



Case Study
Democratic Republic of the Congo

EVALUATION OF UNDP ASSISTANCE TO CONFLICT-AFFECTED COUNTRIES

**HUMAN
SECURITY**

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Acronyms

AIT	Appui aux Institutions de Transition (Project of Support to the Institutions of the Transition)
APEC	Appui au Processus électoral au Congo (the programme of support to the electoral process in the Democratic Republic of the Congo)
BCPR	Bureau for Conflict Prevention and Recovery
DDR	Disarmament, Demobilization and Reintegration
DRC	Democratic Republic of the Congo
D-SRSG	Deputy Special Representative of the Secretary-General
MONUC	United Nations Organization Mission in the Democratic Republic of the Congo
NGO	non-governmental organization
OCHA	(United Nations) Office for the Coordination of Humanitarian Affairs
ONDH	Observatoire National des Droits de l'Homme (National Observatory of Human Rights)
RRM	Rapid Response Mechanism
UNDP	United Nations Development Programme

Executive summary

After decades of a debilitating dictatorship and two successive wars between 1996 and 2002, the Democratic Republic of the Congo (DRC) has been engaged since June 2003 in a process of political transition that should culminate in the holding of presidential and parliamentary elections in the second half of 2006. Despite recent improvements in some macroeconomic indicators, the long period of dictatorship and the instability, conflicts and violence that followed have left the population in a situation where poverty and human insecurity have reached almost unparalleled proportions: 80 percent of the population lives under conditions of extreme poverty (less than US \$1 a day), 71 percent suffers from food insecurity, 57 percent has no access to safe drinking water and 54 percent cannot benefit from basic health services.

Despite some improvements in the security situation since the establishment of the Transition Government and the full deployment of a more robust United Nations Organization Mission in the DRC (MONUC), human rights violations persist and outbursts of violence continue to affect many parts of the country.

The United Nations Development Programme (UNDP) has contributed significantly to the international effort to address the evolving situation in the DRC throughout the three different periods that characterized the years from 2000 to 2005:

- Until the signing of the Global and Inclusive Agreement at the end of 2002, a situation of conflict persisted in eastern DRC despite the ceasefire of 1999. UNDP concentrated its efforts on facilitating the re-engagement of the donor community and the Bretton Woods Institutions while initiating recovery activities in more secure western provinces.
- In 2003-2004, UNDP initiated programmes of support to the transition by participating in the development of a Minimum Partnership Programme for Transition and Recovery, which was finally adopted at the Consultative Group meeting of November 2004. It also launched programmes of support to the national institutions of the transition and built internal capacity to handle an increasing volume of operations. The creation of a Post-Conflict Unit within the country office increased the visibility of UNDP's programmes in that area and helped attract additional funding.
- Since the end of 2004, with the appointment of the UNDP Resident Representative as Deputy Special Representative in MONUC, Humanitarian Coordinator and Resident Coordinator, UNDP participated more closely in the Security Council mandated mission. The organization embarked on large-scale programmes of support to the electoral process and expanded activities under the Disarmament, Demobilization and Reintegration (DDR) programme. It developed field activities in cooperation with non-governmental organizations (NGOs), particularly in the Ituri district and planned the establishment of UNDP offices in several provinces of eastern DRC. UNDP was also instrumental in developing a plan of action for the post-electoral phase. The senior management of MONUC developed several innovative ideas aimed at improving the efficiency of the integrated mission and cooperating more closely with the United Nations Country Team.

The major contribution of UNDP over recent years has no doubt been its support to the electoral process. In 2005, the integrated MONUC/UNDP Electoral Unit successfully managed to register 25 million voters and organize a national referendum with the participation of nearly 62 percent of the electorate. When considering the size of the country, the difficulties of the terrain, the absence of roads in many areas and the conditions of insecurity prevailing in many locations, this is by all accounts an outstanding achievement.

Major lessons learned through this case review include:

- The Global and Inclusive Agreement remained a largely power-sharing agreement among warring factions. The international community and the United Nations could have achieved more coherence and better coordination if they had insisted more strongly on a linkage between the political negotiations and clear benchmarks related to human rights, humanitarian and recovery programmes.
- Several innovative management decisions have helped improve the coherence of the overall United Nations effort and have allowed UNDP to be more effective. These included: (a) the creation of a dedicated Integrated Office to assist the Deputy Special Representative of the Secretary-General (D-SRSG) in his multiple functions; (b) the creation of a fully integrated Electoral Unit between MONUC and UNDP under the supervision of the D-SRSG, who is also responsible for UNDP; and (c) the expressed wish of the senior management of MONUC to integrate more fully members of the United Nations Country Team in areas of shared responsibility.
- UNDP demonstrated leadership under the DDR programmes by promoting new approaches such as the linkage to community development programmes and by developing more flexible operational management through a Rapid Response Mechanism.
- The creation of a dedicated Post-Conflict Unit helped UNDP itself focus on the issue and increased both the visibility and funding of related activities.
- UNDP programmes benefited from the presence of a dedicated post responsible for gender issues and from the role of a very active United Nations inter-agency team of gender advisors.
- Post-conflict situations such as the one in eastern DRC require flexible management approaches. UNDP's decision to open offices in some provinces could go a long way in improving the effectiveness of the organization provided that these offices are given the necessary authority and accountability and do not become just another administrative layer.
- The close cooperation developed with NGOs has helped UNDP become more operational in areas such as the Ituri where programmes have to be implemented under fragile security conditions. Relations with NGOs have been constrained, however, by UNDP's own regulations.
- The perception of UNDP's efficiency suffers from the frequent delays in processing financial reports received from implementing partners and in transferring funds to them.

Introduction

The Democratic Republic of the Congo (DRC) is one of six countries selected by UNDP as case studies supporting an external evaluation of the organization's role and contribution in countries affected by conflicts. The evaluation intends to investigate to what extent UNDP activities in such countries contributed to the goal of human security defined broadly as 'freedom from fear' and 'freedom from want'. Whereas the consolidated evaluation report formulates recommendations aimed at improving UNDP's global response to the needs of conflict-affected countries, each of the case studies identifies lessons based on concrete experience in a particular environment.

The field visit to the DRC took place between 26 January and 11 February 2006. It was carried out by Carrol Faubert of Abacus International Management (one of the three international consultants responsible for the overall evaluation) together with Victor Mantantu Nathazi, an independent national consultant. The team held extensive discussions with the senior management of the country office and the units responsible for the three major programme clusters of Reduction of Poverty, Governance and Post-Conflict. The team also held discussions with some of UNDP's partners in the Government, leading donors, and a number of United Nations officials, including the special representative of the Secretary-General and his Deputy in charge of humanitarian and development affairs. A particular effort was made to meet members of the civil society so as to obtain views and analysis from people not directly involved as partners of UNDP. A list of persons met by the DRC team appears as Annex I. In preparation for the field mission, the team examined a number of documents assembled by the Evaluation Office and the UNDP country office or identified through the consultants' own research. Key documents consulted by the evaluation team appear as Annex II.

Between 8 and 10 February, the team travelled to the Ituri district of the Orientale province. This provided a unique opportunity to visit UNDP projects being implemented under extremely difficult conditions in a very fragile security environment. The team held discussions in Bunia with United Nations field staff, the MONUC Regional Director, some of UNDP's partners as well as with several members of the civil society and representatives of the local authorities. The team visited three UNDP projects in the village of Kasenyi, some 50 km from Bunia, on the shores of Lake Albert, and met with local authorities as well as demobilized former combatants.

As in other countries visited as part of this evaluation exercise, we found that statistical data related to human security remains scarce and that it is often difficult to compare data related to the timeframe of 2000-2005 assigned to the evaluation. The information and analyses presented in this report are therefore based on a combination of available statistical information and interviews with a wide range of respondents.

The first section of the report analyses the background and causes of the conflict. The second section assesses the evolution of human security over recent years. The broad parameters of personal safety, the rule of law, respect for human rights, economic prospects, population displacements and poverty are examined in this context. The third section reviews the role of the international community, and in particular UNDP, in addressing the human

security deficit in the country. This includes a review of UNDP's contribution to developing strategies adapted to the conflict and post-conflict environments and an assessment of the organization's major areas of intervention. The fourth section looks at UNDP's main partnerships, including its closer links to MONUC since the latter effectively became an integrated mission at the beginning of 2005. The fifth section examines some of the issues related to management of operations in a still fragile environment and, finally, there is a summary of conclusions and lessons.

1. Background to the conflict

Describing the recent crisis in their country, many Congolese refer to the 'two wars'. The first one encompasses the rebellion started in 1996 in the eastern part of the country, the rapid advance of the rebels towards Kinshasa and the overthrow of the Mobutu regime in May 1997. The second war started in 1998 with an invasion in the east by Congolese rebels supported by foreign troops, which led to an intervention by other neighbours in support of the DRC Government. This was a pan-African war that involved up to seven states and several guerrilla groups. A ceasefire agreement was signed in July 1999 and was followed by negotiations that led to a political agreement at the end of 2002. To this date, however, there are still large parts of eastern DRC where the central Government has little or no presence and where violence erupts sporadically as a result of the continued presence of armed groups.

The two wars led to untold suffering for populations in eastern Congo. A survey undertaken by the International Rescue Committee¹ indicates that during the six years of conflict, up to four million people died either from violence or from preventable diseases that could not be treated due to the collapse of health services. This makes the conflict in the DRC one of the deadliest since the Second World War. To this date, there still exist significant differences in the quality of life between the Congolese living in the conflict-affected eastern parts of the country and those in the western provinces. In addition to the sharp aggravation of the situation caused by war in the east, there has also been a constant degradation of human security conditions for all Congolese over the past decades.

1.1 A failing State

A long-term cause of the conflicts in the DRC and the degradation of human security conditions can be found in the gradual erosion of State authority and capacity, particularly since the mid-seventies. The turmoil that accompanied independence from Belgium, the many violent secessionist attempts, and the 32 years of brutal and debilitating dictatorship under President Mobutu resulted in the near collapse of the State and the emergence of a predatory system at almost all levels of society.

The last phase of the Mobutu regime was marked by internal and international pressure to engage in democratic reforms. The surprise announcement by President Mobutu in 1990 that he would allow a multiparty system was later totally subverted by the regime through a combination of corruption, co-optation of opponents and plain threats. The old dictator outmanoeuvred the opposition with the result that most international aid was suspended. The growth rate of the economy that had been oscillating between 0 and -6

¹ See *The Lancet*, Vol. 367, issue 9504, 7 January 2006, pages 44-51.

percent since 1974 suddenly reached an all time low² of some –17 percent in 1993. The rate of inflation shot up to 9800 percent in 1994, penalizing the poorest segments of the population and causing further deterioration in their living conditions. By the mid-nineties, most state services had collapsed and generalized mal-governance and corruption had taken their toll on the economy and on the people. The average income reached its highest level in 1973 at US \$1.31 per person per day. By 1998, that figure was down to US \$0.30, an average drop of over three percent per year³.

1.2 The plundering of natural resources

The DRC is immensely rich in natural resources. The weakening of the State and of the formal sector of the economy encouraged groups and foreign interests to exploit for their own benefit the Congo's natural resources such as gold, diamonds, coltan and other minerals. In Ituri, for example, the warring Hema and Lendu groups fought over the control of the gold-mining town of Mongbwalu and the town changed hands five times during the 18 months of the conflict. Often, populations were displaced intentionally to make way for the extraction of resources. These resources in turn helped fund weapons for armed groups, further fuelling the war. This relationship between illegal exploitation of resources, arms trade, forced population displacement, violations of human rights and conflict in the DRC has been documented by a panel of experts appointed by the United Nations in 2000⁴.

1.3 The ethnic dimension and the land issue

Between 1990 and 1996, several issues contributed to increasing ethnic tensions in eastern DRC, eventually leading to conflict. The most visible event was the massive influx of Hutu refugees into both North and South Kivu (the Kivus) in July and August 1994. Up to 1.2 million refugees settled in camps around Goma, Bukavu and Uvira. The refugees were largely under the control of the very authorities that had orchestrated the genocide in Rwanda, and were subsequently using the camps as staging areas for incursions into Rwanda with the intent of eventually returning to power. Due to this situation, the Rwandese army crossed the border to seek those responsible for the genocide and disband the camps.

Ethnic tension, however, did not start with the inflow of refugees in 1994. During earlier years, the Banyamulenge group had their right to citizenship contested. The Banyamulenge had been living in the region long before independence but were termed by many as the 'Tutsis of Zaïre' because of their mainly Rwandese origin. Violent clashes also took place between groups of cattle breeders and groups of farmers in the Masisi region of North Kivu over the utilization of scarce land. In Ituri, the conflict between the Hema and the Lendu has its origins in disputes over access to land between groups with differing traditional livelihoods. In all cases, ethnic tensions were both partly a cause of the conflict as well as a consequence of the conflict when the regional protagonists used ethnic-based armed groups as proxies.

² The negative growth experienced in 1993 was worse than the negative growth periods of 1999 and 2000, at the height of the crisis in eastern DRC.

³ Source: United Nations Country Team in the DRC, Common Country Assessment, May 2001, page 51.

⁴ The Security Council established a panel of experts in 2000 to "...research and analyse the links between the exploitation of the natural resources or other forms of wealth in the Democratic Republic of the Congo and the continuation of the conflict..." (Security Council President's Statement S/PRST/2000/20 of 2 June 2000). The panel issued four reports between January 2001 and October 2003.

2. Evolution of human security

The Congolese have not yet seen the dividends of stability. Although physical security and some of the macroeconomic indicators have shown improvement, particularly since the establishment of a Government of Transition, most of the other indicators of human security show a negative trend. This is reflected in the 2005 human development report where the DRC ranks 167th out of 177 countries for its human development index. The development index has indeed shown a constant regression since 1985, moving from 0.431 for that year to 0.393 in 1995 and 0.385 in 2003.⁵

2.1 Improvement of macroeconomic indicators

The stabilization programme implemented since 2001 by the Government with support from International Financial Institutions has succeeded in halting and then reversing the decade-old trend of negative growth rates of the gross domestic product. Similarly, the currency has stabilized and inflation has been brought down from three to one digit rates. According to the Minister for Planning, the population should start feeling the positive effects of the stabilization programme within two to three years, provided the Government maintains the strict monetary discipline required.

Table 1: DRC: evolution of selected macroeconomic indicators⁶			
Indicator	2000	2003	2004
Real GDP growth	-7%	5.6%	6.6%
Consumer price inflation	554%	13%	9.2%

2.2 Improvements in the physical security situation in the east

The establishment of an inclusive Transition Government in June 2003, the full deployment of troops of the United Nations Organization Mission in the DRC (MONUC) in the second half of that year, and the adoption of a more robust approach⁷ by these troops from mid-2003 are all factors that significantly improved the security situation in the eastern provinces. The re-establishment of safe living conditions was already producing visible results in the areas of the Ituri district that the evaluation team visited in February 2006. Commercial and agricultural activities had almost returned to normal in Bunia and its immediate vicinity and the team could travel without a MONUC escort to the village of Kasenyi, some 50 km to the east of Bunia. The security situation remains fragile, however, as some armed groups are still active in parts of Ituri, the Kivus and Katanga. The Government has not yet re-established a credible and effective presence in many of the outlying areas of the east.

⁵ Source: The Human Development Report 2005, UNDP, September 2005. The human development index measures the average achievement in a country in three basic dimensions of development: life expectancy at birth, literacy and education, and the gross domestic product per capita.

⁶ Source: The Economist Intelligence Unit, Country Report: Democratic Republic of Congo, June 2005.

⁷ Through its Resolution S/RES/1484 of May 2003, the Security Council authorized the deployment of an Emergency Multinational Force in Bunia. By resolution S/RES/1493 of 28 July 2003, the Council, acting under Chapter VII of the Charter, authorized MONUC to "...use all necessary means to fulfil its mandate in the Ituri district and, as it deems it within its capability, in North and South Kivu."

2.3 Population displacement: a continuing feature

According to the United Nations Office for the Coordination of Humanitarian Affairs (OCHA)⁸, there were still 1,660,000 displaced Congolese in November 2005 and up to 40,000 persons had to flee their homes each month during 2005, mainly in Ituri, the Kivus and Katanga. By the end of 2005, OCHA also estimated that 1,680,000 previously displaced persons had recently returned to their homes and were in urgent need of support. The table below illustrates the evolution of internal and external displacement over the last five years. The sharp increase noted in 2003 is largely due to the massive displacements that accompanied the conflict in the Ituri district. The overall reduction in the number of both internally displaced persons and refugees in 2005 indicates the relative improvement of the security situation in large parts of eastern DRC. It remains extremely worrying, however, that new displacements continue to take place due to the activity of armed groups in many areas.

Year	Internally displaced persons	DRC refugees in neighbouring countries
2001	2,000,000	355,940
2002	2,700,000	373,640
2003	3,400,000	397,662
2004	2,329,000	405,000
2005	1,660,000	201,406

2.4 Rule of law

The people of the DRC have little faith in the capacity of law enforcement institutions to protect them. Worse, ordinary citizens generally fear the police and the armed forces and consider them to be the worst offenders in terms of daily harassment, illegal taxation, bribetaking as well as violations of human rights. In many areas, some elements of the armed forces, Forces Armées de la République démocratique du Congo (FARDC)¹⁰ have unfortunately replaced militias and members of armed groups as perpetrators of abuses against the civilian population, particularly violence against women and rapes. The justice system is equally distrusted and reputed to be corrupt. In fact, most respondents stated that they would rather put their trust in institutions such as churches and human rights organizations or proximity community leaders.

The explanation often given for this state of affairs is that the police, the army and other employees of the State receive such a low salary – and are paid with such delays – that they have no choice but to engage in corruption for their own livelihood and that of their family. For many civil servants and law enforcement agents, corruption has become an essential coping mechanism. There is a clear need to ensure that civil servants receive a fair

⁸ Figures quoted in the Action Plan 2006, Democratic Republic of the Congo, February 2006.

⁹ Source: the IDP data is largely based on estimates by OCHA reproduced on the website of the Internal Displacement Monitoring Centre of the Norwegian Refugee Council. The data on refugees was provided by the UNHCR Office in Kinshasa.

¹⁰ The national army is known as FARDC for the Forces Armées de la République Démocratique du Congo.

salary. More profoundly, however, the tendency to benefit from positions of power is a reflection of the erosion of moral and civic values during the Mobutu period and during the years of conflict. One respondent commented that the phenomenon had reached such proportions that civil servants who resisted occasions to amass wealth illegally became laughing stocks. It will probably take years – if not a generation – to reform the civil service and to restore the good governance practices required to ensure that citizens fully respect State agents.

2.5 Need for a culture of respect for human rights

With regard to the human rights situation, the country can be divided into two broad regions: 1) the areas under the control of the Government – largely the western provinces; and 2) the areas of eastern Congo where the Government is not fully present or where armed groups continue to operate. The human rights situation is reported as poor in the areas under Government control and extremely poor in the eastern parts of the country. Security forces continue to operate with a large degree of impunity all over the country but the situation is much worse in areas that have recently emerged from conflict or where occasional fighting continues to occur.

Human rights groups¹¹ have documented several cases of massive violations of human rights committed mainly by armed groups but also by some government soldiers trying to regain control of parts of the Ituri district, the Kivus or the Katanga. The violations include the killing of civilians, rapes, arbitrary detention and torture, forced displacement of civilian population, destruction of property, arson and thefts. A human rights activist, Pascal Kabungulu, was killed in Bukavu in July 2005 and other activists were detained in Lubumbashi, accused of being linked to a suspected secession attempt in Katanga. In North Kivu, human rights activists and groups protesting abuses received threats and visits by armed men.

The Global and Inclusive Agreement on Transition in the DRC¹² foresees the creation of a Ministry for Human Rights as well as an Observatoire National des Droits de l’Homme (National Observatory of Human Rights, ONDH), which would be one of five institutions of support to democracy¹³. As the ONDH has received support from UNDP, the evaluation team visited their office in Kinshasa in February 2006. At the time of that visit, ONDH had been operating without electricity for six months, a situation that almost totally paralysed the institution. That such a situation was allowed to persist for such a long period is a sad indication of the low priority the Government gives to supporting human rights institutions.

2.6 Representation and access to decision-making structures

As mentioned earlier, most of our Congolese respondents expressed varying degrees of distrust vis-à-vis political, justice and law enforcement institutions. The Government of National Unity and Transition that eventually emerged from the Global and Inclusive

¹¹ See in particular Human Rights Watch, World Report 2006.

