Outcome Evaluation
UNDP Country Programme

Democratic Republic of the Congo 2008-2012

United Nations Development Programme

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Acronyms and Abbreviations

AAH	Action Against Hunger
ADR	Assessment of Development Results
ADRA	Adventist Development and Relief Agency
ASJT	Association des Amis de Saint Joseph travailleur
AWP	Annual Work Plan
BCPR	Bureau for Crisis Prevention and Recovery
BNO	Bureau National des Operations
CAF	Country Assistance Framework
CAFCO	Permanent Consultative Framework for the Congolese Woman (Cadre permanent de concertation de la femme congolaise
CEO	Centre d'études en organisation
CLPC	Permanent Local Reconciliation Committee (Comité local permanent de conciliation) (Nord-Kivu)
CLPD	Local Peace-Building and Development Committee (Comité local de paix et développement) (Ituri)
CNC-ALPC	Commission nationale de contrôle des armes légères et de petit calibre et de réduction de la violence armée
COREF	Steering Committee on Public Finance Reform (Comité d'orientation de la réforme des finances publiques)
COSEP	Coordination des structures pour les études et planning
CPAP	Cellule provinciale d'appui à la pacification
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CRRP	Community Reintegration and Recovery Programme
CSMOD	Strategic Decentralization Implementation Framework (Cadre stratégique de mise en œuvre de la decentralisation)
CSO	Civil Society Organization
CTAD	Technical Unit Supporting Decentralization (Comité technique d'appui à la décentralisation)

DDR	Disarmament, Demobilization and Reintegration
DFID	Department for International Development
DRC	Democratic Republic of the Congo
ETD	Decentralized Territorial Entity (Entité territoriale décentralisée)
ETN	Élimination du traumatisme de Nyiragongo
FAO	Food and Agriculture Organization of the United Nations
FARDC	Forces armées de la République démocratique du Congo
FDLR	Democratic Liberation Forces of Rwanda (Forces démocratiques de libération du Rwanda
FEC	Fédération des Entreprises du Congo
FPM	Microfinance Promotion Fund (Fonds de promotion microfinance)
GPRSP	Growth and Poverty Reduction Strategy Paper
IEC	Independent Electoral Commission
ILO	International Labour Organisation
INEC/CENI	Independent National Electoral Commission (Commission électorale nationale indépendante)
INPP	Institut national pour la préparation professionelle
INS	Institute of National Statistics (Institut national de la statistique)
IOM	International Organization for Migration
ITRI	International Tin Research Institute
IWRM	Integrated Water Resources Management
JICA	Japan International Cooperation Agency
MDG	Millennium Development Goal
MONUSCO	United Nations Organization Stabilization Mission in the Democratic in the Democratic Republic of the Congo
MTAD	Ministry of Territorial Administration and Decentralization (Ministère de la Décentralisation et Aménagement du Territoire)
MTEF	Medium Term Expenditure Framework
NGO	Non-Governmental Organization
NHDV	National Human Development Report
NPM	Pacifist Nucleus of Women (Noyaux pacifistes de mamans) (Ituri)
NSSD	National Strategy for Sustainable Development
OCPI	Observatoire congolais de la pauvreté et des inégalités
OPJ	Officiers police judicaire
Oxfam GB	Oxfam Great Britain
PACE	Electoral Cycle Support Project (Projet d'appui au cycle électoral)
PAI	Annual Investment Plan (Plan annuel d'investissement)
PADDL	Support to Decentralization and Local development Programme (Programme d'appui à la décentralisation et au développement local)
PANA	Programme d'action national d'adaptation aux changements climatiques
PAPH	Projet d'appui pour les personnes handicapées
PAP	Priority Action Plan

