Civil Contingencies Agency (previously SRSA now MSB) have been working in partnership with DCA on clearance of high priority minefields in Kabalo, Northern Katanga and is currently providing the programme with Mine Detection Dogs and Mechanical demining assets funded by the Swedish government through SIDA.

DanChurchAid has since 2004 been involved in advocacy activities with the national partner ECC-MERU to influence and assist the Congolese government and the United Nations Mine Action Centre in the implementation of the conditions under the Ottawa treaty.

Introduction to the AECID project:
The AECID funded demining teams are working on already identified minefields. One of the teams work as support team for the Mechanical and Mine Detection Dog assets provided by MSB. The two demining teams are expected to manually clear and release 100,000 m² of land. 300,000 m² will moreover be cleared and released by SRSA mechanical and MDD assets in corporation with the manual demining team. Both teams are responding to emergency tasks for spot task demolitions and bulk destructions of ERW when identified by DCA surveyors or upon request from local authorities and/or humanitarian actors. All activities are monitored by DCA International staff and by the United Nations Mine Action Coordination Centre (UNMACC).

Information gathering and identification of new dangerous areas is a key element of the project and five AECID funded surveyors are working in northern Katanga identifying, marking and prioritizing at least 50 dangerous areas for clearance. The AECID funded surveyors work ahead of the clearance teams in order to ensure a steady flow of clearance tasks and also to guarantee that demining assets are used effectively and efficiently in accordance with humanitarian priorities.
MRE and HIV-Aids awareness is an integrated part of the survey component and the surveyors are trained as MRE/HIV-AIDS educators. The Survey/MRE teams ensure that returning refugees, internally displaced, and war affected communities are informed about safe behavior in order to prevent further accidents involving landmines and ERW. **50,000 people** are expected to receive MRE. HIV-AIDS awareness is an included component since high rates of HIV/Aids infection have been observed in the war affected communities in which DCA works and **25,000 people** will benefit from HIV/AIDS education

**Objectives of the external evaluation:**

- To provide a general evaluation of the achievements against the expected outputs and impact as listed in the project proposal. The evaluation shall focus on both quantitative and qualitative results and as a minimum include an evaluation of the quality and effectiveness of the activities carried out, the coordination of activities between the MRE/Survey teams and the demining teams, the coordination of activities between DCA and MSB and the capacity of DCA in carrying out the activities.

- An evaluation of the relations between DCA and the beneficiaries in terms of involvement of beneficiaries and their perceptions and views of the end results of the project activities and shall as a minimum include an evaluation of the quality of the Mine Risk Education sessions given and the socio-economic impact of EOD activities.

- A compilation of recommendations for future project implementation.

**Time Frame:**
The evaluation is expected to take place within a period of four weeks of which one week (seven days) will be in DR Congo. The consultant shall first expect to spend 1 day in Kalemie at the DCA office for a general introduction in DCA mine action operations. A field visit (5 days) to the areas of operation shall be expected to evaluate the work of the survey/MRE teams and the demining teams, as well as interview beneficiaries, local authorities etc.

Detailed planning of meetings and travel arrangements will take place between the DCA programme officer and the consultant prior to departure to DRC and also with the DCA Grants Officer and the Consultant prior to the visits in the field. The Grants Officer will be available to accompany the Consultant when needed.

**Outputs:**
A written report evaluating the project according to the above mentioned objectives and covering at least the following criteria; relevance, effectiveness, efficiency, impact and feasibility. The report shall be produced by the Consultant and submitted in a final version no later than the 2nd September 2010). The report shall be written in English. A draft report shall be delivered to the DCA HQ for comments at least two weeks before the final deadline for the final version.
## Annex 2: Evaluation Programme

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## Annex 3: People met

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