¹² The transition agreement (in French: Accord global et inclusif sur la Transition en RDC) was signed in Pretoria on 17 December 2002. The Government of Transition came into being in June 2003.

¹³ The other “institutions of support to democracy” foreseen in the Global and Inclusive Agreement are the Independent Electoral Commission, the High Authority on the Media, the Truth and Reconciliation Commission and the Commission on Ethics and Fight against Corruption. Only the Independent Electoral Commission is considered as effective, largely due to intense international support and coaching.

Agreement was the result of intense political negotiations rather than of a broad national consensus. Many Congolese have expressed the hope, however, that the electoral process that will soon start will mark the beginning of a new and more accountable relationship between the citizens and their elected representatives. Unfortunately, the culture of corruption that still prevails not only affects trust but also reduces access to institutions. The poor simply cannot afford to approach justice or local administration when they fear that any request for a service will call for an illegal payment.

2.7 Poverty in the DRC

It is estimated that up to 80 percent of all Congolese now live below the poverty line of US \$1 per person per day, a situation that an independent intellectual interviewed by the evaluation team described as ‘infra-human’. The following table illustrates the deterioration of most of the indicators of human development over the past five years. The increase by 10 percent of the undernourished among the total population is particularly significant.

Table 3: Democratic Republic of the Congo			
Evolution of selected human development indicators, 2001 and 2005 ¹⁴			
Indicator	2001	2005	Average for Sub-Saharan Africa - 2005
Human development index	0.429	0.385	0.515
Human development index ranking	142	167	--
Life expectancy at birth	51	43.1	46.1
Infant mortality (per 1000 live births)	128	129	105
Undernourished population	61%	71%	30%
Adult literacy rate	60.3%	65.3%	61.3%

As mentioned earlier, the current situation is due to the gradual erosion of the economy, of governance and of public services over the past decades, coupled with the consequences of armed conflicts. The eastern part of the country has seen the two factors combining in the most dramatic form, with the result that the human security deficit is much higher in those regions. In 2004, for example, the mortality rate of children under five was 2.3 per 1000 per month in eastern DRC as compared to 1.7 in the western provinces. Both figures, however, remained higher than the average of 1.5 deaths per 1,000 per month for children under five in the whole of Sub-Saharan Africa.¹⁵

¹⁴ Source: UNDP, Human Development Reports, 2001 to 2005. The data in each annual report is generally a few years older than the year of publication.

¹⁵ ‘Mortality in the Democratic Republic of the Congo: Results of a Nation-wide Survey’, April-July 2004, International Rescue Committee and Burnet Institute.

3. The role of the international community and the United Nations

The Global and Inclusive Agreement of December 2002 was essentially an agreement on the cessation of hostilities and on power-sharing among parties to the conflict, the political opposition and politicized parts of civil society. As such, the Agreement did not promote a new vision of society and was not a comprehensive programme for the promotion of democracy, good governance and development. Unlike other situations, such as Afghanistan, where the installation of an interim authority was accompanied rapidly by an international conference on reconstruction, the DRC agreement remained mainly political and was not accompanied by a new programme directly deriving from the transition. In that almost exclusively political process, an opportunity was probably lost to capitalize on the political momentum through the adoption of precise targets and benchmarks related to human rights, governance, reconstruction and development. Some of our respondents commented that the often conflicting interests of some of the major international players would have rendered the exercise futile. There are, however, a few clear elements of an international community's strategy.

3.1 A strategy of stabilization

The central element of the international community's strategy for the DRC is stabilization. This addresses the political sphere through the dialogue between the CIAT¹⁶ and the Espace Présidentiel¹⁷. The international community's overwhelming priority for political stabilization is the organization of free and fair elections before the formal end of the transition period, which is now set at 30 June 2006. The CIAT and the donors provide substantial funding, coaching and oversight to the Independent Electoral Commission. UNDP and MONUC play a major role in supporting the electoral process. The overwhelming importance given to the electoral process has also meant that other priorities such as capacity building, the promotion of good governance and the fight against corruption are being largely delayed until after the elections.

The second priority within the stabilization strategy is security. There are three main components under the theme of security. The first is the Disarmament, Demobilization and Reintegration (DDR) process¹⁸. The second priority is the creation of an inclusive and professional national army. The third is the reform of the police. UNDP's role in this security sector is mainly to support the DDR process through the creation and operation of transit centres for former members of armed groups prior to their integration in the national army, and through the implementation of community-based reintegration projects for those wishing to return to civilian life. Although some recent progress has been made on the issue of impunity for war crimes, the international community has not yet addressed forcefully the downstream issues of justice and the prison system.

¹⁶ The CIAT, a French acronym for the International Committee to Accompany the Transition, is composed of the five permanent members of the Security Council plus Angola, Belgium, Canada, Gabon, South Africa, Zambia, the African Union, the European Union and MONUC.

¹⁷ French name for the Presidential Space, composed of the President of the Republic and the four Vice-Presidents, each representing the major signatories to the Global and Inclusive Agreement.

¹⁸ When referring to foreign groups operating in the DRC, this process is called DDRRR. The three Rs refer to repatriation, reintegration and resettlement.

The third major element of the stabilization strategy is economic concerns, mainly the efforts of the International Monetary Fund and the World Bank to support the Government's programmes to redress the economy. Of particular relevance are also the specific strategy documents that were elaborated in consultations between the World Bank, UNDP, the donors and the Government. The major documents are the interim Poverty Reduction Strategy Paper of 2002, the Minimum Programme for Partnership for the Transition and Recovery, adopted by the Consultative Group in November 2004, and the recent Plan of Action 2006 that represents an effort to link humanitarian and development aid.

3.2 Continued priority to humanitarian assistance

Humanitarian assistance to the DRC is still considered a very high priority by the international community. There are still nearly 1.7 million displaced people in the DRC and 1,200 persons die every day from causes directly attributable to the conflict. In a country where 80 percent of the population lives with less than US \$1 a day, where 71 percent suffer from food insecurity, where 57 percent have no access to safe water and 54 percent cannot benefit from basic health services, relief assistance indeed remains highly necessary.

In Brussels on 14 February 2006, the United Nations and the European Union jointly launched the Plan of Action 2006, a US \$681 million humanitarian action plan for the DRC. The Deputy Special Representative of the Secretary-General (D-SRSG), in his dual capacity as Humanitarian Coordinator and Resident Coordinator, led the United Nations effort to develop the Plan of Action. For the first time, the document goes much beyond the traditional humanitarian appeal to provide "...a strong platform for the transitional and development programmes that will help people to recover and rebuild, not just survive."¹⁹ Despite the initial opposition by some donors to the merging of humanitarian and development programmes, UNDP rightly insisted that there should be an emphasis on reconstruction and development in the period following the elections in the DRC.

3.3 Perceptions of the United Nations and UNDP

For most Congolese interviewed in Kinshasa, the visible face of the United Nations is the MONUC with its nearly 16,000 soldiers. The intellectual and political elite of the capital views MONUC as intrusive and thinks that the United Nations mission is playing a political role in support of foreign interests. Others do admit that the presence of MONUC has brought more stability and security and has created the 'political space' needed for the beginning of national reconciliation. These respondents fear that the international community's intense focus on elections could mean disengagement once the elections actually take place. UNDP for its part has no image of its own in the eyes of the population of Kinshasa and any misgivings about MONUC or success of the mission equally affects the whole of the United Nations system.

As we gathered from our short field visit to Ituri, perceptions in that eastern district are radically different from those in Kinshasa. For the people of Ituri, the presence and action of MONUC have meant concrete improvements in daily life. Security has been re-established in large parts of Ituri, there is a slow return of normal economic activities, and a number of

¹⁹ Quoted from the statement by Jan Egeland, Under Secretary-General for Humanitarian Affairs at the international ministerial meeting for the launching of the Plan of Action

highly visible projects are being implemented by the international community. UNDP's own visibility is also much enhanced in Ituri because of the organization's engagement in an intense dialogue with communities, which has led to very operational programmes of support. People genuinely wish for MONUC and the United Nations agencies to stay on and to develop long-term programmes. They fear a rapid loss of interest by the international community once the elections have taken place.

Despite the diverging perceptions about the United Nations, there appears to be a broad consensus that a rapid downsizing of MONUC, including its military component, could lead to renewed insecurity, a return to fragmentation, and a loss of the gains achieved so far and of the investments made by the international community for helping secure the country's future.

4. Improving human security: the contribution of UNDP

This section first analyses the specific contribution of UNDP to the development and implementation of a broader international strategy addressing the situation in the DRC between 2000 and 2005. Three distinct periods have marked the approach of UNDP to the DRC situation between 2000 and 2005, and are examined in more detail below. This section then reviews selected major programmes more closely linked to supporting the transition process. Finally, it looks briefly at the consequences of the conflict and transition on the evolution of some of the long-term programmes corresponding to UNDP's more traditional mandate as well as some cross-cutting themes of UNDP's global strategy.

4.1 Developing post-conflict strategies: 2000-2002

From 2000 to the end of 2002, the conflict persisted in the eastern parts of the country despite a ceasefire signed in 1999. The DRC signed peace agreements with both Rwanda and Uganda in July and September 2002 respectively. This period is also marked by the intensification of the inter-Congolese political dialogue that eventually led to the conclusion of the Global and Inclusive Agreement of December 2002. As mentioned earlier, the Global Agreement is essentially a power-sharing accord between warring factions and other elements of the opposition. The Agreement did not contain a section or annex dealing with socio-economic issues and it did not lead to the holding of an international conference in support of the transition process.

The process of developing strategies to cope with the humanitarian and socio-economic consequences of the conflict was carried out in parallel to the peace talks and through different processes. The period was marked by clearly differentiated approaches adopted for the eastern and western parts of the Congo, respectively. Humanitarian interventions dominated in the east while, in parallel, economic reform and poverty reduction programmes were being initiated mainly in the western part of the country. The period was also marked by the further engagement of the Bretton Woods Institutions and major bilateral donors that had suspended most of their activities in the beginning of the nineties, but had renewed their dialogue with the new authorities of the DRC after the ousting of the Mobutu regime. During that period, major UNDP contributions included:

- The production of the first national human development report for the DRC entitled 'Governance for Human Development in the DRC', in 2000. Despite the weak statistical base of the report, it clearly established the link between weak governance and the deterioration of human security and development. The report was used extensively as an advocacy tool by the UNDP country office.
- Assistance to the Government to mobilize donor support and resume cooperation with international financial institutions. In 2000, UNDP developed a macroeconomic framework that triggered a multi-donor joint assessment led by the World Bank. This in turn facilitated the re-engagement of Bretton Woods Institutions and the international donor community.

- Developing, together with the United Nations Country Team, a United Nations Plan for the DRC, 2001-2002, defining four major goals for the action of the United Nations system over that period. The document provided a framework for United Nations agencies and programmes in the humanitarian, recovery and governance fields.
- Cooperating closely with the World Bank, the Government and donors in developing an interim Poverty Reduction Strategy Paper, which was finalized in March 2002.
- Inspiring a re-definition of the concept of DDR in the DRC in August 2002. UNDP was appointed lead agency for the DDR, pending the creation of a national mechanism. It created a Rapid Response Mechanism meant to introduce flexibility and efficiency in the management of the DDR.

4.2 Supporting the transition: 2003-2004

The period 2003-2004 was marked by the adoption of a Transitional Constitution in April 2003 and the establishment of the Government of National Unity and Transition in June 2003. The economic reform programme was starting to bear fruits: growth rates turned positive, inflation was controlled and the currency stabilized. MONUC went from a troop strength of some 3,200 at the end of 2002 to nearly 10,000 by the end of 2003 and was deployed across the country. However, security remained fragile in many areas of eastern DRC. In the beginning of 2003, the conflict in the Ituri district intensified to the extent that the United Nations Security Council authorized the deployment of an Emergency Multinational Force to Bunia, which was replaced in September 2003 by MONUC troops given a more robust mandate.

The international community mobilized to support the transition process. An International Committee to Accompany the Transition was created and became the main interface of the international community with the highest level of the DRC Government. During that period, humanitarian assistance was mobilized through yearly Consolidated Appeals²⁰ prepared by OCHA under the guidance of the UNDP Resident Representative in his capacity as Humanitarian Coordinator. Issues related to economic reform, reconstruction and development were discussed mainly at the World Bank's Consultative Group meetings.

UNDP continued to contribute significantly to the formulation of the international community's strategy for the DRC. It also strengthened its cooperation with the Government and major institutions of the transition. UNDP's major contributions during this period included:

- The intensive use of 'soft assistance'²¹ to help the transition Government define its strategy or to advance certain goals. A good illustration is the initiative taken by the Resident Representative at the beginning of 2003 to organize and lead joint missions (donors, UNICEF, MONUC and UNDP) to meet representatives of armed groups and the opposition in various parts of the country in the framework of DDR.

²⁰ The humanitarian appeals for the DRC were funded at a level of only 47 percent in 2003. For 2004 and 2005, contributions reached 73 percent and 66 percent respectively.

²¹ The term 'soft assistance' refers to non-project, non-financial interventions or initiatives undertaken by UNDP on the basis of trust established with partners or as an acceptable and neutral 'broker'.

- The formulation of new large-scale programmes supporting the transition and the building up of internal capacity to manage the increased volume of activity.
- The setting up of ‘basket funds’ (Trust Funds) that allowed a pooling of donor resources for certain key programmes that supported the transition process.
- The initiation of several programmes in Ituri, thereby assuming a very operational role in a difficult security environment.
- Cooperating closely with the World Bank, MONUC, the Government and donors to produce a new framework for the international community’s support to the transition in the DRC. This document, entitled ‘Minimum Partnership Programme for Transition and Recovery’ was adopted at the November 2004 Consultative Group meeting.

4.3 The integrated mission: 2005

The role of MONUC has evolved considerably since its creation in 1999 in the wake of the ceasefire agreement signed in Lusaka. MONUC was initially composed mainly of military observers, whose number gradually rose to nearly 400 by April 2001. By mid-2001, a military component of some 2000 troops was added. Their number grew to about 10,000 by November 2003 and now stands at some 16,000, making MONUC the largest United Nations Mission currently deployed. A modest civilian police component of 14 police officers was introduced in mid-2001 and has slowly grown to reach its current level of some 1,100.

Similarly, the mandate of MONUC has also changed over the years. The major turning point was the decision of the United Nations Security Council to redefine that mandate in the wake of the formal start of the transition period with the establishment of the Transitional Government on 30 June 2003. The Security Council requested MONUC to “...provide assistance, during the transition period, for the reform of the security forces, the re-establishment of a State based on the rule of law and the preparation and holding of elections.”²² As mentioned earlier, the same Resolution gave a more forceful mandate to MONUC for the Ituri. It also requested the Special Representative of the Secretary-General “...to ensure ... the coordination of all the activities of the United Nations system in the Democratic Republic of the Congo.” The concept of integration within MONUC was already present in the Security Council resolution of 2003 but the actual structure of MONUC did not transform into an “integrated mission” until the appointment of Ross Mountain, at the end of 2004, as D-SRSG serving at the same time as Resident Coordinator of the United Nations system and Humanitarian Coordinator. As will be discussed later in this report, a number of innovative approaches have been introduced since January 2005 to make the integrated mission concept more efficient.

With the launch of large programmes that support the transition, particularly the electoral support programme, the volume of UNDP activities has grown considerably, increasing from an expenditure level of US \$11.3 million in 2003 to US \$27.9 million in 2004 and US \$221.5 million in 2005. In 2005, the UNDP programme in the DRC was by far the largest in Africa. During that period, UNDP has shown an impressive capacity to innovate and adapt to new

²² Security Council Resolution S/RES/1493 (2003) adopted on 28 July 2003

challenges. The major features of UNDP's contribution since the beginning of 2005 have been:

- The successful completion of voters' registration and the organization of the referendum on the Constitution
- Spearheading the formulation of the Plan of Action for 2006, which goes beyond the traditional humanitarian appeal to introduce a strong linkage to post-electoral stabilization and development programmes
- The creation of more coherent management structures for the electoral process within MONUC and an improved capacity to support the United Nations Country Team
- Cooperation with the Government, the World Bank, donors and the civil society to finalize the Poverty Reduction Strategy
- The development of plans for the creation of UNDP offices in key provinces outside Kinshasa

4.4 The structure of the UNDP programme

In recent years, the UNDP programme in the DRC has developed around three major axes that also correspond to three distinct programme units within the country office, namely the Poverty Reduction Unit, the Governance Unit and the Post-Conflict Unit. Over the years, the resources handled by each of the units have increased considerably, although the largest increase in volume affected the Democratic Governance Unit, which is responsible for the large electoral support project. Figures 1 and 2 below illustrate both the dramatic increase in the volume of programmes handled by each of the programme units as well as the massive increase in non-core resources (Trust Funds) in 2004 and 2005.

Figure 1: UNDP Programme Expenditure by Area - 2004 and 2005 (in US\$ million)

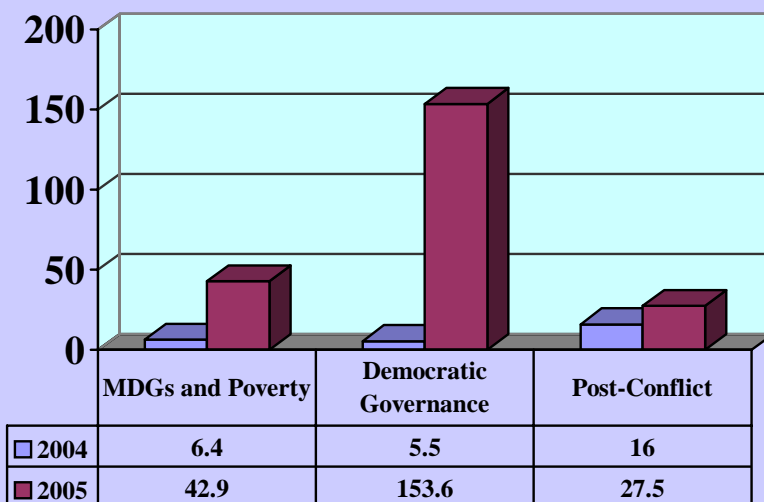
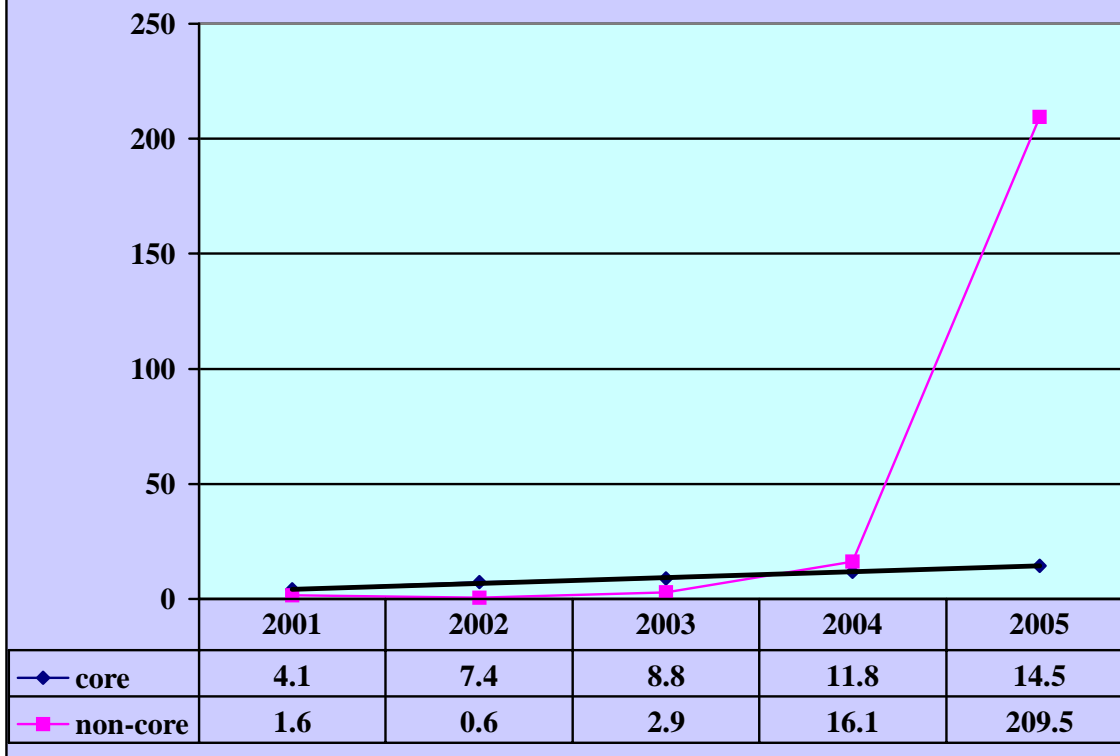


Figure 2: Evolution of UNDP Expenditure - 2001 to 2005 by core/non-core (in US\$ million)



Most of the more traditional core activities of UNDP are carried out by the Poverty Reduction Unit, which is also responsible for some projects linked to Millennium Development Goals. The Unit manages a variety of projects, the largest of which include community development projects in selected western provinces²³; projects to counter HIV/AIDS, tuberculosis and malaria using a five year grant of US \$180 million from the Global Fund – the largest Global Fund grant to a single UNDP country programme; and a biodiversity protection programme. The important increase in the volume of activity from US \$9.2 million in 2004 to US \$37.6 million in 2005 reflects mainly the new activities started through the five-year grant from the Global Fund. Some of the projects managed by the Poverty Unit date back to the nineties but all had to adapt to the new environment in the DRC. An environment programme dealing with national parks, for example, had to be redesigned totally as the parks, left without maintenance, had seen buildings looted, animals hunted and trees cut during the years of conflict. This Unit, however, remains less involved than the other two in activities directly linked to the post-conflict and transition situations.