PASMIF	Microfinance Support Programme (Programme d'appui au secteur de la microfinance)
PDP	Provincial Development Plan
PFM	Public Financial Management
PGAI	Aid and Investment Management Platform (Plateforme de gestion de l'aide et des investissements)
PIP	Public Investment Programme
PIP	Public Investment Plan
PNC	Police nationale congolaise
PNG	National Gender Policy (Politique nationale genre)
PNMLS	Multi-Sector National Programme For the Fight Against AIDS (Programme national multi-sectoriel de lutte contre le sida)
PRSP	Poverty Reduction Strategy Paper
PSAR	Project for Security, Empowerment and Reintegration of Women in North and South Kivu (Projet de sécurité, autonomisation, et réintégration socio-économique des femmes du Nord et du Sud-Kivu)
REDD	Reducing Emissions from Deforestation and Forest Degradation in Developing Countries
SALW	Small Arms and Light Weapons
SNMF	National Microfinance Strategy (Stratégie nationale de microfinance)
SGBV	Sexual and Gender-Based Violence
STAREC	Programme of stabilization and reconstructionof zones emerging from armed conflicts (Programme de stabilisation et de reconstruction des zones sortant des conflits armés)
UGP	Programme Management Unit (Unité de gestion du programme)
UN	United Nations Organisation
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNFCCC	United Nations Framework Convention on Climate Change
UNOPS	United Nations Office for Project Services
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
VDS	Village Development Committee (South Kivu)

Executive Summary

This evaluation of UNDP's progress towards achieving programme outcomes for 2008-2012 focuses on the eight outcomes that constitute and structure UNDP's programme as defined in the 2008-2012 Country Programme Document (CPD)[1] for the Democratic Republic of the Congo (DRC). The main focus that was central to the evaluation was to determine to what extent the intended outcomes have been attained, and if they have not been realized, to define the corrective measures that could be taken to achieve them in the near future (2011-2012) or in the longer term (2013-2017). This approach allows project and programme managers to benefit from strategic recommendations to be used when applicable. It also opens up an enriching dialogue on experiences and lessons learned between the various stakeholders, including donors, government, civil society, national institutions, and other relevant actors.

The eight outcomes that are being evaluated are divided into two groups of four outcomes each, respectively focused on poverty reduction and governance. Both areas have guided the development of the overall process covering the selected methodology, the constitution of the evaluation team and the conduct of the research itself.

The four outcomes associated with poverty reduction are laid out opposite:

Outcome P1

National capacities for the framing of policies promoting attainment of the Millennium Development Goals (MDGs) are strengthened.

Outcome P2

The communities are pacified and local economies are revived.

Outcome P3

Response to HIV/AIDS is harmonized and national programme management capacities are strengthened.

Outcome P4

Capacities of national institutions are strengthened to manage the environment and expand energy services, especially to the poor.

1 Executive Board of the United Nations Development Programme and of the United Nations Population Fund, *Country programme document for the Democratic Republic of the Congo (2008-2012)*, DP/DCP/COD/1, 2007, p. 4-5.

The four outcomes associated with good governance are detailed hereafter:

Outcome G5

Citizen participation in the exercise of power is increased and access to public services is improved.

Outcome G6

The national, provincial and local levels of government have improved their capacities to provide public services.

Outcome G7

The public administration is more efficient and reliable and offers services to citizens effectively, equitably and with transparency.

Outcome G8

Armed violence is significantly reduced and the protection of the citizens is effectively secured by the services of the State.

The evaluation team comprised six members, out of which three international consultants and three national consultants were paired together to form three research teams, each focusing on one of the following main issues: poverty pillar outcomes, governance pillar outcomes and bolstering the focus on gender as a cross-cutting issue. Both poverty and governance teams worked relatively independently so that they could concentrate on understanding the nuances of their respective pillars within the Country Office programme. For the field work section, one member of the gender team joined the poverty team and another joined the governance team so that gender-responsiveness could be addressed in the context of both pillars. The gender team members worked closely with the poverty and governance teams in conducting the analysis and drafting the report.

Field work programmes were arranged separately for both teams. The poverty pillar team accompanied by one member from the gender team undertook missions to Ituri District, and to North Kivu and South Kivu Provinces. Similarly the governance team, accompanied by another member of the gender team undertook missions to Ituri District and to North Kivu, South Kivu and Equateur Provinces. In each location, meetings were held with UNDP staff, government officials, civil society members, project staff and project beneficiaries, elected officials, international observers, UN mission and agency personnel, and bilateral and other multilateral agency staff. In some instances, meetings were also arranged with members of the military and the police, and with private entrepreneurs and journalists.

The objective in each of these meetings was to ascertain the extent to which the outcomes for the period 2008-2012 were realized. Pertinent and reliable data were rarely available. The teams relied therefore on primary and secondary source information. Primary information was typically in the form of project planning and reporting documents, strategic papers and correspondence. Most of the primary documentation, including in-house monitoring and evaluation exercises, was limited, with rare exceptions, to confirming or reiterating the positive realization of outcomes. Very few documents and interviewees approached UNDP performance analytically. In order to obtain a nuanced understanding of the programmes, the teams relied on structured and semi-structured interviews that followed strategically structured lines of questioning designed to elicit whether objectives had or had not been met and what were the critical factors.