The Post-Conflict Unit was created as a result of the ‘re-profiling exercise’²⁴ carried out in 2001. It was the first time UNDP created a dedicated post-conflict structure in a country office. In most similar cases, a staff member with experience in similar situations or having worked with the Headquarters Bureau for Conflict Prevention and Recovery (BCPR) is designated as a ‘focal point’ for post-conflict issues. Under such more traditional arrangements, the focal point works in a staff rather than line function. This makes the impact of the post totally dependent on the country office senior management’s willingness and capacity to use the resource effectively and on the personal skills of the incumbent. The formula of the dedicated Unit tested in the DRC had at least two very positive results. First, it increased the visibility of the post-conflict programmes, in particular the activities related to security sector reform, including the DDR, both within the country office and with UNDP’s partners. Second, it attracted strong financial and technical support from the New York BCPR, which saw the unit as both a promising innovation and a means of increasing the Bureau’s own visibility. This DRC management model has now been replicated in other countries such as the Central African Republic.

The volume of programmes managed by the Unit almost doubled between 2004 and 2005, going from US \$13.7 million to US \$24.4 million. Over the last five years, the Unit has been handling three UNDP flagship projects linked to the DDR: the Rapid Response Mechanism (RRM), the Community Reconstruction and Reintegration of Former Combatants and Small Arms Reduction project (ComRec), and the Ituri project that replicates the ComRec formula of linking demobilization with community development. These projects are discussed in more detail later in this report. Other projects managed by the Post-Conflict Unit include a community development programme in the two Kivus and in Orientale province, some micro-projects related to infrastructure, and participation in an inter-agency programme for internally displaced persons.

The Governance Unit is responsible for several activities that combine both traditional core service lines of UNDP and more direct support to the transition and to the mandate of MONUC. The volume of programmes managed by the Unit exploded between 2004 and

²³ A similar programme for eastern provinces is managed by the Post-Conflict Unit.

²⁴ UNDP undertook a world-wide review of staff and country office structures in 2001 with a view to adapting human resources and country office management structures to the evolving mandate and role of the organization. For many in the field offices, this was a rather traumatic experience, and one that was perceived as a staff reduction exercise in disguise.

2005, going from US \$5 million to US \$159.4 million. This was largely due to the massive requirements for the support of the electoral process and, particularly, the organization of both the country-wide registration of voters and the national referendum on the Constitution. The programme of support to the electoral process (APEC²⁵), the major flagship activity of UNDP for the transition, is discussed later in the report.

Apart from APEC, most of the projects correspond to traditional core activities of UNDP, although their design has been affected by the transition environment. These projects are mainly concerned with technical support for the development of essential legislation, the participation of UNDP in the international effort aimed at reforming the public sector, planned support to political parties, support to the Secretariat for the reform of the judicial system, an anti-corruption programme and support to the institutions of the transition.

Of particular interest in the context of UNDP's contribution to the improvement of human security conditions is the Project of Support to the Institutions of the Transition (AIT²⁶). The project, worth a total of US \$3 million was financed partly by UNDP's own core resources (US \$1.07 million) and partly by contributions from the Department for International Development and Italy. It aims at strengthening the material and technical capacity of key institutions of the transition, including the Parliament, the Senate and the five²⁷ "institutions of support to democracy" established through the Global and Inclusive Agreement of December 2002. The UNDP project was instrumental in establishing the institutions and helping them develop related legislation and internal procedures. As mentioned earlier, however, of the five institutions of support to democracy, only the Independent Electoral Commission could achieve its intended purpose effectively, mainly as a result of strong backing due to the high priority given to elections by the international community. A project evaluation²⁸ undertaken jointly by UNDP and the Department for International Development identified a major weakness of these institutions as being their composition on the basis of political sharing of public jobs rather than pure merit. According to the same evaluation report, "...the majority of partner institutions are chronically under-funded, have short mandates and have had difficulty defining their roles and activities in a politically divided context."

The role of the Governance Unit will remain central to the contribution of UNDP to the post-electoral period when the permanent institutions foreseen under the recently promulgated Constitution will be put in place. A new comprehensive governance programme is expected to be operational by June 2006 and will be composed of six pillars: economic governance, support to Parliament and political parties, public administration reform, justice reform, anti-corruption and decentralization. The Unit will then need to be strengthened. The Governance Unit recently undertook a detailed review of its functions and workload; this exercise clearly demonstrated that time spent on more 'bureaucratic' internal management issues (28 percent) was excessive as compared to the 'substantial' inputs. This clearly illustrates a situation of under-staffing, which seems to be common to all programme units in the country office.

²⁵ APEC stands for Appui au Processus électoral au Congo

²⁶ AIT stands for Appui aux Institutions de Transition

²⁷ The five institutions are the Independent Electoral Commission, the High Authority for the Media, the Commission on Human Rights, the Truth and Reconciliation Commission and the Commission on Ethics and Fight against Corruption.

²⁸ 'UNDP/DFID Project Evaluation: Appui aux Institutions de la Transition (AIT) in the Democratic Republic of Congo', unsigned, undated.

Table 4: Activity Review of Governance Unit	
Activities of the Governance Unit	Percentage of Unit's Resources
1. Programme and project development	9%
2. Resource mobilization	10%
3. Support/counselling (soft assistance)	8%
4. Coordination with partners	8%
5. Programme and project monitoring	37%
6. Management of the Unit	28%

4.5 Supporting the electoral process in the DRC

The achievements of UNDP in supporting the electoral process in the DRC are by all accounts outstanding, a success that vastly outweighs the limited criticisms of too much bureaucracy in some parts of the process. In a country that is more than four times the size of France and nearly ten times that of the United Kingdom, without basic road infrastructure and in parts affected by the activities of armed groups, it was indeed a major achievement to register over 25,000,000 voters out of an estimated eligible population of 28 million, and to hold a constitutional referendum with a participation of nearly 62 percent of the electorate. This particular electoral effort could turn out to be the most significant contribution of UNDP to restoring democracy, governance and human security in the DRC.

The voter registration exercise was launched on 20 June 2005. It involved 9,122 voter registration centres throughout the country, each equipped with a computerized, battery-operated registration kit. A fingerprint matching exercise is now being conducted to identify possible multiple registrations. The National Data Processing Centre²⁹, based on initial data from Kinshasa, estimates that cases of multiple registrations will probably not exceed one percent.

The referendum on the new Constitution took place on 18 and 19 December 2005 and involved the establishment of 31,000 polling stations, and the deployment of some 200,000 electoral agents and 45,580 police officers specially trained for the event. With very little advance notice, UNDP had to take over the payment of salaries to the electoral agents and the police officers. This was initially done directly by UNDP staff who had to personally transport and distribute vast amounts of cash. The country office was finally able to contract two financial institutions that could provide the service.

The two exercises were accompanied by a national campaign of civic and voter education that was started on 18 June 2005. The material produced included (i) guidelines and posters for the dissemination of the draft constitution; (ii) leaflets and posters on the referendum procedures; and (iii) radio and television spots on the draft constitution and the referendum. The information material, which also featured posters on women participation, was disseminated throughout the country and used in 11 macro-projects (one per province) and up

²⁹ Centre National de Traitement, in French.

to 850 micro-projects in cooperation with non-governmental organizations (NGOs) and civil society organizations for civic education. Unfortunately, not all agreements with NGOs could be signed in time due to administrative delays.

Aware of the need to secure the election process and the incapacity of existing structures to fully meet the challenge, the Congolese National Police, with support from the international community, assessed the minimum requirements to ensure election security. In response, UNDP launched a project of Support for Securing the Electoral Process³⁰ that foresaw the training, the equipment and the logistic support for up to 59,580 police and security officers³¹. A multi-donor basket fund was created, managed by a joint UNDP/Congolese Police/donor structure. A total of US \$58.6 million was pledged to the basket fund, but just less than 50 percent had been received by the end of January 2006, severely crippling the project.

The role of MONUC was crucial in ensuring the success of the whole electoral operation. It provided transport assets and many of its military and civilian staff. MONUC's Radio Okapi, with its county-wide coverage, provided essential support to the information campaign. One important factor in the success of the operation was the very innovative approach to the management of the electoral process introduced by MONUC. The Electoral Division of MONUC has been placed under the purview of the D-SRSG responsible for humanitarian and development affairs. In addition, the UNDP APEC project staff and the MONUC Electoral Division staff have been co-located with the Independent Electoral Commission and have merged into a United Nations Integrated Electoral Assistance structure. All these measures have significantly improved the cohesion, coherence and efficiency of both the substantive and the operational aspects of the United Nations electoral support operations. Contrary to what often happens in other situations, UNDP is not in a strictly service-providing role in the DRC electoral process as it also participates directly at all levels of decision-making.

4.6 Reinventing the DDR

Following the ceasefire agreement of 1999 and the signing of peace agreements with Rwanda and Uganda in 2002, the process of DDR of former combatants was initially seen almost exclusively in the context of the return of foreign combatants. The notion of Disarmament, Demobilization, Repatriation, Reintegration and Resettlement was developed under the leadership of MONUC in response to the involvement of foreign elements in the war. Anticipating political developments (the Inter-Congolese dialogue would bear fruits only by December 2002), UNDP took the initiative in August 2002 to introduce the concept of DDR for other groups, namely the various Congolese armed groups that were also involved in the war. In doing so, the UNDP country office, with support from the BCPR, also developed the concept of a community approach to the DDR, extending assistance to local communities receiving former combatants. This was a means of both avoiding tensions within the community and recognizing that the local civilian population had often been victimized more than combatants. With the signing of the Global and Inclusive Agreement and as the DRC entered formally into a transition period, the DDR became part of the security sector reform as the former members of armed groups were also given the option of joining the new national army or the police.

³⁰ Sécourisation du Processus électoral au Congo, in French

³¹ As mentioned earlier, some 45,000 were eventually deployed.

Considering that seven countries were involved in the DRC war, the international community chose to establish a regional Trust Fund, the Multi-Country Demobilization and Reintegration Programme under the management of the World Bank, to deal with the demobilization and reintegration of former combatants. UNDP benefited from contributions from this Programme as well as from direct financing from several donors. A private sector contribution of US \$250,000 was also secured for the UNDP DDR programme. UNDP itself put up some of its own core and non-core funds as seed money. External resource mobilization has been particularly successful since 2002. In this connection, it is significant to note that for 2001 and 2002, 90 percent of the activities of the Post-Conflict Unit were financed through UNDP funds, while from 2002, the pattern has been reversed with about 85 percent of the Unit's programmes financed from external resources mobilization.

Five projects have been or continue to be implemented by UNDP in support of DDR and security sector reform. The project for the war wounded has now ended. It was a pilot project limited geographically mainly to Kinshasa and Kisangani. All four other projects are still active.

Table 5: UNDP Projects in Support of DDR	
Project title	Budget (US\$ Million)
Rapid Response Mechanism	7.3
Community Reconstruction, Reintegration of former Combatants and Small Arms Reduction in five eastern provinces	11.8
Ituri Project (Support to Disarmament and to Community Reconstruction in Ituri)	10.9
Support to Institutions of the National Programme for DDR	5.53
Support to War Wounded Former Combatants	3.84

The RRM constitutes an interesting attempt at developing operational procedures designed to respond quickly to opportunities emerging in the field. UNDP created the mechanism in order to fill a gap pending the formulation of a programme by the Government and the creation of national DDR institutions. The approach proposed under the RRM was an innovative one that attempted to reconcile the operational requirements of an emergency situation with the institutional processes of a development agency. It called for a three to five day lead-time for a decision to finance a project and a quick disbursement capacity. It relied on a network of partners, mainly NGOs already operational in areas covered by DDR activities. Although the project could not totally meet its ambitions of speedy reaction, particularly with regard to procurement, it allowed UNDP to intervene rapidly for the establishment of demobilization sites, transit centres and community welcome centres for former combatants. In the Ituri district, the mechanisms set up under the project were instrumental in allowing UNDP to seize the opportunity of a rapid voluntary disarmament of some 11,000 former combatants (including 3,300 children) in 2004. UNDP launched its DDR programme for Ituri in September 2004, in a still highly volatile environment and could

rapidly establish five disarmament centres as well as the necessary equipment for the registration and identification of former combatants.

The RRM was also used to finance the project for support to the national DDR institutions. That separate project helped the Government develop a national plan for the DDR. The RRM supported CONADER, the institution created in 2004 for developing the national DDR programme, through the provision of equipment and technical expertise. RRM also helped CONADER establish the first 12 orientation centres, where former combatants are informed of their future options.

Overall, the RRM has significantly helped UNDP assume the more operational role required in a situation of fragile security where opportunities for action have to be seized in a quasi-emergency fashion. Lessons can be learned from the RRM in order to improve the operational efficiency of UNDP and allow the organization to better match its ambition to develop programmes in conflict and fragile environments with its administrative procedures and institutional culture.

Although the ComRec project did not benefit from the same determined effort to fast-track procedures, it also represents an innovation with regard to the strategy for addressing DDR issues, particularly in a context where demobilized combatants have to coexist with victims of the conflict. The strategy developed via consultations between the country office and the Small Arms and Demobilization Unit of the BCPR calls for linking the traditional UNDP approach to community development and community participation programmes with the reintegration of former combatants. The evaluation team visited a fisheries project in the lakeside village of Kasenyi in the Ituri district, where two successful fishing cooperatives have been established with UNDP support – one with 12 former combatants and a second one with some 50 local villagers.

4.7 Mainstreaming gender in a post-conflict situation

There is a very active United Nations inter-agency gender coordination group at work in the DRC. The group has been actively promoting gender issues with the Government of Transition and has participated in the advocacy campaign to promote gender equality in the Constitution and in various legislations. The UNDP country office has been particularly conscious of the need to integrate gender considerations into post-conflict and DDR activities. The two successive wars have brought enormous suffering to all categories of the population but women and girls have in particular been subjected to violence and rapes, forced into prostitution or infected with HIV. Many of them found themselves associated with armed groups, at times as combatants, but very often they were forced into being sex slaves, cooks, cleaners, scouts or spies. The initial DDR approach concerned only combatants and ignored the fate of their dependents or of women and girls forced to accompany armed groups. UNDP has been advocating the inclusion of these categories in DDR-related programmes with both the Government and donors. As mentioned earlier, UNDP also ensured that the information campaign under the programme of support to the electoral process also promoted the participation of women both as voters and as candidates.

5. Partnerships, coordination and management

This section of the report addresses issues linked to partnerships developed by UNDP in the transition period, particularly its relationship with MONUC, donors, NGOs and civil society. It also looks at coordination mechanisms put in place by the international community and discusses a number of management issues.

5.1 UNDP and the integrated mission

As mentioned earlier, MONUC became a fully integrated United Nations mission at the very end of 2004 with the appointment of a D-SRSG, who also performed the functions of Resident Representative, Resident Coordinator and Humanitarian Coordinator. Over the years, MONUC has created posts, divisions and units that appear to duplicate the mandates and functions of United Nations agencies and programmes already operating in the country. For example, OCHA, UNICEF and UNOCHR all have offices in the DRC, while MONUC has a Humanitarian Affairs Section with 56 posts, a Child Protection Section with 34 posts and a 110-strong Human Rights Section. The size of each of these MONUC sections vastly exceeds that of the corresponding United Nations organizations with the specific mandate for the subject. Many observers perceived this situation as an anomaly, given the time-bound mandate of MONUC.

The creation of an integrated mission has already resulted in some rationalization of resources. As mentioned earlier, the oversight of the electoral process by the D-SRSG, who is also responsible for UNDP, and the establishment of a fully integrated and co-located United Nations electoral support structure represent a major improvement. Similarly, the Special Representative of the Secretary-General and the D-SRSG are both in favour of the integration of activities between MONUC and the United Nations Country Team wherever feasible. The United Nations Integrated Mission Planning Team currently in the DRC will hopefully address that need via a strategy of gradually passing responsibilities to United Nations institutions that have a long-term mandate and presence in the country.

MONUC has also innovated by creating an Integrated Office to support the work of the D-SRSG responsible for humanitarian and development affairs. The Integrated Office was formed by merging the staff support functions of the office of the D-SRSG with the Resident Coordinator's own office staff. The main functions of the new Integrated Office include:

- Leading and facilitating United Nations inter-agency strategic planning and generally supporting the work of the United Nations Country Team
- Monitoring and facilitating a coordination structure of more than 40 separate strategic, programmatic and administrative Working Groups and Thematic Groups
- Providing support to the D-SRSG in overseeing and guiding the work of the MONUC divisions and sections reporting to him.

There is a consensus that the creation of the new post of D-SRSG and the move towards a fully integrated MONUC are positive developments. On the other hand, a few interviewees, both within and outside the United Nations, felt that the functions associated with the post were too many and too diverse and feared that efficiency could be diluted in the

process. They feared that an incumbent without the vast experience, the energy and the operational background of the present one could be much less effective. The demands on the post of D-SRSG underline the importance of the post of Country Director that UNDP has created to ensure the day-to-day direction and management of the UNDP programmes and office.

5.2 Developing partnerships

As mentioned earlier, UNDP worked very closely with the World Bank to develop most of the strategy papers in the period 2000-2005. These include the interim Poverty Reduction Strategy Papers, the Minimum Programme of Partnership for Transition and Recovery and the almost finalized full Poverty Reduction Strategy Paper. However, there have been tensions between UNDP and the World Bank Secretariat over the management of DDR activities under the Multi-Country Demobilization and Reintegration Programme. These tensions have mainly concerned some procedural issues such as the slow disbursement of funds by the World Bank and the slow implementation and bureaucratic delays by UNDP.

The United Nations Country Team cooperated closely with the D-SRSG and Resident Coordinator in the formulation of the Action Plan for 2006, especially for the development of six high impact projects for the post-electoral phase. Each of the six projects was led by a member of the United Nations Country Team, who was responsible for developing the programme design in consultation with other participants, and consulting with the relevant line ministry. The process suffered, however, from a lack of prior consultation with the donors, some of whom objected to a process they saw as United Nations-centric.

Many of the civil society organizations we consulted in Kinshasa were not very familiar with the work being done by UNDP. The organization clearly suffers from an image deficit in Kinshasa. As mentioned earlier, the perception of UNDP in Ituri is quite different, as the organization is seen in the district as being involved with local communities, NGOs and civil society organizations, and as achieving concrete results. Relations with civil society organizations in Ituri do appear to be much more intense than in Kinshasa.

One particular area where UNDP made a remarkable effort to consult civil society was in the preparation of the Poverty Reduction Strategy Paper. UNDP was charged by the Steering Committee to organize the national consultations leading to the formulation of the Poverty Reduction Strategy Paper. An estimated 35,000 persons from across the country were consulted directly in the process. In addition, workshops organized at the district level involved some 9,400 persons, while another 1,100 participated in provincial workshops. The consultation process was followed by a nation-wide survey to measure the degree of dissatisfaction of the Congolese population with regard to income, access to basic services, housing and food security.

UNDP in the DRC has been working with NGOs more intensively than in most other countries. Most of the DDR programmes have been implemented with NGOs, often under the formula of a larger international NGO acting as an umbrella agency for smaller national and local NGOs and groups. At a meeting organized in Bunia for the evaluation team to meet UNDP's major partners, no less than 30 organizations attended. All were involved in some way with the local UNDP programme. The use of NGOs as implementing partners is constrained, however, by internal UNDP regulations that subject NGOs to procurement procedures.

There is Government participation in all UNDP projects, although most of the larger projects are implemented under the direct execution modality. Government participation takes place during the project design phase, and also throughout the implementation phase through Steering Committees, in which the relevant government ministry and project donors participate. In the case of APEC, the Government also contributed US \$18 million in 2005 and a similar amount is expected for 2006. Some Government partners have complained, however, about the decision to pay salaries directly through MONUC or UNDP staff, or through arrangements outside the Government circuit. Others have agreed with major donors that this system is the best way to ensure transparency of the payment process. The formation of a new Government following the on-going electoral process should mark an increased shift towards improved national ownership of programmes.

5.3 Coordination of international support to the transition

The mechanism for the coordination of international support to the transition often appears very *ad-hoc*. According to an internal UNDP document³², there are 15 different thematic groups, each with a lead United Nations agency and very often a lead donor country. UNDP participates in most of the thematic groups but is the lead United Nations agency for five of them, three of which are strictly internal United Nations groups:

- Capacity building : multi-agency, multi-donor
- DDR : multi-agency, multi-donor
- UNDAF : United Nations only
- MDG : United Nations only
- Inter-agency administrative group : United Nations only

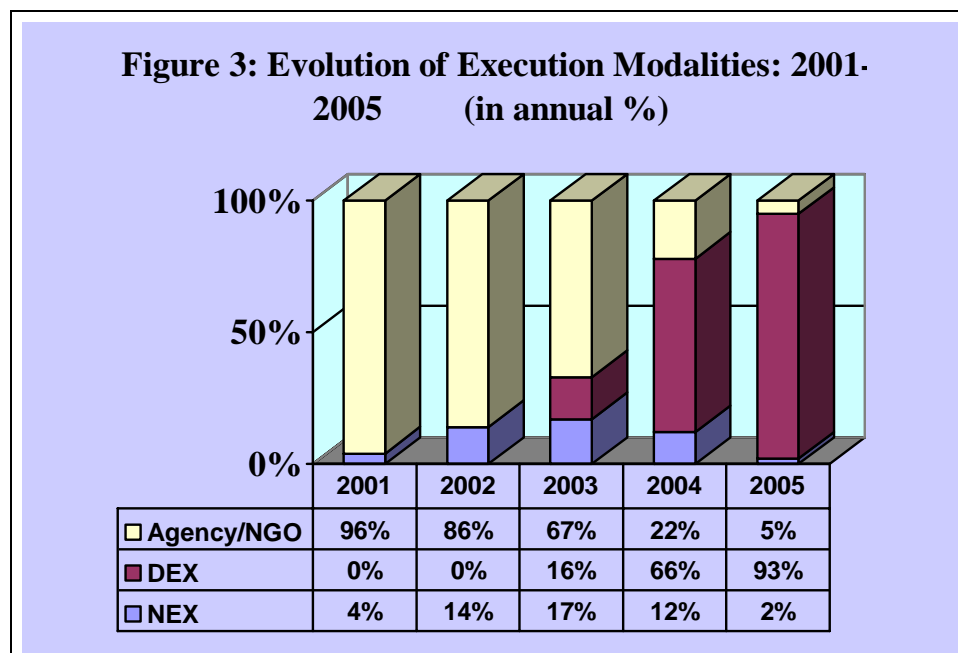
Contrary to models established in other countries, no overall in-country mechanism exists to ensure horizontal coordination between thematic groups. There is, however, a monthly donors' meeting chaired by the D-SRSG. The Consultative Group meetings of the World Bank or occasional international conferences such as the one held in Brussels on 14 February 2006 constitute other forms of international coordination. In Kinshasa, there is a clear operational coordination hub for the humanitarian actors through the Humanitarian Advocacy Group, which holds weekly meetings involving the United Nations, donors and NGOs. Many feel that a similar hub would improve coordination among the major actors supporting the transition process.

5.4 Implementation mechanisms

With new activities linked to the transition, the modalities of execution of UNDP programmes shifted to the direct execution formula at the same time as the financial volume of the operations grew to nearly US \$224 million. From 2001 to 2003, most UNDP funds were channelled through other United Nations agencies responsible for project execution. A smaller proportion was channelled through national institutions under the national execution modality and UNDP handled very little of its own funds directly (direct execution). Only a negligible amount was channelled through NGOs. There was a dramatic shift in 2004 and 2005 when direct execution increased to 66 percent and 92.6 percent of the respective yearly totals. Also from 2004, UNDP initiated a number of projects with international and national

³² Hand-over notes prepared by the out-going Resident Representative at the end of 2004.

NGOs. Although the total amount channelled through NGOs remained relatively small with US \$1.4 million in 2004 and US \$5.3 million in 2005, their input for projects such as the RRM, ComRec and the Ituri programme has been crucial. Figure 3 below illustrates the trends mentioned above.



Project execution through national institutions remains marginal when expressed in percentages but that implementation modality has shown an increase in absolute terms. The Government was responsible for handling only US \$235,465 in 2001. That amount grew rapidly, particularly with the establishment of the Government of Transition, and reached US \$5.7 million in 2005. The strategy presented in the 2006 Action Plan foresees that one of six priority programmes will address capacity building for Government institutions at national and local levels so as to enable them to play a leading role in implementing poverty reduction programmes.

5.5 Managing a rapid increase of activities

The monetary value of programmes managed by UNDP increased eightfold between 2004 and 2005, going from some US \$28 million to nearly US \$224 million. In parallel, the portion of funds managed directly by UNDP grew to 93 percent of the total. This required a number of adjustments in UNDP's mode of operation in the DRC; the organization had already prepared for this shift in 2004. It began by creating a Service Centre within the country office, replacing a much smaller national execution/direct execution unit. The Service Centre does not have a budget of its own but operates as a service for UNDP projects. It is responsible for purchases made by UNDP, for the recruitment of project staff and for legal services.

The second measure designed to cope with the increased volume of operations concerned improved delegation of authority for the approval of purchases by the local contracts

committee. The level of delegation, which is normally US \$100,000 for all UNDP country offices, was raised in 2005 to US \$500,000 for the DRC. The Head of the Service Centre considered this level of delegation to be adequate, but also felt that additional adjustments might become necessary with the likely urgency that will surround some of the activities³³ related to the organization of the next rounds of elections.

The third condition for dealing adequately with increased activities is related to human resources. UNDP employees have had to face new challenges with the rapid expansion of activities. Their work environment has become more stressful with pressures and deadlines associated more with emergency operations than with traditional development work. Not all have adapted to this new UNDP. The result is a 'two-speed' country office. A more active, energetic, imaginative and often overworked staff coexists with a more traditional and more bureaucratic establishment working at a pace that seems adapted to a different period. The institutional culture has not fully adapted to the new roles UNDP has assumed in the fragile and demanding environment of post-conflict situations such as the one in the DRC.

It has also been difficult to attract qualified and experienced staff to serve in difficult environments such as the Kivus or Ituri. At the end of 2004, the out-going Resident Representative recommended the introduction of special incentives to reward performance in difficult and stressful environments. To our knowledge, UNDP has not put in place such a set of incentives to attract the best among its staff to post-conflict situations.

5.6 Towards a more operational UNDP

UNDP's work in the DRC, particularly in the eastern regions, has assumed a much more operational role than is customary for the organization. This was rendered necessary by the fragile working environment and the absence of a strong and effective Government presence in many regions. In situations such as the one visited by the evaluation team in Ituri, UNDP has had to rely on direct engagement with communities and on a working relationship with NGOs and civil society organizations. Most local NGOs have little experience in project management and financial monitoring and reporting. Part of the role of the UNDP project staff deployed to the outlying regions has been the strengthening of local capacity and intensive 'soft assistance'.

UNDP project personnel are currently present in 10 of the 11 provinces³⁴ of the DRC. In 2006, the country office will be establishing six UNDP offices in the eastern part of the country, charged with representing the organization, establishing partnerships with local institutions and developing and monitoring programmes. It will be important to clearly define the relationship between the head office in Kinshasa and these provincial or regional offices. There should be a high level of delegation of authority and accountability to these offices in order for them to be effective and not become an additional bureaucratic layer between beneficiaries and UNDP decision-makers.

³³ The electoral law was adopted only towards the end of February 2006 and activities such as ballot printing cannot be undertaken before the full list of candidates is finalized. On the other hand, many consider 30 June as the ultimate limit of the agreed transition period.

³⁴ With the recently promulgated new Constitution, the number of Provinces increased to 25.

5.7 Efficiency of response and organizational flexibility

The evaluation team asked most of the persons interviewed for their major recommendation to UNDP for improving its performance and its services to the DRC. Many comments and suggestions were noted by the team and are included in this report. However, from Government interlocutors, to donors and partners of UNDP, there was one comment that was almost unanimous: UNDP has to adapt its procedures and speed of response to situations such as the one in the DRC. UNDP is perceived as a slow, well-entrenched bureaucracy where internal processes take precedence over operational effectiveness. The long lead-time for project approval, delays in transferring funds and unrealistic demands for detailed financial justifications were cited by most respondents. There is no doubt that UNDP has to balance efficiency and accountability but there appears to be a total mismatch between the ambition of UNDP to become more operational in quasi-emergency situations and the procedures and deep-rooted institutional culture designed to address more stable situations.

5.8 Monitoring and evaluation in a post-conflict situation

According to the country office staff, the volume of work and the more complex environment deriving from the post-conflict situation have affected the quality and intensity of both monitoring and evaluation functions. Monitoring and evaluation reports are more activity-oriented than outcome-oriented. According to staff responsible for monitoring and evaluation in the country office, there is a significant gap between the expectations of UNDP headquarters with regard to reporting and the capacity of over-stretched country offices. In Kinshasa, the major factor inhibiting monitoring and evaluation is the volume of work and the absence of sufficient staff dedicated to these functions. In field locations, the strict United Nations security restrictions add to the difficulty. Here as in other situations, UNDP has to rely heavily on NGOs and local communities for information on the progress of many projects. There is a need to launch discussions between United Nations organizations and donors to outline minimum acceptable standards of monitoring and reporting for programmes implemented under hardship conditions.

6. Conclusions and lessons learned

UNDP has contributed significantly to the ongoing transition process in the DRC. The following paragraphs identify the strong points of that role and contribution as well as the areas that need further strengthening.

6.1 Linking the political and the transition support at an early stage

The international community, the United Nations and UNDP probably missed an important opportunity to create more coherence in their approach to supporting the transition in the DRC by allowing the political process to be almost totally de-linked from the programme of support to the transition. As mentioned earlier, the Global and Inclusive Agreement remained a power-sharing accord more than a programme for the re-establishment of democracy, good governance and economic recovery. A more cohesive approach on the part of the political, humanitarian and development entities of the international community and the United Nations system could have helped develop more structured coordination mechanisms and a more harmonious integration of recovery and development issues with the political process.

6.2 The risks of an early and rapid MONUC phasing out

There is a broad consensus that an early move by the Security Council to reduce the military capacity of MONUC after the elections could jeopardize the successes achieved so far by the international community. A minimalist approach could mean a rapid return to insecurity and chaos.

6.3 UNDP's capacity to innovate

UNDP in the DRC has shown a remarkable capacity to develop new programming concepts and new means of intervening in post-conflict environments. The following examples could be studied as possible models for improving UNDP's contribution in other conflict-affected countries:

- The creation of a dedicated Post-Conflict Unit as one of three main programming units in the country office helped focus attention within the country office itself and attracted important support from the BCPR and donors.
- The RRM was developed as a flexible implementation mechanism to jumpstart DDR activities in the absence of a formal national framework and national DDR institutions. It was meant to cut across red tape and could be used by UNDP to help develop procedures more adapted to its work in conflict-affected countries.
- The MONUC decision to place its Electoral Division under the supervision of the D-SRSG, who is also responsible for UNDP, added much needed substantive and operational cohesion to the United Nations' approach to electoral support.
- The Integrated Office, by effectively merging the staff functions attached to the D-SRSG and those related to the Resident Coordinator function has provided

the D-SRSG with a strong office able to spearhead the development of strategies, ensure overall monitoring and effectively support the United Nations Country Team as well as MONUC.

- UNDP has initiated cooperation with a number of national NGOs and is planning specific activities to build up their capacity.
- Finally, UNDP will be establishing offices away from Kinshasa, a move that should allow the organization to improve operational efficiency provided it is accompanied by an important delegation of authority.

6.4 UNDP's capacity to adapt and anticipate

The UNDP country office has succeeded in adapting to an evolving situation and at times in anticipating such developments, thus contributing effectively to the formulation of a strategic framework for the international community's support to the DRC. UNDP also made an effort to adapt its internal structure to manage a rapid expansion of activities. Indications of that adaptation and anticipation capacity include:

- The introduction of a community development component to DDR programmes in 2002 provided a much needed and more coherent approach at a time when DDR programmes were conceived mainly as applying to large structured armed groups.
- The initiative to launch a post-transition, post-electoral programme through the Action Plan 2006. In that context, UNDP also effectively promoted the integration of humanitarian, transition and recovery programmes.
- On the management side, the creation of a Service Centre that has become an essential tool for handling large programmes such as the electoral support, and an eightfold increase in programme activities.
- The capacity to react quickly to unforeseen additional operational requirements, such as taking over the payment of salaries to thousands of electoral agents and security forces agents mobilized for the voters' registration and the referendum.

6.5 The use of basket funds

Most donors recognize that the basket funds created by UNDP have been useful as a means of pooling resources among donors and have helped provide 'neutral' management mechanisms. In most cases, UNDP has put some of its own funds in the common basket as seed money and to provide an initial working capital before pledges are actually honoured by donors.

6.6 Improving institutional flexibility and procedures

A major effort is required to redress the image of a bureaucratic and slow UNDP. Efforts to introduce more flexibility have already been made, such as through RRM, but need to be generalized. There remains a need to change the institutional culture of the organization so as to adapt it to the challenges of fragile post-conflict situations such as the one in the DRC. Some of the areas of possible improvement could include:

- The modification of financial rules so as to allow UNDP to use more easily its global working capital to jumpstart operations on the basis of firm pledges from traditional donors.
- The development of training programmes that would emphasize a culture of service more than a culture of control, particularly for programme, administration and finance staff. This should be accompanied by a system of rewarding performance and service-oriented approaches.
- The promotion of delegation of authority and accountability to the future UNDP offices outside Kinshasa.
- In close coordination with donors, the definition of minimum operational and reporting standards for projects implemented in fragile security environments, including the use of alternative monitoring mechanisms through NGOs or commercial firms.

6.7 Further developing partnerships

The UNDP country office has made a laudable effort to develop partnerships with national NGOs. It now needs to further strengthen this effort and develop mechanisms to build the capacity of national NGOs to formulate, manage and report on projects to acceptable standards. One possible means of achieving that objective would be to associate, wherever possible, both a national NGO and a reputed international one in the joint management of programmes, accompanied by a timetable and benchmarks for the gradual handover of the activity to the national NGO.

The UNDP country office now operates with many national NGOs on the basis of UNDP's regulations for the procurement of services. This implies a limit of US \$30,000 of discretionary authority to engage in a contractual agreement and limits the scope of projects that can be implemented by national NGOs. The country office should explore the possibility of fully developing a partnership approach and applying the national execution formula to national NGOs.

Given the importance of NGO execution for many of the programmes implemented in the eastern part of the country, the new UNDP offices to be created in 2006 should include a dedicated unit for NGO liaison. Such a unit would be responsible for further developing the partnership, mainly with national NGOs and civil society organizations, and for providing concrete on-the-job training in project design and management.

Annex I: Persons Consulted and Schedule of mission to the DRC

27 January - 11 February 2006

DATE	ORGANIZATION	NAME/FUNCTION
Kinshasa		
Fri. 27 January	UNDP	Roberto Valent Daniel Mukoko Samba
Sat. 28 January	MONUC	William L. Swing, SRSG Lise Grande, Head, Integrated Office
Mon. 30 January	UNDP	Meeting with senior staff
	Independent Electoral Commission	Abbé Malu Malu, Head of Commission
	PPRD (political party)	Marie-Ange Lukiana, Deputy Secretary General
Tue. 31 January	UNDP APEC project	Aissata De Simon-Pierre Nanita-Lamio Alain Andriamananony
	World Bank	Jean-Michel Happi, Resident Representative
	European Union	Bernard Piette, First Counsellor
	MONUC	Group meeting with senior staff
	UN Gender Group	MONUC, UNDP, UNFPA, UNICEF, UNIFEM, WFP
Wed. 1 February	Observatoire National des Droits de l'Homme	Mpinga Tshibusu, Chairman
	FAO	Ad Spijkers, Representative
	UNHCR	Eusèbe Hounsokou, Representative
Thu. 2 February	La Référence Plus	M. Kimpanga, journalist
	Radio Africa no.1	Francine Mokoko, journalist
	Christian Aid	Jacques Miagla, Representative Jeanne Mujing
	Conseil National des ONG de Développement	Théophile Lukamba
	FORFEM (Women's Forum)	Josephine Ngalula
	SJS (Si Jeunesse Savait)	Françoise Mukuku
	DFID	Phillip Marker, Head of Office
Fri. 3 February	Ministry of Planning	Alexis Tambwe, Minister
	Security Sector Reform, group of major donors	Linda Newport – European Union Pierre Laye – France Nicholas Jenks – USAID Roisin de Burca – World Bank
	Front des Patriotes Congolais (political party)	Albert Mukulubundu
	Parliamentarian	Ntantu-Mey
	Young Women's Christian Association of DRC	Alice Mirimo Kabetsi, National Chairwoman
	University of Kinshasa	Sayeman Bula-Bula
Sat. 4 February	Islamic Community	Sheik Abdallah Mangala
	Kimbanguist Church	Rev. Kalonzo
	University of Kinshasa	Loka-ne-Kongo
Sun. 5 February	International Crisis Group	Noël Atama
	UDPS (political party)	M. Shabany
	Carrefour pour le Développement de Mahagi	Médard Unyon-Pewu
DATE	ORGANISATION	NAME/FUNCTION
Mon. 6 February	UNDP Service Centre	Jacques Marquis, Head
	MONUC	Ross Mountain, D-SRSG
	UNOPS	German Hulgich, Coordinator
	CONADER (National	Daniel A. Kawata, General Coordinator

	Commission for DDR)	
Tue. 7 February	National Police (Election Security Cell)	General Odimula
	UNDP	Group meeting with Post-Conflict Unit Group meeting with Governance Unit
	Ministry of Family and Women	Faida Muangilwa, Minister
Ituri		
	MONUC	Sharouh Sharif, Director Celine Aucouturier, Joint Mission Analysis Cell André Solana, Security Officer
	UNDP	Marie-France Desjardins
	OCHA	Modibo Traore, Head of Bunia Office
Thu. 9 February	Village of Kasenyi	Group meeting with local authorities and community representatives
		Visit to fisheries project for former combatants
		Visit to school project and community radio project
	Bunia, UNDP Office	Meeting representatives of former combatants Group meeting with some 50 representatives of major UNDP partners
Sat. 11 February	UNDP	Group meeting with Poverty Unit
	UNDP	Mission de-briefing with senior UNDP staff

Other persons consulted outside the DRC

ORGANIZATION	NAME/FUNCTION
UN – Executive Office of the Secretary-General	Lakhdar Brahimi, Special Adviser
UN Department of Peacekeeping Operations	Jean-Marie Guéhenno, USG
	Dmitri Totov, Director, Africa
	Renata Dwan, Coordinator, Best Practices Unit
UN Department for Political Affairs	Chris Coleman, Deputy-Director, Africa
	Yasser Sabra, Senior Political Affairs Officer
	Gerald Bennett, Political Affairs officer
UNDGO	Judith Karl, Post-Crisis Cluster Tuesday Reitano, Programme specialist
UNHCR	Pierre Bertrand, Acting Director Johan Cells, Senior Policy Adviser
World Bank	Niels Harrild, Programme Administrator Post-Conflict and LICUS Trust Funds
UNDP	Jeffrey Avina, Deputy Director, RBA
	Herbert P. M'Cleod, Adviser to the Director, RBA and former RR in the DRC
	John Ohiorhenuan, Deputy Director, BCPR
	James W. Rawley, Deputy Director, BCPR
	Peter Batchelor, Team Leader, BCPR/SADU
	Luc Lafrenière, BCPR/SADU
	Marc-Antoine Morel, BCPR/SADU
	Bruce Jenks, Director, BRSP
	Stephane Vigie, outgoing Director, BRSP
	Alvaro Rodriguez, BDP
	Linda Maguire, BDP
	Joceline Bazile-Finley, Deputy Assistant Administrator, BOM
	Gilbert Hounbo, Director and Chief of Staff
Brian Gleeson, Director, Office of Human Resources Management	

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UNITED NATIONS DEVELOPMENT PROGRAMME

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Acronyms

AIT	Appui aux Institutions de Transition (Project of Support to the Institutions of the Transition)
APEC	Appui au Processus électoral au Congo (the programme of support to the electoral process in the Democratic Republic of the Congo)
BCPR	Bureau for Conflict Prevention and Recovery
DDR	Disarmament, Demobilization and Reintegration
DRC	Democratic Republic of the Congo
D-SRSG	Deputy Special Representative of the Secretary-General
MONUC	United Nations Organization Mission in the Democratic Republic of the Congo
NGO	non-governmental organization
OCHA	(United Nations) Office for the Coordination of Humanitarian Affairs
ONDH	Observatoire National des Droits de l'Homme (National Observatory of Human Rights)
RRM	Rapid Response Mechanism
UNDP	United Nations Development Programme

Executive summary

After decades of a debilitating dictatorship and two successive wars between 1996 and 2002, the Democratic Republic of the Congo (DRC) has been engaged since June 2003 in a process of political transition that should culminate in the holding of presidential and parliamentary elections in the second half of 2006. Despite recent improvements in some macroeconomic indicators, the long period of dictatorship and the instability, conflicts and violence that followed have left the population in a situation where poverty and human insecurity have reached almost unparalleled proportions: 80 percent of the population lives under conditions of extreme poverty (less than US \$1 a day), 71 percent suffers from food insecurity, 57 percent has no access to safe drinking water and 54 percent cannot benefit from basic health services.