Overview

This outcome evaluation has sought, sometimes

with difficulty, to give an overall perspective on the performance of UNDP with respect to the realization of its objectives. The difficulty is in part a consequence of the exercise itself, divided as it is into eight separate outcomes. It is also in part reflective of UNDP's fragmented and widely dispersed programme. Despite UNDP's overall comprehensive Country Programme Document (CPD), this has not translated into a coherent, unified programme.

The UNDP in the DRC is pulled in different directions and has to respond to different demands at the same time. It is obliged to appeal to donors and has increasingly done so over this programme cycle, implementing programmes at the behest of donors which it might not otherwise undertake. It struggles also to appeal at the same time to its government partners, which results in an approach that differs considerably in commitment and objectives. UNDP must straddle a number of different fences. In addition, the evolving political context to which the UNDP has tried to respond during the course of the programme has dispersed the programme even further.

The UNDP has sought to hold together a diversified programme by introducing a structure with two major pillars: poverty and governance. This structure was supposed to facilitate the organisation of the various programme elements and yet, it has not kept a strong focus. The present programme structure, with its two separate pillars, has perhaps created a further, administrative divide, separating governance programmes from poverty programmes, which in some cases, inhibits the UNDP from benefitting from a potential synergy between components. For example, the programme in support of planning and budgeting for poverty outcomes at the national and provincial levels could have benefited from the programme's governance section to promote decentralization. Because of the administrative divide, both components have operated in parallel, independently from one another.

However, there are still many commendable elements within the programme, which have been successful in bringing about significant results, despite the difficult circumstances under which they have been achieved. These are often under-appreciated, associated as they often are with a diversity of elements that are far less appreciated within a scattered programme. This fragmented and dispersed programme easily detracts from those efforts that have been fruitful. UNDP would benefit from building on those elements that are the most effective, isolate them and reconstruct a more focused programme around them. In the poverty programme, these would include the planning and budgeting tools inspired by MDGs, the social cohesion efforts in the eastern provinces and the potential for microfinance. In the governance programme, these would include the support to the Cour des Comptes (Court of Auditors) in publishing annual reports submitted to the parliament, which has successfully assisted parliamentarians in understanding government finance.

The overall recommendation of the outcome evaluation is to make the programme more cohesive, diminish its involvement in efforts which are not fruitful and focus on those which have had positive results. In doing so, consideration should be given to UNDP's particular strengths within the Paris Declaration Objectives. To accomplish this, the UNDP must be even more responsive to the needs of government and civil society.

Key Evaluation Questions

To lay the foundation for an approach that would be common to all three inquiries, the poverty, governance and gender international and national consultants collaborated in the preparation of evaluation matrices prior to beginning the evaluation, using the same format that included principal questions, principal indicators and sources of data. The matrices served two purposes: 1) to identify the core issues of concern, how they would be addressed and how the relevant information would be obtained; and 2) to ensure a comparable methodology among the three inquiries with the same rigorous approach to identifying indicators.

The matrices were designed to address the five following central evaluation questions:

1. Has progress been made in achieving the results expressed in the outcomes for each of the components? Why and how have the outcomes been achieved, not achieved or partly achieved? What are the major achievements and challenges in each outcome? What exogenous factors have contributed to the realization or non-realization of the outcome?

2. To what extent has UNDP contributed to the promotion of gender equality and women's empowerment at the outcome level? How can the programme be made more effective in 2011-2012 as well as in the next programme cycle 2013-2017?

3. Is the outcome relevant to current national priorities and to the UNDP Country Programme Document? Is the UNDP strategy for each outcome appropriate to the problem(s) the outcome addresses?

4. How effectively and efficiently are the key UNDP projects currently being implemented? Are there any areas that should be modified or that need significant improvement in 2011-2012? In 2013-2017?

5. Is the progress toward realizing the outcomes sustainable? Has ownership by national and provincial authorities been a central consideration in outcome implementation?

Each of the eight outcomes has been assessed with reference to whether these five criteria (key questions) have been fulfilled: i) Fully, ii) Mostly, iii) Partially or iv) Not at all.