Despite some improvements in the security situation since the establishment of the Transition Government and the full deployment of a more robust United Nations Organization Mission in the DRC (MONUC), human rights violations persist and outbursts of violence continue to affect many parts of the country.

The United Nations Development Programme (UNDP) has contributed significantly to the international effort to address the evolving situation in the DRC throughout the three different periods that characterized the years from 2000 to 2005:

- Until the signing of the Global and Inclusive Agreement at the end of 2002, a situation of conflict persisted in eastern DRC despite the ceasefire of 1999. UNDP concentrated its efforts on facilitating the re-engagement of the donor community and the Bretton Woods Institutions while initiating recovery activities in more secure western provinces.
- In 2003-2004, UNDP initiated programmes of support to the transition by participating in the development of a Minimum Partnership Programme for Transition and Recovery, which was finally adopted at the Consultative Group meeting of November 2004. It also launched programmes of support to the national institutions of the transition and built internal capacity to handle an increasing volume of operations. The creation of a Post-Conflict Unit within the country office increased the visibility of UNDP's programmes in that area and helped attract additional funding.
- Since the end of 2004, with the appointment of the UNDP Resident Representative as Deputy Special Representative in MONUC, Humanitarian Coordinator and Resident Coordinator, UNDP participated more closely in the Security Council mandated mission. The organization embarked on large-scale programmes of support to the electoral process and expanded activities under the Disarmament, Demobilization and Reintegration (DDR) programme. It developed field activities in cooperation with non-governmental organizations (NGOs), particularly in the Ituri district and planned the establishment of UNDP offices in several provinces of eastern DRC. UNDP was also instrumental in developing a plan of action for the post-electoral phase. The senior management of MONUC developed several innovative ideas aimed at improving the efficiency of the integrated mission and cooperating more closely with the United Nations Country Team.

The major contribution of UNDP over recent years has no doubt been its support to the electoral process. In 2005, the integrated MONUC/UNDP Electoral Unit successfully managed to register 25 million voters and organize a national referendum with the participation of nearly 62 percent of the electorate. When considering the size of the country, the difficulties of the terrain, the absence of roads in many areas and the conditions of insecurity prevailing in many locations, this is by all accounts an outstanding achievement.

Major lessons learned through this case review include:

- The Global and Inclusive Agreement remained a largely power-sharing agreement among warring factions. The international community and the United Nations could have achieved more coherence and better coordination if they had insisted more strongly on a linkage between the political negotiations and clear benchmarks related to human rights, humanitarian and recovery programmes.
- Several innovative management decisions have helped improve the coherence of the overall United Nations effort and have allowed UNDP to be more effective. These included: (a) the creation of a dedicated Integrated Office to assist the Deputy Special Representative of the Secretary-General (D-SRSG) in his multiple functions; (b) the creation of a fully integrated Electoral Unit between MONUC and UNDP under the supervision of the D-SRSG, who is also responsible for UNDP; and (c) the expressed wish of the senior management of MONUC to integrate more fully members of the United Nations Country Team in areas of shared responsibility.
- UNDP demonstrated leadership under the DDR programmes by promoting new approaches such as the linkage to community development programmes and by developing more flexible operational management through a Rapid Response Mechanism.
- The creation of a dedicated Post-Conflict Unit helped UNDP itself focus on the issue and increased both the visibility and funding of related activities.
- UNDP programmes benefited from the presence of a dedicated post responsible for gender issues and from the role of a very active United Nations inter-agency team of gender advisors.
- Post-conflict situations such as the one in eastern DRC require flexible management approaches. UNDP's decision to open offices in some provinces could go a long way in improving the effectiveness of the organization provided that these offices are given the necessary authority and accountability and do not become just another administrative layer.
- The close cooperation developed with NGOs has helped UNDP become more operational in areas such as the Ituri where programmes have to be implemented under fragile security conditions. Relations with NGOs have been constrained, however, by UNDP's own regulations.
- The perception of UNDP's efficiency suffers from the frequent delays in processing financial reports received from implementing partners and in transferring funds to them.

Introduction

The Democratic Republic of the Congo (DRC) is one of six countries selected by UNDP as case studies supporting an external evaluation of the organization's role and contribution in countries affected by conflicts. The evaluation intends to investigate to what extent UNDP activities in such countries contributed to the goal of human security defined broadly as 'freedom from fear' and 'freedom from want'. Whereas the consolidated evaluation report formulates recommendations aimed at improving UNDP's global response to the needs of conflict-affected countries, each of the case studies identifies lessons based on concrete experience in a particular environment.

The field visit to the DRC took place between 26 January and 11 February 2006. It was carried out by Carrol Faubert of Abacus International Management (one of the three international consultants responsible for the overall evaluation) together with Victor Mantantu Nathazi, an independent national consultant. The team held extensive discussions with the senior management of the country office and the units responsible for the three major programme clusters of Reduction of Poverty, Governance and Post-Conflict. The team also held discussions with some of UNDP's partners in the Government, leading donors, and a number of United Nations officials, including the special representative of the Secretary-General and his Deputy in charge of humanitarian and development affairs. A particular effort was made to meet members of the civil society so as to obtain views and analysis from people not directly involved as partners of UNDP. A list of persons met by the DRC team appears as Annex I. In preparation for the field mission, the team examined a number of documents assembled by the Evaluation Office and the UNDP country office or identified through the consultants' own research. Key documents consulted by the evaluation team appear as Annex II.

Between 8 and 10 February, the team travelled to the Ituri district of the Orientale province. This provided a unique opportunity to visit UNDP projects being implemented under extremely difficult conditions in a very fragile security environment. The team held discussions in Bunia with United Nations field staff, the MONUC Regional Director, some of UNDP's partners as well as with several members of the civil society and representatives of the local authorities. The team visited three UNDP projects in the village of Kasenyi, some 50 km from Bunia, on the shores of Lake Albert, and met with local authorities as well as demobilized former combatants.

As in other countries visited as part of this evaluation exercise, we found that statistical data related to human security remains scarce and that it is often difficult to compare data related to the timeframe of 2000-2005 assigned to the evaluation. The information and analyses presented in this report are therefore based on a combination of available statistical information and interviews with a wide range of respondents.

The first section of the report analyses the background and causes of the conflict. The second section assesses the evolution of human security over recent years. The broad parameters of personal safety, the rule of law, respect for human rights, economic prospects, population displacements and poverty are examined in this context. The third section reviews the role of the international community, and in particular UNDP, in addressing the human

security deficit in the country. This includes a review of UNDP's contribution to developing strategies adapted to the conflict and post-conflict environments and an assessment of the organization's major areas of intervention. The fourth section looks at UNDP's main partnerships, including its closer links to MONUC since the latter effectively became an integrated mission at the beginning of 2005. The fifth section examines some of the issues related to management of operations in a still fragile environment and, finally, there is a summary of conclusions and lessons.

1. Background to the conflict

Describing the recent crisis in their country, many Congolese refer to the 'two wars'. The first one encompasses the rebellion started in 1996 in the eastern part of the country, the rapid advance of the rebels towards Kinshasa and the overthrow of the Mobutu regime in May 1997. The second war started in 1998 with an invasion in the east by Congolese rebels supported by foreign troops, which led to an intervention by other neighbours in support of the DRC Government. This was a pan-African war that involved up to seven states and several guerrilla groups. A ceasefire agreement was signed in July 1999 and was followed by negotiations that led to a political agreement at the end of 2002. To this date, however, there are still large parts of eastern DRC where the central Government has little or no presence and where violence erupts sporadically as a result of the continued presence of armed groups.

The two wars led to untold suffering for populations in eastern Congo. A survey undertaken by the International Rescue Committee¹ indicates that during the six years of conflict, up to four million people died either from violence or from preventable diseases that could not be treated due to the collapse of health services. This makes the conflict in the DRC one of the deadliest since the Second World War. To this date, there still exist significant differences in the quality of life between the Congolese living in the conflict-affected eastern parts of the country and those in the western provinces. In addition to the sharp aggravation of the situation caused by war in the east, there has also been a constant degradation of human security conditions for all Congolese over the past decades.

1.1 A failing State

A long-term cause of the conflicts in the DRC and the degradation of human security conditions can be found in the gradual erosion of State authority and capacity, particularly since the mid-seventies. The turmoil that accompanied independence from Belgium, the many violent secessionist attempts, and the 32 years of brutal and debilitating dictatorship under President Mobutu resulted in the near collapse of the State and the emergence of a predatory system at almost all levels of society.

The last phase of the Mobutu regime was marked by internal and international pressure to engage in democratic reforms. The surprise announcement by President Mobutu in 1990 that he would allow a multiparty system was later totally subverted by the regime through a combination of corruption, co-option of opponents and plain threats. The old dictator outmanoeuvred the opposition with the result that most international aid was suspended. The growth rate of the economy that had been oscillating between 0 and -6

¹ See *The Lancet*, Vol. 367, issue 9504, 7 January 2006, pages 44-51.

percent since 1974 suddenly reached an all time low² of some –17 percent in 1993. The rate of inflation shot up to 9800 percent in 1994, penalizing the poorest segments of the population and causing further deterioration in their living conditions. By the mid-nineties, most state services had collapsed and generalized mal-governance and corruption had taken their toll on the economy and on the people. The average income reached its highest level in 1973 at US \$1.31 per person per day. By 1998, that figure was down to US \$0.30, an average drop of over three percent per year³.

1.2 The plundering of natural resources

The DRC is immensely rich in natural resources. The weakening of the State and of the formal sector of the economy encouraged groups and foreign interests to exploit for their own benefit the Congo's natural resources such as gold, diamonds, coltan and other minerals. In Ituri, for example, the warring Hema and Lendu groups fought over the control of the gold-mining town of Mongbwalu and the town changed hands five times during the 18 months of the conflict. Often, populations were displaced intentionally to make way for the extraction of resources. These resources in turn helped fund weapons for armed groups, further fuelling the war. This relationship between illegal exploitation of resources, arms trade, forced population displacement, violations of human rights and conflict in the DRC has been documented by a panel of experts appointed by the United Nations in 2000⁴.

1.3 The ethnic dimension and the land issue

Between 1990 and 1996, several issues contributed to increasing ethnic tensions in eastern DRC, eventually leading to conflict. The most visible event was the massive influx of Hutu refugees into both North and South Kivu (the Kivus) in July and August 1994. Up to 1.2 million refugees settled in camps around Goma, Bukavu and Uvira. The refugees were largely under the control of the very authorities that had orchestrated the genocide in Rwanda, and were subsequently using the camps as staging areas for incursions into Rwanda with the intent of eventually returning to power. Due to this situation, the Rwandese army crossed the border to seek those responsible for the genocide and disband the camps.

Ethnic tension, however, did not start with the inflow of refugees in 1994. During earlier years, the Banyamulenge group had their right to citizenship contested. The Banyamulenge had been living in the region long before independence but were termed by many as the 'Tutsis of Zaïre' because of their mainly Rwandese origin. Violent clashes also took place between groups of cattle breeders and groups of farmers in the Masisi region of North Kivu over the utilization of scarce land. In Ituri, the conflict between the Hema and the Lendu has its origins in disputes over access to land between groups with differing traditional livelihoods. In all cases, ethnic tensions were both partly a cause of the conflict as well as a consequence of the conflict when the regional protagonists used ethnic-based armed groups as proxies.

² The negative growth experienced in 1993 was worse than the negative growth periods of 1999 and 2000, at the height of the crisis in eastern DRC.

³ Source: United Nations Country Team in the DRC, Common Country Assessment, May 2001, page 51.

⁴ The Security Council established a panel of experts in 2000 to "...research and analyse the links between the exploitation of the natural resources or other forms of wealth in the Democratic Republic of the Congo and the continuation of the conflict..." (Security Council President's Statement S/PRST/2000/20 of 2 June 2000). The panel issued four reports between January 2001 and October 2003.

2. Evolution of human security

The Congolese have not yet seen the dividends of stability. Although physical security and some of the macroeconomic indicators have shown improvement, particularly since the establishment of a Government of Transition, most of the other indicators of human security show a negative trend. This is reflected in the 2005 human development report where the DRC ranks 167th out of 177 countries for its human development index. The development index has indeed shown a constant regression since 1985, moving from 0.431 for that year to 0.393 in 1995 and 0.385 in 2003.⁵

2.1 Improvement of macroeconomic indicators

The stabilization programme implemented since 2001 by the Government with support from International Financial Institutions has succeeded in halting and then reversing the decade-old trend of negative growth rates of the gross domestic product. Similarly, the currency has stabilized and inflation has been brought down from three to one digit rates. According to the Minister for Planning, the population should start feeling the positive effects of the stabilization programme within two to three years, provided the Government maintains the strict monetary discipline required.

Table 1: DRC: evolution of selected macroeconomic indicators⁶			
Indicator	2000	2003	2004
Real GDP growth	-7%	5.6%	6.6%
Consumer price inflation	554%	13%	9.2%

2.2 Improvements in the physical security situation in the east

The establishment of an inclusive Transition Government in June 2003, the full deployment of troops of the United Nations Organization Mission in the DRC (MONUC) in the second half of that year, and the adoption of a more robust approach⁷ by these troops from mid-2003 are all factors that significantly improved the security situation in the eastern provinces. The re-establishment of safe living conditions was already producing visible results in the areas of the Ituri district that the evaluation team visited in February 2006. Commercial and agricultural activities had almost returned to normal in Bunia and its immediate vicinity and the team could travel without a MONUC escort to the village of Kasenyi, some 50 km to the east of Bunia. The security situation remains fragile, however, as some armed groups are still active in parts of Ituri, the Kivus and Katanga. The Government has not yet re-established a credible and effective presence in many of the outlying areas of the east.

⁵ Source: The Human Development Report 2005, UNDP, September 2005. The human development index measures the average achievement in a country in three basic dimensions of development: life expectancy at birth, literacy and education, and the gross domestic product per capita.

⁶ Source: The Economist Intelligence Unit, Country Report: Democratic Republic of Congo, June 2005.

⁷ Through its Resolution S/RES/1484 of May 2003, the Security Council authorized the deployment of an Emergency Multinational Force in Bunia. By resolution S/RES/1493 of 28 July 2003, the Council, acting under Chapter VII of the Charter, authorized MONUC to "...use all necessary means to fulfil its mandate in the Ituri district and, as it deems it within its capability, in North and South Kivu."

2.3 Population displacement: a continuing feature

According to the United Nations Office for the Coordination of Humanitarian Affairs (OCHA)⁸, there were still 1,660,000 displaced Congolese in November 2005 and up to 40,000 persons had to flee their homes each month during 2005, mainly in Ituri, the Kivus and Katanga. By the end of 2005, OCHA also estimated that 1,680,000 previously displaced persons had recently returned to their homes and were in urgent need of support. The table below illustrates the evolution of internal and external displacement over the last five years. The sharp increase noted in 2003 is largely due to the massive displacements that accompanied the conflict in the Ituri district. The overall reduction in the number of both internally displaced persons and refugees in 2005 indicates the relative improvement of the security situation in large parts of eastern DRC. It remains extremely worrying, however, that new displacements continue to take place due to the activity of armed groups in many areas.

Year	Internally displaced persons	DRC refugees in neighbouring countries
2001	2,000,000	355,940
2002	2,700,000	373,640
2003	3,400,000	397,662
2004	2,329,000	405,000
2005	1,660,000	201,406

2.4 Rule of law

The people of the DRC have little faith in the capacity of law enforcement institutions to protect them. Worse, ordinary citizens generally fear the police and the armed forces and consider them to be the worst offenders in terms of daily harassment, illegal taxation, bribetaking as well as violations of human rights. In many areas, some elements of the armed forces, Forces Armées de la République démocratique du Congo (FARDC)¹⁰ have unfortunately replaced militias and members of armed groups as perpetrators of abuses against the civilian population, particularly violence against women and rapes. The justice system is equally distrusted and reputed to be corrupt. In fact, most respondents stated that they would rather put their trust in institutions such as churches and human rights organizations or proximity community leaders.

The explanation often given for this state of affairs is that the police, the army and other employees of the State receive such a low salary – and are paid with such delays – that they have no choice but to engage in corruption for their own livelihood and that of their family. For many civil servants and law enforcement agents, corruption has become an essential coping mechanism. There is a clear need to ensure that civil servants receive a fair

⁸ Figures quoted in the Action Plan 2006, Democratic Republic of the Congo, February 2006.

⁹ Source: the IDP data is largely based on estimates by OCHA reproduced on the website of the Internal Displacement Monitoring Centre of the Norwegian Refugee Council. The data on refugees was provided by the UNHCR Office in Kinshasa.

¹⁰ The national army is known as FARDC for the Forces Armées de la République Démocratique du Congo.

salary. More profoundly, however, the tendency to benefit from positions of power is a reflection of the erosion of moral and civic values during the Mobutu period and during the years of conflict. One respondent commented that the phenomenon had reached such proportions that civil servants who resisted occasions to amass wealth illegally became laughing stocks. It will probably take years – if not a generation – to reform the civil service and to restore the good governance practices required to ensure that citizens fully respect State agents.

2.5 Need for a culture of respect for human rights

With regard to the human rights situation, the country can be divided into two broad regions: 1) the areas under the control of the Government – largely the western provinces; and 2) the areas of eastern Congo where the Government is not fully present or where armed groups continue to operate. The human rights situation is reported as poor in the areas under Government control and extremely poor in the eastern parts of the country. Security forces continue to operate with a large degree of impunity all over the country but the situation is much worse in areas that have recently emerged from conflict or where occasional fighting continues to occur.

Human rights groups¹¹ have documented several cases of massive violations of human rights committed mainly by armed groups but also by some government soldiers trying to regain control of parts of the Ituri district, the Kivus or the Katanga. The violations include the killing of civilians, rapes, arbitrary detention and torture, forced displacement of civilian population, destruction of property, arson and thefts. A human rights activist, Pascal Kabungulu, was killed in Bukavu in July 2005 and other activists were detained in Lubumbashi, accused of being linked to a suspected secession attempt in Katanga. In North Kivu, human rights activists and groups protesting abuses received threats and visits by armed men.

The Global and Inclusive Agreement on Transition in the DRC¹² foresees the creation of a Ministry for Human Rights as well as an Observatoire National des Droits de l’Homme (National Observatory of Human Rights, ONDH), which would be one of five institutions of support to democracy¹³. As the ONDH has received support from UNDP, the evaluation team visited their office in Kinshasa in February 2006. At the time of that visit, ONDH had been operating without electricity for six months, a situation that almost totally paralysed the institution. That such a situation was allowed to persist for such a long period is a sad indication of the low priority the Government gives to supporting human rights institutions.

2.6 Representation and access to decision-making structures

As mentioned earlier, most of our Congolese respondents expressed varying degrees of distrust vis-à-vis political, justice and law enforcement institutions. The Government of National Unity and Transition that eventually emerged from the Global and Inclusive

¹¹ See in particular Human Rights Watch, World Report 2006.

¹² The transition agreement (in French: Accord global et inclusif sur la Transition en RDC) was signed in Pretoria on 17 December 2002. The Government of Transition came into being in June 2003.

¹³ The other “institutions of support to democracy” foreseen in the Global and Inclusive Agreement are the Independent Electoral Commission, the High Authority on the Media, the Truth and Reconciliation Commission and the Commission on Ethics and Fight against Corruption. Only the Independent Electoral Commission is considered as effective, largely due to intense international support and coaching.

Agreement was the result of intense political negotiations rather than of a broad national consensus. Many Congolese have expressed the hope, however, that the electoral process that will soon start will mark the beginning of a new and more accountable relationship between the citizens and their elected representatives. Unfortunately, the culture of corruption that still prevails not only affects trust but also reduces access to institutions. The poor simply cannot afford to approach justice or local administration when they fear that any request for a service will call for an illegal payment.

2.7 Poverty in the DRC

It is estimated that up to 80 percent of all Congolese now live below the poverty line of US \$1 per person per day, a situation that an independent intellectual interviewed by the evaluation team described as ‘infra-human’. The following table illustrates the deterioration of most of the indicators of human development over the past five years. The increase by 10 percent of the undernourished among the total population is particularly significant.

Table 3: Democratic Republic of the Congo			
Evolution of selected human development indicators, 2001 and 2005 ¹⁴			
Indicator	2001	2005	Average for Sub-Saharan Africa - 2005
Human development index	0.429	0.385	0.515
Human development index ranking	142	167	--
Life expectancy at birth	51	43.1	46.1
Infant mortality (per 1000 live births)	128	129	105
Undernourished population	61%	71%	30%
Adult literacy rate	60.3%	65.3%	61.3%

As mentioned earlier, the current situation is due to the gradual erosion of the economy, of governance and of public services over the past decades, coupled with the consequences of armed conflicts. The eastern part of the country has seen the two factors combining in the most dramatic form, with the result that the human security deficit is much higher in those regions. In 2004, for example, the mortality rate of children under five was 2.3 per 1000 per month in eastern DRC as compared to 1.7 in the western provinces. Both figures, however, remained higher than the average of 1.5 deaths per 1,000 per month for children under five in the whole of Sub-Saharan Africa.¹⁵

¹⁴ Source: UNDP, Human Development Reports, 2001 to 2005. The data in each annual report is generally a few years older than the year of publication.

¹⁵ ‘Mortality in the Democratic Republic of the Congo: Results of a Nation-wide Survey’, April-July 2004, International Rescue Committee and Burnet Institute.

3. The role of the international community and the United Nations

The Global and Inclusive Agreement of December 2002 was essentially an agreement on the cessation of hostilities and on power-sharing among parties to the conflict, the political opposition and politicized parts of civil society. As such, the Agreement did not promote a new vision of society and was not a comprehensive programme for the promotion of democracy, good governance and development. Unlike other situations, such as Afghanistan, where the installation of an interim authority was accompanied rapidly by an international conference on reconstruction, the DRC agreement remained mainly political and was not accompanied by a new programme directly deriving from the transition. In that almost exclusively political process, an opportunity was probably lost to capitalize on the political momentum through the adoption of precise targets and benchmarks related to human rights, governance, reconstruction and development. Some of our respondents commented that the often conflicting interests of some of the major international players would have rendered the exercise futile. There are, however, a few clear elements of an international community's strategy.

3.1 A strategy of stabilization

The central element of the international community's strategy for the DRC is stabilization. This addresses the political sphere through the dialogue between the CIAT¹⁶ and the Espace Présidentiel¹⁷. The international community's overwhelming priority for political stabilization is the organization of free and fair elections before the formal end of the transition period, which is now set at 30 June 2006. The CIAT and the donors provide substantial funding, coaching and oversight to the Independent Electoral Commission. UNDP and MONUC play a major role in supporting the electoral process. The overwhelming importance given to the electoral process has also meant that other priorities such as capacity building, the promotion of good governance and the fight against corruption are being largely delayed until after the elections.

The second priority within the stabilization strategy is security. There are three main components under the theme of security. The first is the Disarmament, Demobilization and Reintegration (DDR) process¹⁸. The second priority is the creation of an inclusive and professional national army. The third is the reform of the police. UNDP's role in this security sector is mainly to support the DDR process through the creation and operation of transit centres for former members of armed groups prior to their integration in the national army, and through the implementation of community-based reintegration projects for those wishing to return to civilian life. Although some recent progress has been made on the issue of impunity for war crimes, the international community has not yet addressed forcefully the downstream issues of justice and the prison system.

¹⁶ The CIAT, a French acronym for the International Committee to Accompany the Transition, is composed of the five permanent members of the Security Council plus Angola, Belgium, Canada, Gabon, South Africa, Zambia, the African Union, the European Union and MONUC.

¹⁷ French name for the Presidential Space, composed of the President of the Republic and the four Vice-Presidents, each representing the major signatories to the Global and Inclusive Agreement.

¹⁸ When referring to foreign groups operating in the DRC, this process is called DDRRR. The three Rs refer to repatriation, reintegration and resettlement.

The third major element of the stabilization strategy is economic concerns, mainly the efforts of the International Monetary Fund and the World Bank to support the Government's programmes to redress the economy. Of particular relevance are also the specific strategy documents that were elaborated in consultations between the World Bank, UNDP, the donors and the Government. The major documents are the interim Poverty Reduction Strategy Paper of 2002, the Minimum Programme for Partnership for the Transition and Recovery, adopted by the Consultative Group in November 2004, and the recent Plan of Action 2006 that represents an effort to link humanitarian and development aid.

3.2 Continued priority to humanitarian assistance

Humanitarian assistance to the DRC is still considered a very high priority by the international community. There are still nearly 1.7 million displaced people in the DRC and 1,200 persons die every day from causes directly attributable to the conflict. In a country where 80 percent of the population lives with less than US \$1 a day, where 71 percent suffer from food insecurity, where 57 percent have no access to safe water and 54 percent cannot benefit from basic health services, relief assistance indeed remains highly necessary.

In Brussels on 14 February 2006, the United Nations and the European Union jointly launched the Plan of Action 2006, a US \$681 million humanitarian action plan for the DRC. The Deputy Special Representative of the Secretary-General (D-SRSG), in his dual capacity as Humanitarian Coordinator and Resident Coordinator, led the United Nations effort to develop the Plan of Action. For the first time, the document goes much beyond the traditional humanitarian appeal to provide "...a strong platform for the transitional and development programmes that will help people to recover and rebuild, not just survive."¹⁹ Despite the initial opposition by some donors to the merging of humanitarian and development programmes, UNDP rightly insisted that there should be an emphasis on reconstruction and development in the period following the elections in the DRC.

3.3 Perceptions of the United Nations and UNDP

For most Congolese interviewed in Kinshasa, the visible face of the United Nations is the MONUC with its nearly 16,000 soldiers. The intellectual and political elite of the capital views MONUC as intrusive and thinks that the United Nations mission is playing a political role in support of foreign interests. Others do admit that the presence of MONUC has brought more stability and security and has created the 'political space' needed for the beginning of national reconciliation. These respondents fear that the international community's intense focus on elections could mean disengagement once the elections actually take place. UNDP for its part has no image of its own in the eyes of the population of Kinshasa and any misgivings about MONUC or success of the mission equally affects the whole of the United Nations system.

As we gathered from our short field visit to Ituri, perceptions in that eastern district are radically different from those in Kinshasa. For the people of Ituri, the presence and action of MONUC have meant concrete improvements in daily life. Security has been re-established in large parts of Ituri, there is a slow return of normal economic activities, and a number of

¹⁹ Quoted from the statement by Jan Egeland, Under Secretary-General for Humanitarian Affairs at the international ministerial meeting for the launching of the Plan of Action

highly visible projects are being implemented by the international community. UNDP's own visibility is also much enhanced in Ituri because of the organization's engagement in an intense dialogue with communities, which has led to very operational programmes of support. People genuinely wish for MONUC and the United Nations agencies to stay on and to develop long-term programmes. They fear a rapid loss of interest by the international community once the elections have taken place.

Despite the diverging perceptions about the United Nations, there appears to be a broad consensus that a rapid downsizing of MONUC, including its military component, could lead to renewed insecurity, a return to fragmentation, and a loss of the gains achieved so far and of the investments made by the international community for helping secure the country's future.

4. Improving human security: the contribution of UNDP

This section first analyses the specific contribution of UNDP to the development and implementation of a broader international strategy addressing the situation in the DRC between 2000 and 2005. Three distinct periods have marked the approach of UNDP to the DRC situation between 2000 and 2005, and are examined in more detail below. This section then reviews selected major programmes more closely linked to supporting the transition process. Finally, it looks briefly at the consequences of the conflict and transition on the evolution of some of the long-term programmes corresponding to UNDP's more traditional mandate as well as some cross-cutting themes of UNDP's global strategy.

4.1 Developing post-conflict strategies: 2000-2002

From 2000 to the end of 2002, the conflict persisted in the eastern parts of the country despite a ceasefire signed in 1999. The DRC signed peace agreements with both Rwanda and Uganda in July and September 2002 respectively. This period is also marked by the intensification of the inter-Congolese political dialogue that eventually led to the conclusion of the Global and Inclusive Agreement of December 2002. As mentioned earlier, the Global Agreement is essentially a power-sharing accord between warring factions and other elements of the opposition. The Agreement did not contain a section or annex dealing with socio-economic issues and it did not lead to the holding of an international conference in support of the transition process.

The process of developing strategies to cope with the humanitarian and socio-economic consequences of the conflict was carried out in parallel to the peace talks and through different processes. The period was marked by clearly differentiated approaches adopted for the eastern and western parts of the Congo, respectively. Humanitarian interventions dominated in the east while, in parallel, economic reform and poverty reduction programmes were being initiated mainly in the western part of the country. The period was also marked by the further engagement of the Bretton Woods Institutions and major bilateral donors that had suspended most of their activities in the beginning of the nineties, but had renewed their dialogue with the new authorities of the DRC after the ousting of the Mobutu regime. During that period, major UNDP contributions included:

- The production of the first national human development report for the DRC entitled 'Governance for Human Development in the DRC', in 2000. Despite the weak statistical base of the report, it clearly established the link between weak governance and the deterioration of human security and development. The report was used extensively as an advocacy tool by the UNDP country office.
- Assistance to the Government to mobilize donor support and resume cooperation with international financial institutions. In 2000, UNDP developed a macroeconomic framework that triggered a multi-donor joint assessment led by the World Bank. This in turn facilitated the re-engagement of Bretton Woods Institutions and the international donor community.

- Developing, together with the United Nations Country Team, a United Nations Plan for the DRC, 2001-2002, defining four major goals for the action of the United Nations system over that period. The document provided a framework for United Nations agencies and programmes in the humanitarian, recovery and governance fields.
- Cooperating closely with the World Bank, the Government and donors in developing an interim Poverty Reduction Strategy Paper, which was finalized in March 2002.
- Inspiring a re-definition of the concept of DDR in the DRC in August 2002. UNDP was appointed lead agency for the DDR, pending the creation of a national mechanism. It created a Rapid Response Mechanism meant to introduce flexibility and efficiency in the management of the DDR.

4.2 Supporting the transition: 2003-2004

The period 2003-2004 was marked by the adoption of a Transitional Constitution in April 2003 and the establishment of the Government of National Unity and Transition in June 2003. The economic reform programme was starting to bear fruits: growth rates turned positive, inflation was controlled and the currency stabilized. MONUC went from a troop strength of some 3,200 at the end of 2002 to nearly 10,000 by the end of 2003 and was deployed across the country. However, security remained fragile in many areas of eastern DRC. In the beginning of 2003, the conflict in the Ituri district intensified to the extent that the United Nations Security Council authorized the deployment of an Emergency Multinational Force to Bunia, which was replaced in September 2003 by MONUC troops given a more robust mandate.

The international community mobilized to support the transition process. An International Committee to Accompany the Transition was created and became the main interface of the international community with the highest level of the DRC Government. During that period, humanitarian assistance was mobilized through yearly Consolidated Appeals²⁰ prepared by OCHA under the guidance of the UNDP Resident Representative in his capacity as Humanitarian Coordinator. Issues related to economic reform, reconstruction and development were discussed mainly at the World Bank's Consultative Group meetings.

UNDP continued to contribute significantly to the formulation of the international community's strategy for the DRC. It also strengthened its cooperation with the Government and major institutions of the transition. UNDP's major contributions during this period included:

- The intensive use of 'soft assistance'²¹ to help the transition Government define its strategy or to advance certain goals. A good illustration is the initiative taken by the Resident Representative at the beginning of 2003 to organize and lead joint missions (donors, UNICEF, MONUC and UNDP) to meet representatives of armed groups and the opposition in various parts of the country in the framework of DDR.

²⁰ The humanitarian appeals for the DRC were funded at a level of only 47 percent in 2003. For 2004 and 2005, contributions reached 73 percent and 66 percent respectively.

²¹ The term 'soft assistance' refers to non-project, non-financial interventions or initiatives undertaken by UNDP on the basis of trust established with partners or as an acceptable and neutral 'broker'.

- The formulation of new large-scale programmes supporting the transition and the building up of internal capacity to manage the increased volume of activity.
- The setting up of ‘basket funds’ (Trust Funds) that allowed a pooling of donor resources for certain key programmes that supported the transition process.
- The initiation of several programmes in Ituri, thereby assuming a very operational role in a difficult security environment.
- Cooperating closely with the World Bank, MONUC, the Government and donors to produce a new framework for the international community’s support to the transition in the DRC. This document, entitled ‘Minimum Partnership Programme for Transition and Recovery’ was adopted at the November 2004 Consultative Group meeting.

4.3 The integrated mission: 2005

The role of MONUC has evolved considerably since its creation in 1999 in the wake of the ceasefire agreement signed in Lusaka. MONUC was initially composed mainly of military observers, whose number gradually rose to nearly 400 by April 2001. By mid-2001, a military component of some 2000 troops was added. Their number grew to about 10,000 by November 2003 and now stands at some 16,000, making MONUC the largest United Nations Mission currently deployed. A modest civilian police component of 14 police officers was introduced in mid-2001 and has slowly grown to reach its current level of some 1,100.

Similarly, the mandate of MONUC has also changed over the years. The major turning point was the decision of the United Nations Security Council to redefine that mandate in the wake of the formal start of the transition period with the establishment of the Transitional Government on 30 June 2003. The Security Council requested MONUC to “...provide assistance, during the transition period, for the reform of the security forces, the re-establishment of a State based on the rule of law and the preparation and holding of elections.”²² As mentioned earlier, the same Resolution gave a more forceful mandate to MONUC for the Ituri. It also requested the Special Representative of the Secretary-General “...to ensure ... the coordination of all the activities of the United Nations system in the Democratic Republic of the Congo.” The concept of integration within MONUC was already present in the Security Council resolution of 2003 but the actual structure of MONUC did not transform into an “integrated mission” until the appointment of Ross Mountain, at the end of 2004, as D-SRSG serving at the same time as Resident Coordinator of the United Nations system and Humanitarian Coordinator. As will be discussed later in this report, a number of innovative approaches have been introduced since January 2005 to make the integrated mission concept more efficient.

With the launch of large programmes that support the transition, particularly the electoral support programme, the volume of UNDP activities has grown considerably, increasing from an expenditure level of US \$11.3 million in 2003 to US \$27.9 million in 2004 and US \$221.5 million in 2005. In 2005, the UNDP programme in the DRC was by far the largest in Africa. During that period, UNDP has shown an impressive capacity to innovate and adapt to new

²² Security Council Resolution S/RES/1493 (2003) adopted on 28 July 2003

challenges. The major features of UNDP's contribution since the beginning of 2005 have been:

- The successful completion of voters' registration and the organization of the referendum on the Constitution
- Spearheading the formulation of the Plan of Action for 2006, which goes beyond the traditional humanitarian appeal to introduce a strong linkage to post-electoral stabilization and development programmes
- The creation of more coherent management structures for the electoral process within MONUC and an improved capacity to support the United Nations Country Team
- Cooperation with the Government, the World Bank, donors and the civil society to finalize the Poverty Reduction Strategy
- The development of plans for the creation of UNDP offices in key provinces outside Kinshasa

4.4 The structure of the UNDP programme

In recent years, the UNDP programme in the DRC has developed around three major axes that also correspond to three distinct programme units within the country office, namely the Poverty Reduction Unit, the Governance Unit and the Post-Conflict Unit. Over the years, the resources handled by each of the units have increased considerably, although the largest increase in volume affected the Democratic Governance Unit, which is responsible for the large electoral support project. Figures 1 and 2 below illustrate both the dramatic increase in the volume of programmes handled by each of the programme units as well as the massive increase in non-core resources (Trust Funds) in 2004 and 2005.

Figure 1: UNDP Programme Expenditure by Area - 2004 and 2005 (in US\$ million)

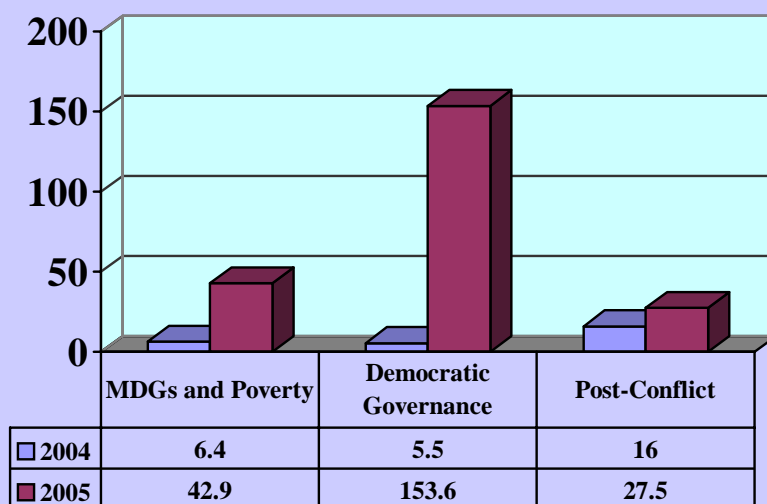
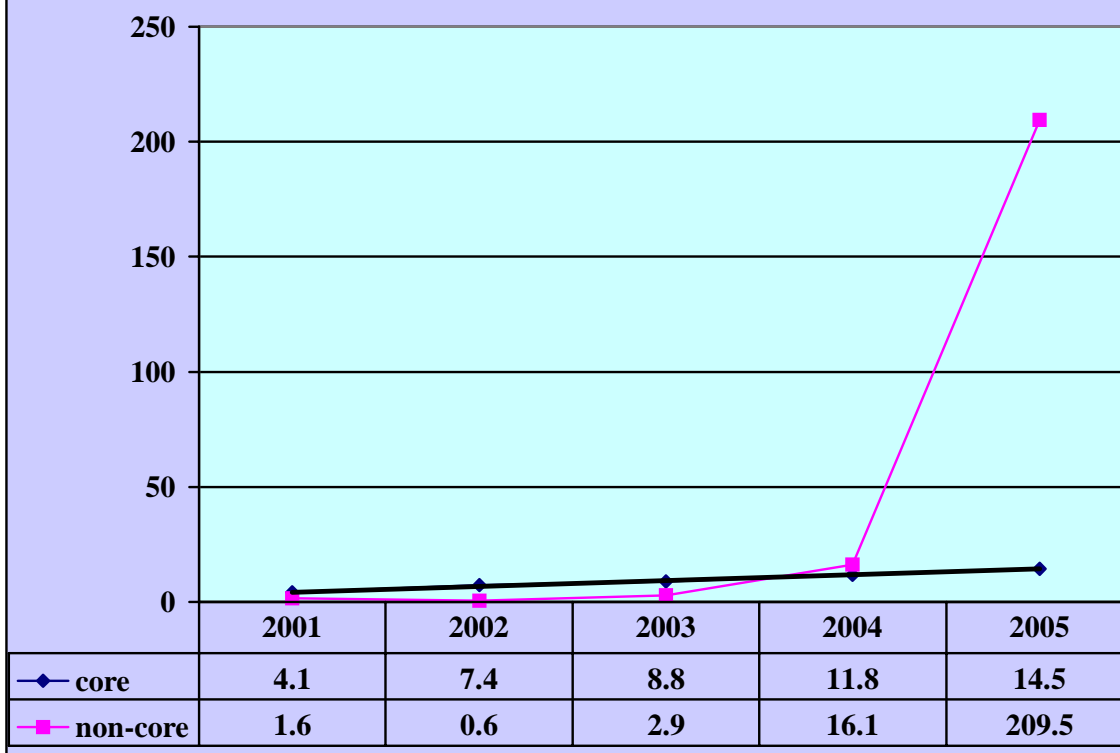


Figure 2: Evolution of UNDP Expenditure - 2001 to 2005 by core/non-core (in US\$ million)



Most of the more traditional core activities of UNDP are carried out by the Poverty Reduction Unit, which is also responsible for some projects linked to Millennium Development Goals. The Unit manages a variety of projects, the largest of which include community development projects in selected western provinces²³; projects to counter HIV/AIDS, tuberculosis and malaria using a five year grant of US \$180 million from the Global Fund – the largest Global Fund grant to a single UNDP country programme; and a biodiversity protection programme. The important increase in the volume of activity from US \$9.2 million in 2004 to US \$37.6 million in 2005 reflects mainly the new activities started through the five-year grant from the Global Fund. Some of the projects managed by the Poverty Unit date back to the nineties but all had to adapt to the new environment in the DRC. An environment programme dealing with national parks, for example, had to be redesigned totally as the parks, left without maintenance, had seen buildings looted, animals hunted and trees cut during the years of conflict. This Unit, however, remains less involved than the other two in activities directly linked to the post-conflict and transition situations.