Overall, most of the assessments indicate that progress in realizing the objectives, specifically in achieving results, has been partial. Progress has been mostly realized in the support to planning and budgeting processes with a specific focus on the preparation of the Growth and Poverty Reduction Strategy Paper (GPRSP 2). Progress in other outcomes has been judged to be partial. This leaves room for improvement.

Key Findings and recommendations

UNDP has pursued these outcomes in partnership with government and civil society under challenging circumstances. The programming cycle began only five years after the Global and All-Inclusive Agreement of 2003 put an end to two wars and seven years of conflict. In 2008, at the beginning of this programming cycle, the country's economic, physical and social infrastructure was in a state of advanced deterioration that inhibited growth and private sector development. Tensions ran high from the first elections held in 2006. In the course of the programming cycle, armed groups renewed their hostilities with grave humanitarian consequences and with the result that development assistance programmes were largely at a standstill in areas affected by conflict. A global financial crisis reduced exports and public revenues, compromising even further the capacity of the state and its officials to meet the multitude of expectations. In the wake of the financial crisis, UNDP has been increasingly constrained by the lack of guaranteed core funding for development with the consequence that, in order not to reduce significantly its level of involvement in the country, UNDP has assumed the management of programmes which may or may not contribute to its core agenda.

Key findings and recommendations[2] are divided in two sections, a first treating programme-focused findings with recommendations

2 The report does not specify who should assume responsibility for the recommendations and instead leaves this to the discretion of UNDP.

applicable to all outcomes and a second, relevant to specific outcomes.

Programme Focused Key Findings and Recommendations

Key Finding 1.

Programme Coherence

The elements of the country programme in both pillars do not add up to a clear and coherent strategy, and in some cases, the components fit awkwardly into the pillar to which they belong. Programme activities under the governance rubric operate in parallel with programme activities under the poverty pillar, without taking advantage of the inherent synergy between them.

Recommendations for the current programme

- Revise the structure of the country programme to ensure that the components are sensibly prioritized, that all the anticipated outcomes are of clear strategic value, and that components sharing a strategic domain reinforce each other so that progress toward outcomes can benefit from a more coherent programme.

Recommendations for planning the next programme cycle

- Ensure the descriptions of outcomes are less grandiose, more feasible and more likely to serve as concrete objectives against which staff, donors and evaluators are able to measure their attainment.

- Reduce the number of outcomes.

Key Finding 2.

Results-based Programme Management

UNDP's efforts to promote 'Managing for Development Results' (MfDR) and the programme approach have not given rise to an effective monitoring and evaluation strategy. Monitoring and evaluation practices and the data in the system of UNDP, such as Atlas and the Enhanced Results-based Management (ERBM) Platform of UNDP Intranet, do not provide information which focus on the realization of outcomes or on how improvements might be made. Indicators, baselines and annual targets of each outcome in ERBM Platform as well as the results framework in the original CPAP 2008-2012 document are not effectively used by UNDP and national partners for the monitoring and reporting of the outcomes. Some outcome definitions and/or indicators are not specific and realistic enough to be used for the actual monitoring, reporting and evaluation. There is not a sufficient understanding of the outcomes among UNDP staff, and this has resulted in a significant delay in the implementation of the original evaluation plan 2008-2012. Outcome monitoring and evaluation have not been harmonized across all the programme units. The information available lacks reliable monitoring data and assessments of progress toward outcomes are not available.

Recommendations for the current programme

- Revise the outcome indicators to ensure indicators assess and report on outcomes and monitor each outcome systematically, at least once a year, based on a harmonized monitoring mechanism across all the programme units.

- Ensure that at least one indicator per outcome is gender specific.

Recommendations for planning the next programme cycle

- Develop a monitoring and evaluation mechanism that is sensitive to gender for the new results framework of the country programme, based on an approach that is capable of being simply applied by all programme staff and partners in order to promote the realization of outcomes up to the end of the cycle.

- Ensure the integration of gender in the definition of outcomes and outputs as well as in the indicators of outcomes and outputs in the new results framework.

Key Finding 3.

Capacity Development

The majority of activities incorporate a capacity building component which is often a combination of material support such as office equipment, including computers and other IT material, training and workshops to discuss approaches, methods, transfer knowledge, and share experiences. In addition, study tours and participation in subject specific conferences or workshops have been offered. At the start of the programme, addressing many of these material basic needs were important in providing a reasonable working environment for staff. In many cases, material support and basic building blocks are in place, but training and other means of transferring knowledge show limited results. Capacity building efforts are a significant part of programme budgets and the impact of capacity building should be made more explicit and visible.