The Post-Conflict Unit was created as a result of the ‘re-profiling exercise’²⁴ carried out in 2001. It was the first time UNDP created a dedicated post-conflict structure in a country office. In most similar cases, a staff member with experience in similar situations or having worked with the Headquarters Bureau for Conflict Prevention and Recovery (BCPR) is designated as a ‘focal point’ for post-conflict issues. Under such more traditional arrangements, the focal point works in a staff rather than line function. This makes the impact of the post totally dependent on the country office senior management’s willingness and capacity to use the resource effectively and on the personal skills of the incumbent. The formula of the dedicated Unit tested in the DRC had at least two very positive results. First, it increased the visibility of the post-conflict programmes, in particular the activities related to security sector reform, including the DDR, both within the country office and with UNDP’s partners. Second, it attracted strong financial and technical support from the New York BCPR, which saw the unit as both a promising innovation and a means of increasing the Bureau’s own visibility. This DRC management model has now been replicated in other countries such as the Central African Republic.

The volume of programmes managed by the Unit almost doubled between 2004 and 2005, going from US \$13.7 million to US \$24.4 million. Over the last five years, the Unit has been handling three UNDP flagship projects linked to the DDR: the Rapid Response Mechanism (RRM), the Community Reconstruction and Reintegration of Former Combatants and Small Arms Reduction project (ComRec), and the Ituri project that replicates the ComRec formula of linking demobilization with community development. These projects are discussed in more detail later in this report. Other projects managed by the Post-Conflict Unit include a community development programme in the two Kivus and in Orientale province, some micro-projects related to infrastructure, and participation in an inter-agency programme for internally displaced persons.

The Governance Unit is responsible for several activities that combine both traditional core service lines of UNDP and more direct support to the transition and to the mandate of MONUC. The volume of programmes managed by the Unit exploded between 2004 and

²³ A similar programme for eastern provinces is managed by the Post-Conflict Unit.

²⁴ UNDP undertook a world-wide review of staff and country office structures in 2001 with a view to adapting human resources and country office management structures to the evolving mandate and role of the organization. For many in the field offices, this was a rather traumatic experience, and one that was perceived as a staff reduction exercise in disguise.

2005, going from US \$5 million to US \$159.4 million. This was largely due to the massive requirements for the support of the electoral process and, particularly, the organization of both the country-wide registration of voters and the national referendum on the Constitution. The programme of support to the electoral process (APEC²⁵), the major flagship activity of UNDP for the transition, is discussed later in the report.

Apart from APEC, most of the projects correspond to traditional core activities of UNDP, although their design has been affected by the transition environment. These projects are mainly concerned with technical support for the development of essential legislation, the participation of UNDP in the international effort aimed at reforming the public sector, planned support to political parties, support to the Secretariat for the reform of the judicial system, an anti-corruption programme and support to the institutions of the transition.

Of particular interest in the context of UNDP's contribution to the improvement of human security conditions is the Project of Support to the Institutions of the Transition (AIT²⁶). The project, worth a total of US \$3 million was financed partly by UNDP's own core resources (US \$1.07 million) and partly by contributions from the Department for International Development and Italy. It aims at strengthening the material and technical capacity of key institutions of the transition, including the Parliament, the Senate and the five²⁷ "institutions of support to democracy" established through the Global and Inclusive Agreement of December 2002. The UNDP project was instrumental in establishing the institutions and helping them develop related legislation and internal procedures. As mentioned earlier, however, of the five institutions of support to democracy, only the Independent Electoral Commission could achieve its intended purpose effectively, mainly as a result of strong backing due to the high priority given to elections by the international community. A project evaluation²⁸ undertaken jointly by UNDP and the Department for International Development identified a major weakness of these institutions as being their composition on the basis of political sharing of public jobs rather than pure merit. According to the same evaluation report, "...the majority of partner institutions are chronically under-funded, have short mandates and have had difficulty defining their roles and activities in a politically divided context."

The role of the Governance Unit will remain central to the contribution of UNDP to the post-electoral period when the permanent institutions foreseen under the recently promulgated Constitution will be put in place. A new comprehensive governance programme is expected to be operational by June 2006 and will be composed of six pillars: economic governance, support to Parliament and political parties, public administration reform, justice reform, anti-corruption and decentralization. The Unit will then need to be strengthened. The Governance Unit recently undertook a detailed review of its functions and workload; this exercise clearly demonstrated that time spent on more 'bureaucratic' internal management issues (28 percent) was excessive as compared to the 'substantial' inputs. This clearly illustrates a situation of under-staffing, which seems to be common to all programme units in the country office.

²⁵ APEC stands for Appui au Processus électoral au Congo

²⁶ AIT stands for Appui aux Institutions de Transition

²⁷ The five institutions are the Independent Electoral Commission, the High Authority for the Media, the Commission on Human Rights, the Truth and Reconciliation Commission and the Commission on Ethics and Fight against Corruption.

²⁸ 'UNDP/DFID Project Evaluation: Appui aux Institutions de la Transition (AIT) in the Democratic Republic of Congo', unsigned, undated.

Table 4: Activity Review of Governance Unit	
Activities of the Governance Unit	Percentage of Unit's Resources
1. Programme and project development	9%
2. Resource mobilization	10%
3. Support/counselling (soft assistance)	8%
4. Coordination with partners	8%
5. Programme and project monitoring	37%
6. Management of the Unit	28%

4.5 Supporting the electoral process in the DRC

The achievements of UNDP in supporting the electoral process in the DRC are by all accounts outstanding, a success that vastly outweighs the limited criticisms of too much bureaucracy in some parts of the process. In a country that is more than four times the size of France and nearly ten times that of the United Kingdom, without basic road infrastructure and in parts affected by the activities of armed groups, it was indeed a major achievement to register over 25,000,000 voters out of an estimated eligible population of 28 million, and to hold a constitutional referendum with a participation of nearly 62 percent of the electorate. This particular electoral effort could turn out to be the most significant contribution of UNDP to restoring democracy, governance and human security in the DRC.

The voter registration exercise was launched on 20 June 2005. It involved 9,122 voter registration centres throughout the country, each equipped with a computerized, battery-operated registration kit. A fingerprint matching exercise is now being conducted to identify possible multiple registrations. The National Data Processing Centre²⁹, based on initial data from Kinshasa, estimates that cases of multiple registrations will probably not exceed one percent.

The referendum on the new Constitution took place on 18 and 19 December 2005 and involved the establishment of 31,000 polling stations, and the deployment of some 200,000 electoral agents and 45,580 police officers specially trained for the event. With very little advance notice, UNDP had to take over the payment of salaries to the electoral agents and the police officers. This was initially done directly by UNDP staff who had to personally transport and distribute vast amounts of cash. The country office was finally able to contract two financial institutions that could provide the service.

The two exercises were accompanied by a national campaign of civic and voter education that was started on 18 June 2005. The material produced included (i) guidelines and posters for the dissemination of the draft constitution; (ii) leaflets and posters on the referendum procedures; and (iii) radio and television spots on the draft constitution and the referendum. The information material, which also featured posters on women participation, was disseminated throughout the country and used in 11 macro-projects (one per province) and up

²⁹ Centre National de Traitement, in French.

to 850 micro-projects in cooperation with non-governmental organizations (NGOs) and civil society organizations for civic education. Unfortunately, not all agreements with NGOs could be signed in time due to administrative delays.

Aware of the need to secure the election process and the incapacity of existing structures to fully meet the challenge, the Congolese National Police, with support from the international community, assessed the minimum requirements to ensure election security. In response, UNDP launched a project of Support for Securing the Electoral Process³⁰ that foresaw the training, the equipment and the logistic support for up to 59,580 police and security officers³¹. A multi-donor basket fund was created, managed by a joint UNDP/Congolese Police/donor structure. A total of US \$58.6 million was pledged to the basket fund, but just less than 50 percent had been received by the end of January 2006, severely crippling the project.

The role of MONUC was crucial in ensuring the success of the whole electoral operation. It provided transport assets and many of its military and civilian staff. MONUC's Radio Okapi, with its county-wide coverage, provided essential support to the information campaign. One important factor in the success of the operation was the very innovative approach to the management of the electoral process introduced by MONUC. The Electoral Division of MONUC has been placed under the purview of the D-SRSG responsible for humanitarian and development affairs. In addition, the UNDP APEC project staff and the MONUC Electoral Division staff have been co-located with the Independent Electoral Commission and have merged into a United Nations Integrated Electoral Assistance structure. All these measures have significantly improved the cohesion, coherence and efficiency of both the substantive and the operational aspects of the United Nations electoral support operations. Contrary to what often happens in other situations, UNDP is not in a strictly service-providing role in the DRC electoral process as it also participates directly at all levels of decision-making.

4.6 Reinventing the DDR

Following the ceasefire agreement of 1999 and the signing of peace agreements with Rwanda and Uganda in 2002, the process of DDR of former combatants was initially seen almost exclusively in the context of the return of foreign combatants. The notion of Disarmament, Demobilization, Repatriation, Reintegration and Resettlement was developed under the leadership of MONUC in response to the involvement of foreign elements in the war. Anticipating political developments (the Inter-Congolese dialogue would bear fruits only by December 2002), UNDP took the initiative in August 2002 to introduce the concept of DDR for other groups, namely the various Congolese armed groups that were also involved in the war. In doing so, the UNDP country office, with support from the BCPR, also developed the concept of a community approach to the DDR, extending assistance to local communities receiving former combatants. This was a means of both avoiding tensions within the community and recognizing that the local civilian population had often been victimized more than combatants. With the signing of the Global and Inclusive Agreement and as the DRC entered formally into a transition period, the DDR became part of the security sector reform as the former members of armed groups were also given the option of joining the new national army or the police.

³⁰ Sécourisation du Processus électoral au Congo, in French

³¹ As mentioned earlier, some 45,000 were eventually deployed.

Considering that seven countries were involved in the DRC war, the international community chose to establish a regional Trust Fund, the Multi-Country Demobilization and Reintegration Programme under the management of the World Bank, to deal with the demobilization and reintegration of former combatants. UNDP benefited from contributions from this Programme as well as from direct financing from several donors. A private sector contribution of US \$250,000 was also secured for the UNDP DDR programme. UNDP itself put up some of its own core and non-core funds as seed money. External resource mobilization has been particularly successful since 2002. In this connection, it is significant to note that for 2001 and 2002, 90 percent of the activities of the Post-Conflict Unit were financed through UNDP funds, while from 2002, the pattern has been reversed with about 85 percent of the Unit's programmes financed from external resources mobilization.

Five projects have been or continue to be implemented by UNDP in support of DDR and security sector reform. The project for the war wounded has now ended. It was a pilot project limited geographically mainly to Kinshasa and Kisangani. All four other projects are still active.

Table 5: UNDP Projects in Support of DDR	
Project title	Budget (US\$ Million)
Rapid Response Mechanism	7.3
Community Reconstruction, Reintegration of former Combatants and Small Arms Reduction in five eastern provinces	11.8
Ituri Project (Support to Disarmament and to Community Reconstruction in Ituri)	10.9
Support to Institutions of the National Programme for DDR	5.53
Support to War Wounded Former Combatants	3.84

The RRM constitutes an interesting attempt at developing operational procedures designed to respond quickly to opportunities emerging in the field. UNDP created the mechanism in order to fill a gap pending the formulation of a programme by the Government and the creation of national DDR institutions. The approach proposed under the RRM was an innovative one that attempted to reconcile the operational requirements of an emergency situation with the institutional processes of a development agency. It called for a three to five day lead-time for a decision to finance a project and a quick disbursement capacity. It relied on a network of partners, mainly NGOs already operational in areas covered by DDR activities. Although the project could not totally meet its ambitions of speedy reaction, particularly with regard to procurement, it allowed UNDP to intervene rapidly for the establishment of demobilization sites, transit centres and community welcome centres for former combatants. In the Ituri district, the mechanisms set up under the project were instrumental in allowing UNDP to seize the opportunity of a rapid voluntary disarmament of some 11,000 former combatants (including 3,300 children) in 2004. UNDP launched its DDR programme for Ituri in September 2004, in a still highly volatile environment and could

rapidly establish five disarmament centres as well as the necessary equipment for the registration and identification of former combatants.

The RRM was also used to finance the project for support to the national DDR institutions. That separate project helped the Government develop a national plan for the DDR. The RRM supported CONADER, the institution created in 2004 for developing the national DDR programme, through the provision of equipment and technical expertise. RRM also helped CONADER establish the first 12 orientation centres, where former combatants are informed of their future options.

Overall, the RRM has significantly helped UNDP assume the more operational role required in a situation of fragile security where opportunities for action have to be seized in a quasi-emergency fashion. Lessons can be learned from the RRM in order to improve the operational efficiency of UNDP and allow the organization to better match its ambition to develop programmes in conflict and fragile environments with its administrative procedures and institutional culture.

Although the ComRec project did not benefit from the same determined effort to fast-track procedures, it also represents an innovation with regard to the strategy for addressing DDR issues, particularly in a context where demobilized combatants have to coexist with victims of the conflict. The strategy developed via consultations between the country office and the Small Arms and Demobilization Unit of the BCPR calls for linking the traditional UNDP approach to community development and community participation programmes with the reintegration of former combatants. The evaluation team visited a fisheries project in the lakeside village of Kasenyi in the Ituri district, where two successful fishing cooperatives have been established with UNDP support – one with 12 former combatants and a second one with some 50 local villagers.

4.7 Mainstreaming gender in a post-conflict situation

There is a very active United Nations inter-agency gender coordination group at work in the DRC. The group has been actively promoting gender issues with the Government of Transition and has participated in the advocacy campaign to promote gender equality in the Constitution and in various legislations. The UNDP country office has been particularly conscious of the need to integrate gender considerations into post-conflict and DDR activities. The two successive wars have brought enormous suffering to all categories of the population but women and girls have in particular been subjected to violence and rapes, forced into prostitution or infected with HIV. Many of them found themselves associated with armed groups, at times as combatants, but very often they were forced into being sex slaves, cooks, cleaners, scouts or spies. The initial DDR approach concerned only combatants and ignored the fate of their dependents or of women and girls forced to accompany armed groups. UNDP has been advocating the inclusion of these categories in DDR-related programmes with both the Government and donors. As mentioned earlier, UNDP also ensured that the information campaign under the programme of support to the electoral process also promoted the participation of women both as voters and as candidates.

5. Partnerships, coordination and management

This section of the report addresses issues linked to partnerships developed by UNDP in the transition period, particularly its relationship with MONUC, donors, NGOs and civil society. It also looks at coordination mechanisms put in place by the international community and discusses a number of management issues.

5.1 UNDP and the integrated mission

As mentioned earlier, MONUC became a fully integrated United Nations mission at the very end of 2004 with the appointment of a D-SRSG, who also performed the functions of Resident Representative, Resident Coordinator and Humanitarian Coordinator. Over the years, MONUC has created posts, divisions and units that appear to duplicate the mandates and functions of United Nations agencies and programmes already operating in the country. For example, OCHA, UNICEF and UNOCHR all have offices in the DRC, while MONUC has a Humanitarian Affairs Section with 56 posts, a Child Protection Section with 34 posts and a 110-strong Human Rights Section. The size of each of these MONUC sections vastly exceeds that of the corresponding United Nations organizations with the specific mandate for the subject. Many observers perceived this situation as an anomaly, given the time-bound mandate of MONUC.

The creation of an integrated mission has already resulted in some rationalization of resources. As mentioned earlier, the oversight of the electoral process by the D-SRSG, who is also responsible for UNDP, and the establishment of a fully integrated and co-located United Nations electoral support structure represent a major improvement. Similarly, the Special Representative of the Secretary-General and the D-SRSG are both in favour of the integration of activities between MONUC and the United Nations Country Team wherever feasible. The United Nations Integrated Mission Planning Team currently in the DRC will hopefully address that need via a strategy of gradually passing responsibilities to United Nations institutions that have a long-term mandate and presence in the country.

MONUC has also innovated by creating an Integrated Office to support the work of the D-SRSG responsible for humanitarian and development affairs. The Integrated Office was formed by merging the staff support functions of the office of the D-SRSG with the Resident Coordinator's own office staff. The main functions of the new Integrated Office include:

- Leading and facilitating United Nations inter-agency strategic planning and generally supporting the work of the United Nations Country Team
- Monitoring and facilitating a coordination structure of more than 40 separate strategic, programmatic and administrative Working Groups and Thematic Groups
- Providing support to the D-SRSG in overseeing and guiding the work of the MONUC divisions and sections reporting to him.

There is a consensus that the creation of the new post of D-SRSG and the move towards a fully integrated MONUC are positive developments. On the other hand, a few interviewees, both within and outside the United Nations, felt that the functions associated with the post were too many and too diverse and feared that efficiency could be diluted in the

process. They feared that an incumbent without the vast experience, the energy and the operational background of the present one could be much less effective. The demands on the post of D-SRSG underline the importance of the post of Country Director that UNDP has created to ensure the day-to-day direction and management of the UNDP programmes and office.

5.2 Developing partnerships

As mentioned earlier, UNDP worked very closely with the World Bank to develop most of the strategy papers in the period 2000-2005. These include the interim Poverty Reduction Strategy Papers, the Minimum Programme of Partnership for Transition and Recovery and the almost finalized full Poverty Reduction Strategy Paper. However, there have been tensions between UNDP and the World Bank Secretariat over the management of DDR activities under the Multi-Country Demobilization and Reintegration Programme. These tensions have mainly concerned some procedural issues such as the slow disbursement of funds by the World Bank and the slow implementation and bureaucratic delays by UNDP.

The United Nations Country Team cooperated closely with the D-SRSG and Resident Coordinator in the formulation of the Action Plan for 2006, especially for the development of six high impact projects for the post-electoral phase. Each of the six projects was led by a member of the United Nations Country Team, who was responsible for developing the programme design in consultation with other participants, and consulting with the relevant line ministry. The process suffered, however, from a lack of prior consultation with the donors, some of whom objected to a process they saw as United Nations-centric.

Many of the civil society organizations we consulted in Kinshasa were not very familiar with the work being done by UNDP. The organization clearly suffers from an image deficit in Kinshasa. As mentioned earlier, the perception of UNDP in Ituri is quite different, as the organization is seen in the district as being involved with local communities, NGOs and civil society organizations, and as achieving concrete results. Relations with civil society organizations in Ituri do appear to be much more intense than in Kinshasa.

One particular area where UNDP made a remarkable effort to consult civil society was in the preparation of the Poverty Reduction Strategy Paper. UNDP was charged by the Steering Committee to organize the national consultations leading to the formulation of the Poverty Reduction Strategy Paper. An estimated 35,000 persons from across the country were consulted directly in the process. In addition, workshops organized at the district level involved some 9,400 persons, while another 1,100 participated in provincial workshops. The consultation process was followed by a nation-wide survey to measure the degree of dissatisfaction of the Congolese population with regard to income, access to basic services, housing and food security.

UNDP in the DRC has been working with NGOs more intensively than in most other countries. Most of the DDR programmes have been implemented with NGOs, often under the formula of a larger international NGO acting as an umbrella agency for smaller national and local NGOs and groups. At a meeting organized in Bunia for the evaluation team to meet UNDP's major partners, no less than 30 organizations attended. All were involved in some way with the local UNDP programme. The use of NGOs as implementing partners is constrained, however, by internal UNDP regulations that subject NGOs to procurement procedures.

There is Government participation in all UNDP projects, although most of the larger projects are implemented under the direct execution modality. Government participation takes place during the project design phase, and also throughout the implementation phase through Steering Committees, in which the relevant government ministry and project donors participate. In the case of APEC, the Government also contributed US \$18 million in 2005 and a similar amount is expected for 2006. Some Government partners have complained, however, about the decision to pay salaries directly through MONUC or UNDP staff, or through arrangements outside the Government circuit. Others have agreed with major donors that this system is the best way to ensure transparency of the payment process. The formation of a new Government following the on-going electoral process should mark an increased shift towards improved national ownership of programmes.

5.3 Coordination of international support to the transition

The mechanism for the coordination of international support to the transition often appears very *ad-hoc*. According to an internal UNDP document³², there are 15 different thematic groups, each with a lead United Nations agency and very often a lead donor country. UNDP participates in most of the thematic groups but is the lead United Nations agency for five of them, three of which are strictly internal United Nations groups:

- Capacity building : multi-agency, multi-donor
- DDR : multi-agency, multi-donor
- UNDAF : United Nations only
- MDG : United Nations only
- Inter-agency administrative group : United Nations only

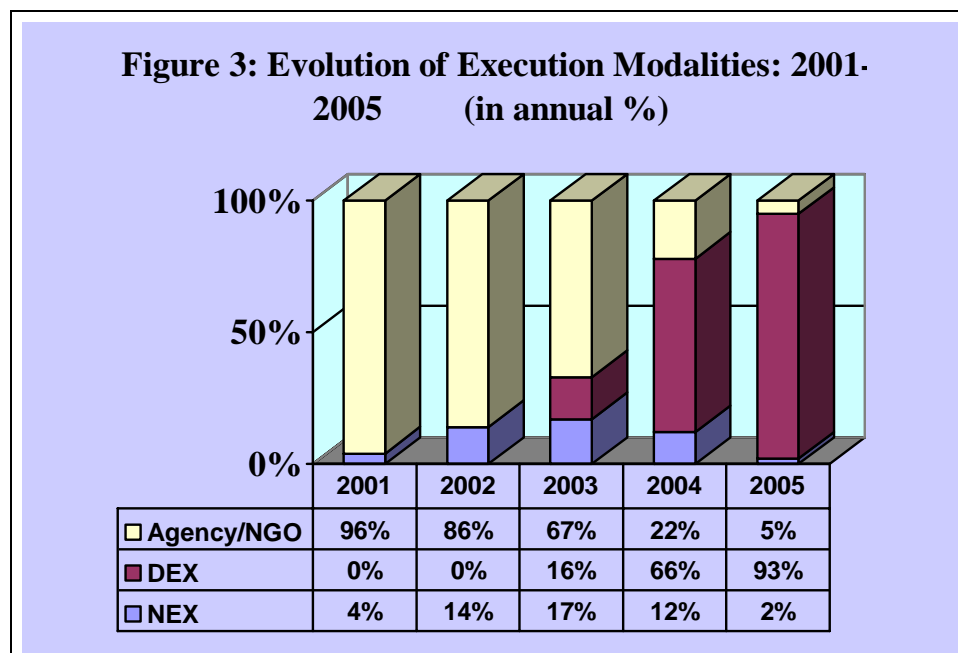
Contrary to models established in other countries, no overall in-country mechanism exists to ensure horizontal coordination between thematic groups. There is, however, a monthly donors' meeting chaired by the D-SRSG. The Consultative Group meetings of the World Bank or occasional international conferences such as the one held in Brussels on 14 February 2006 constitute other forms of international coordination. In Kinshasa, there is a clear operational coordination hub for the humanitarian actors through the Humanitarian Advocacy Group, which holds weekly meetings involving the United Nations, donors and NGOs. Many feel that a similar hub would improve coordination among the major actors supporting the transition process.

5.4 Implementation mechanisms

With new activities linked to the transition, the modalities of execution of UNDP programmes shifted to the direct execution formula at the same time as the financial volume of the operations grew to nearly US \$224 million. From 2001 to 2003, most UNDP funds were channelled through other United Nations agencies responsible for project execution. A smaller proportion was channelled through national institutions under the national execution modality and UNDP handled very little of its own funds directly (direct execution). Only a negligible amount was channelled through NGOs. There was a dramatic shift in 2004 and 2005 when direct execution increased to 66 percent and 92.6 percent of the respective yearly totals. Also from 2004, UNDP initiated a number of projects with international and national

³² Hand-over notes prepared by the out-going Resident Representative at the end of 2004.

NGOs. Although the total amount channelled through NGOs remained relatively small with US \$1.4 million in 2004 and US \$5.3 million in 2005, their input for projects such as the RRM, ComRec and the Ituri programme has been crucial. Figure 3 below illustrates the trends mentioned above.



Project execution through national institutions remains marginal when expressed in percentages but that implementation modality has shown an increase in absolute terms. The Government was responsible for handling only US \$235,465 in 2001. That amount grew rapidly, particularly with the establishment of the Government of Transition, and reached US \$5.7 million in 2005. The strategy presented in the 2006 Action Plan foresees that one of six priority programmes will address capacity building for Government institutions at national and local levels so as to enable them to play a leading role in implementing poverty reduction programmes.

5.5 Managing a rapid increase of activities

The monetary value of programmes managed by UNDP increased eightfold between 2004 and 2005, going from some US \$28 million to nearly US \$224 million. In parallel, the portion of funds managed directly by UNDP grew to 93 percent of the total. This required a number of adjustments in UNDP's mode of operation in the DRC; the organization had already prepared for this shift in 2004. It began by creating a Service Centre within the country office, replacing a much smaller national execution/direct execution unit. The Service Centre does not have a budget of its own but operates as a service for UNDP projects. It is responsible for purchases made by UNDP, for the recruitment of project staff and for legal services.

The second measure designed to cope with the increased volume of operations concerned improved delegation of authority for the approval of purchases by the local contracts

committee. The level of delegation, which is normally US \$100,000 for all UNDP country offices, was raised in 2005 to US \$500,000 for the DRC. The Head of the Service Centre considered this level of delegation to be adequate, but also felt that additional adjustments might become necessary with the likely urgency that will surround some of the activities³³ related to the organization of the next rounds of elections.

The third condition for dealing adequately with increased activities is related to human resources. UNDP employees have had to face new challenges with the rapid expansion of activities. Their work environment has become more stressful with pressures and deadlines associated more with emergency operations than with traditional development work. Not all have adapted to this new UNDP. The result is a 'two-speed' country office. A more active, energetic, imaginative and often overworked staff coexists with a more traditional and more bureaucratic establishment working at a pace that seems adapted to a different period. The institutional culture has not fully adapted to the new roles UNDP has assumed in the fragile and demanding environment of post-conflict situations such as the one in the DRC.

It has also been difficult to attract qualified and experienced staff to serve in difficult environments such as the Kivus or Ituri. At the end of 2004, the out-going Resident Representative recommended the introduction of special incentives to reward performance in difficult and stressful environments. To our knowledge, UNDP has not put in place such a set of incentives to attract the best among its staff to post-conflict situations.

5.6 Towards a more operational UNDP

UNDP's work in the DRC, particularly in the eastern regions, has assumed a much more operational role than is customary for the organization. This was rendered necessary by the fragile working environment and the absence of a strong and effective Government presence in many regions. In situations such as the one visited by the evaluation team in Ituri, UNDP has had to rely on direct engagement with communities and on a working relationship with NGOs and civil society organizations. Most local NGOs have little experience in project management and financial monitoring and reporting. Part of the role of the UNDP project staff deployed to the outlying regions has been the strengthening of local capacity and intensive 'soft assistance'.

UNDP project personnel are currently present in 10 of the 11 provinces³⁴ of the DRC. In 2006, the country office will be establishing six UNDP offices in the eastern part of the country, charged with representing the organization, establishing partnerships with local institutions and developing and monitoring programmes. It will be important to clearly define the relationship between the head office in Kinshasa and these provincial or regional offices. There should be a high level of delegation of authority and accountability to these offices in order for them to be effective and not become an additional bureaucratic layer between beneficiaries and UNDP decision-makers.

³³ The electoral law was adopted only towards the end of February 2006 and activities such as ballot printing cannot be undertaken before the full list of candidates is finalized. On the other hand, many consider 30 June as the ultimate limit of the agreed transition period.

³⁴ With the recently promulgated new Constitution, the number of Provinces increased to 25.

5.7 Efficiency of response and organizational flexibility

The evaluation team asked most of the persons interviewed for their major recommendation to UNDP for improving its performance and its services to the DRC. Many comments and suggestions were noted by the team and are included in this report. However, from Government interlocutors, to donors and partners of UNDP, there was one comment that was almost unanimous: UNDP has to adapt its procedures and speed of response to situations such as the one in the DRC. UNDP is perceived as a slow, well-entrenched bureaucracy where internal processes take precedence over operational effectiveness. The long lead-time for project approval, delays in transferring funds and unrealistic demands for detailed financial justifications were cited by most respondents. There is no doubt that UNDP has to balance efficiency and accountability but there appears to be a total mismatch between the ambition of UNDP to become more operational in quasi-emergency situations and the procedures and deep-rooted institutional culture designed to address more stable situations.

5.8 Monitoring and evaluation in a post-conflict situation

According to the country office staff, the volume of work and the more complex environment deriving from the post-conflict situation have affected the quality and intensity of both monitoring and evaluation functions. Monitoring and evaluation reports are more activity-oriented than outcome-oriented. According to staff responsible for monitoring and evaluation in the country office, there is a significant gap between the expectations of UNDP headquarters with regard to reporting and the capacity of over-stretched country offices. In Kinshasa, the major factor inhibiting monitoring and evaluation is the volume of work and the absence of sufficient staff dedicated to these functions. In field locations, the strict United Nations security restrictions add to the difficulty. Here as in other situations, UNDP has to rely heavily on NGOs and local communities for information on the progress of many projects. There is a need to launch discussions between United Nations organizations and donors to outline minimum acceptable standards of monitoring and reporting for programmes implemented under hardship conditions.

6. Conclusions and lessons learned

UNDP has contributed significantly to the ongoing transition process in the DRC. The following paragraphs identify the strong points of that role and contribution as well as the areas that need further strengthening.

6.1 Linking the political and the transition support at an early stage

The international community, the United Nations and UNDP probably missed an important opportunity to create more coherence in their approach to supporting the transition in the DRC by allowing the political process to be almost totally de-linked from the programme of support to the transition. As mentioned earlier, the Global and Inclusive Agreement remained a power-sharing accord more than a programme for the re-establishment of democracy, good governance and economic recovery. A more cohesive approach on the part of the political, humanitarian and development entities of the international community and the United Nations system could have helped develop more structured coordination mechanisms and a more harmonious integration of recovery and development issues with the political process.

6.2 The risks of an early and rapid MONUC phasing out

There is a broad consensus that an early move by the Security Council to reduce the military capacity of MONUC after the elections could jeopardize the successes achieved so far by the international community. A minimalist approach could mean a rapid return to insecurity and chaos.

6.3 UNDP's capacity to innovate

UNDP in the DRC has shown a remarkable capacity to develop new programming concepts and new means of intervening in post-conflict environments. The following examples could be studied as possible models for improving UNDP's contribution in other conflict-affected countries:

- The creation of a dedicated Post-Conflict Unit as one of three main programming units in the country office helped focus attention within the country office itself and attracted important support from the BCPR and donors.
- The RRM was developed as a flexible implementation mechanism to jumpstart DDR activities in the absence of a formal national framework and national DDR institutions. It was meant to cut across red tape and could be used by UNDP to help develop procedures more adapted to its work in conflict-affected countries.
- The MONUC decision to place its Electoral Division under the supervision of the D-SRSG, who is also responsible for UNDP, added much needed substantive and operational cohesion to the United Nations' approach to electoral support.
- The Integrated Office, by effectively merging the staff functions attached to the D-SRSG and those related to the Resident Coordinator function has provided

the D-SRSG with a strong office able to spearhead the development of strategies, ensure overall monitoring and effectively support the United Nations Country Team as well as MONUC.

- UNDP has initiated cooperation with a number of national NGOs and is planning specific activities to build up their capacity.
- Finally, UNDP will be establishing offices away from Kinshasa, a move that should allow the organization to improve operational efficiency provided it is accompanied by an important delegation of authority.

6.4 UNDP's capacity to adapt and anticipate

The UNDP country office has succeeded in adapting to an evolving situation and at times in anticipating such developments, thus contributing effectively to the formulation of a strategic framework for the international community's support to the DRC. UNDP also made an effort to adapt its internal structure to manage a rapid expansion of activities. Indications of that adaptation and anticipation capacity include:

- The introduction of a community development component to DDR programmes in 2002 provided a much needed and more coherent approach at a time when DDR programmes were conceived mainly as applying to large structured armed groups.
- The initiative to launch a post-transition, post-electoral programme through the Action Plan 2006. In that context, UNDP also effectively promoted the integration of humanitarian, transition and recovery programmes.
- On the management side, the creation of a Service Centre that has become an essential tool for handling large programmes such as the electoral support, and an eightfold increase in programme activities.
- The capacity to react quickly to unforeseen additional operational requirements, such as taking over the payment of salaries to thousands of electoral agents and security forces agents mobilized for the voters' registration and the referendum.

6.5 The use of basket funds

Most donors recognize that the basket funds created by UNDP have been useful as a means of pooling resources among donors and have helped provide 'neutral' management mechanisms. In most cases, UNDP has put some of its own funds in the common basket as seed money and to provide an initial working capital before pledges are actually honoured by donors.

6.6 Improving institutional flexibility and procedures

A major effort is required to redress the image of a bureaucratic and slow UNDP. Efforts to introduce more flexibility have already been made, such as through RRM, but need to be generalized. There remains a need to change the institutional culture of the organization so as to adapt it to the challenges of fragile post-conflict situations such as the one in the DRC. Some of the areas of possible improvement could include:

- The modification of financial rules so as to allow UNDP to use more easily its global working capital to jumpstart operations on the basis of firm pledges from traditional donors.
- The development of training programmes that would emphasize a culture of service more than a culture of control, particularly for programme, administration and finance staff. This should be accompanied by a system of rewarding performance and service-oriented approaches.
- The promotion of delegation of authority and accountability to the future UNDP offices outside Kinshasa.
- In close coordination with donors, the definition of minimum operational and reporting standards for projects implemented in fragile security environments, including the use of alternative monitoring mechanisms through NGOs or commercial firms.

6.7 Further developing partnerships

The UNDP country office has made a laudable effort to develop partnerships with national NGOs. It now needs to further strengthen this effort and develop mechanisms to build the capacity of national NGOs to formulate, manage and report on projects to acceptable standards. One possible means of achieving that objective would be to associate, wherever possible, both a national NGO and a reputed international one in the joint management of programmes, accompanied by a timetable and benchmarks for the gradual handover of the activity to the national NGO.

The UNDP country office now operates with many national NGOs on the basis of UNDP's regulations for the procurement of services. This implies a limit of US \$30,000 of discretionary authority to engage in a contractual agreement and limits the scope of projects that can be implemented by national NGOs. The country office should explore the possibility of fully developing a partnership approach and applying the national execution formula to national NGOs.

Given the importance of NGO execution for many of the programmes implemented in the eastern part of the country, the new UNDP offices to be created in 2006 should include a dedicated unit for NGO liaison. Such a unit would be responsible for further developing the partnership, mainly with national NGOs and civil society organizations, and for providing concrete on-the-job training in project design and management.

Annex I: Persons Consulted and Schedule of mission to the DRC

27 January - 11 February 2006

DATE	ORGANIZATION	NAME/FUNCTION
Kinshasa		
Fri. 27 January	UNDP	Roberto Valent Daniel Mukoko Samba
Sat. 28 January	MONUC	William L. Swing, SRSG Lise Grande, Head, Integrated Office
Mon. 30 January	UNDP	Meeting with senior staff
	Independent Electoral Commission	Abbé Malu Malu, Head of Commission
	PPRD (political party)	Marie-Ange Lukiana, Deputy Secretary General
Tue. 31 January	UNDP APEC project	Aissata De Simon-Pierre Nanita-Lamio Alain Andriamananony
	World Bank	Jean-Michel Happi, Resident Representative
	European Union	Bernard Piette, First Counsellor
	MONUC	Group meeting with senior staff
	UN Gender Group	MONUC, UNDP, UNFPA, UNICEF, UNIFEM, WFP
Wed. 1 February	Observatoire National des Droits de l'Homme	Mpinga Tshibusu, Chairman
	FAO	Ad Spijkers, Representative
	UNHCR	Eusèbe Hounsokou, Representative
Thu. 2 February	La Référence Plus	M. Kimpanga, journalist
	Radio Africa no.1	Francine Mokoko, journalist
	Christian Aid	Jacques Miagla, Representative Jeanne Mujing
	Conseil National des ONG de Développement	Théophile Lukamba
	FORFEM (Women's Forum)	Josephine Ngalula
	SJS (Si Jeunesse Savait)	Françoise Mukuku
	DFID	Phillip Marker, Head of Office
Fri. 3 February	Ministry of Planning	Alexis Tambwe, Minister
	Security Sector Reform, group of major donors	Linda Newport – European Union Pierre Laye – France Nicholas Jenks – USAID Roisin de Burca – World Bank
	Front des Patriotes Congolais (political party)	Albert Mukulubundu
	Parliamentarian	Ntantu-Mey
	Young Women's Christian Association of DRC	Alice Mirimo Kabetsi, National Chairwoman
	University of Kinshasa	Sayeman Bula-Bula
Sat. 4 February	Islamic Community	Sheik Abdallah Mangala
	Kimbanguist Church	Rev. Kalonzo
	University of Kinshasa	Loka-ne-Kongo
Sun. 5 February	International Crisis Group	Noël Atama
	UDPS (political party)	M. Shabany
	Carrefour pour le Développement de Mahagi	Médard Unyon-Pewu
DATE	ORGANISATION	NAME/FUNCTION
Mon. 6 February	UNDP Service Centre	Jacques Marquis, Head
	MONUC	Ross Mountain, D-SRSG
	UNOPS	German Hulgich, Coordinator
	CONADER (National	Daniel A. Kawata, General Coordinator

	Commission for DDR)	
Tue. 7 February	National Police (Election Security Cell)	General Odimula
	UNDP	Group meeting with Post-Conflict Unit Group meeting with Governance Unit
	Ministry of Family and Women	Faida Muangilwa, Minister
Ituri		
	MONUC	Sharouh Sharif, Director Celine Aucouturier, Joint Mission Analysis Cell André Solana, Security Officer
	UNDP	Marie-France Desjardins
	OCHA	Modibo Traore, Head of Bunia Office
Thu. 9 February	Village of Kasenyi	Group meeting with local authorities and community representatives
		Visit to fisheries project for former combatants
		Visit to school project and community radio project
	Bunia, UNDP Office	Meeting representatives of former combatants Group meeting with some 50 representatives of major UNDP partners
Sat. 11 February	UNDP	Group meeting with Poverty Unit
	UNDP	Mission de-briefing with senior UNDP staff

Other persons consulted outside the DRC

ORGANIZATION	NAME/FUNCTION
UN – Executive Office of the Secretary-General	Lakhdar Brahimi, Special Adviser
UN Department of Peacekeeping Operations	Jean-Marie Guéhenno, USG
	Dmitri Totov, Director, Africa
	Renata Dwan, Coordinator, Best Practices Unit
UN Department for Political Affairs	Chris Coleman, Deputy-Director, Africa
	Yasser Sabra, Senior Political Affairs Officer
	Gerald Bennett, Political Affairs officer
UNDGO	Judith Karl, Post-Crisis Cluster Tuesday Reitano, Programme specialist
UNHCR	Pierre Bertrand, Acting Director Johan Cells, Senior Policy Adviser
World Bank	Niels Harrild, Programme Administrator Post-Conflict and LICUS Trust Funds
UNDP	Jeffrey Avina, Deputy Director, RBA
	Herbert P. M'Cleod, Adviser to the Director, RBA and former RR in the DRC
	John Ohiorhenuan, Deputy Director, BCPR
	James W. Rawley, Deputy Director, BCPR
	Peter Batchelor, Team Leader, BCPR/SADU
	Luc Lafrenière, BCPR/SADU
	Marc-Antoine Morel, BCPR/SADU
	Bruce Jenks, Director, BRSP
	Stephane Vigie, outgoing Director, BRSP
	Alvaro Rodriguez, BDP
	Linda Maguire, BDP
	Joceline Bazile-Finley, Deputy Assistant Administrator, BOM
	Gilbert Hounbo, Director and Chief of Staff
Brian Gleeson, Director, Office of Human Resources Management	

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