Recommendations for the current programme

- Plan for and include a post capacity building evaluation tool which assesses, for example, how the participant has benefitted from the training offered, how the training has been used in view of the person's tasks and whether the training has improved the performance of the participant or team.

Recommendations for planning the next programme cycle

- Develop a detailed diagnostic tool that assesses capacity building needs across the programme, which includes timely evaluations of the results and impact of capacity building efforts and includes additional support, such as coaching and on the job training.

Outcome and Gender Specific Key Findings and Recommendations

Key Finding 4.

Outcome P1: National capacities for the framing of policies promoting attainment of the Millennium Development Goals (MDGs) are strengthened.

Tools introduced to enhance the focus on poverty alleviation in the planning and budgeting process are a first step in rationalizing the allocation of national resources. The GPRSP 2 is one of these tools. The challenge is now to entrench these practices within the Ministries of Planning and Finance. The weakest link in this initiative are the provincial government partners whose Priority Action Plans (PAPs), Medium-term Expenditure Frameworks (MTEFs) and other budgeting exercises guide implementation of the national strategy. The initiative requires greater planning and monitoring skills than are presently available.

Recommendations for the current programme

- Strengthen the capacity of provincial bodies implementing the GPRSP 2 to implement and monitor the programmes proposed.

- Oversee an effort to partner private sector firms with provincial planning bodies under the scrutiny of UNDP to sharpen the accounting and planning skills of provincial functionaries.

Recommendations for planning the next programme cycle

- Initiate a nationwide poverty analysis, with a strong gender equality component, in collaboration with national and local staff in the Ministry of Planning to substantiate and correct the assumptions made in the GPRSP 2.

Key Finding 5.

Outcome P2: The communities are pacified and local economies are revived.

The strategies devised to dismantle non-state armed groups, especially in the North Kivu, South Kivu and Maniema Provinces, have done little to realize their desired outcomes.

Recommendations for the current programme

- Support efforts at regulating the trade in natural resource: expand the pilot trade centres

(centres de négoce) project as a tactic for excluding the participation of non-state armed groups; this is not meant to replace the reinsertion programme for ex-combatants, but rather to complement it.

- Build upon pockets of success within economic recovery and social initiatives in the district of Ituri and adapt them to the context of North and South Kivu; improve the targeting and support the full implementation of the Project for Security, Empowerment and Reintegration of Women in North and South Kivu (PSAR), while also ensuring that the project functions in synergy with the UNDP's Access to Justice Project.

Recommendations for planning the next programme cycle

- Build a collaborative partnership with private operators in order to impose limits on the commercial activities of armed groups by regulating their commerce in natural resources; UNDP should here initiate partnerships with the private sector in this objective.

Key Finding 6.

Outcome P2: The communities are pacified and local economies are revived.

One of the key elements limiting progress in poverty reduction in Ituri and South Kivu has been the lack of access to capital, or microcredit. Microcredit is available in the marketplace but poor and vulnerable households do not qualify to benefit from it due to a lack of collateral. The positive experience of providing microcredit in Beni has demonstrated the feasibility of UNDP successfully offering microcredit to poor and vulnerable households.

Recommendations for the current programme

- Urge the current UNDP Microfinance Support Programme PASMIF (Programme d'appui au secteur de la microfinance) to devise ways of providing microcredit access to vulnerable and poor households and to support business development.

Recommendations for planning the next programme cycle

- Introduce microcredit as an integral part of the Community-based recovery programme (Programme de relèvement communautaire), notably in the eastern provinces to support economic growth by making capital available to households at all income levels.

Key Finding 7.

Outcome P4: Capacities of national institutions are strengthened to manage the environment and expand energy services, especially to the poor.

UNDP's concern to focus principally on preparing a strategic national plan to be eligible for international funding diverts attention from making sure that practical applications are pursued in order to ground the projects in concrete realities.

Recommendations for the current programme

- Following discussions with the Ministry of Environment, settle on an approach to national execution that will resolve the present cessation of work on the PANA project (Programme d'action national d'adaptation aux changements climatiques).

- Take measures to perform a gender analysis and to target men and women in the strategy and capacity-building efforts associated with the PANA project. As well, use the existing REDD (Reducing Emissions from Deforestation and Forest Degradation in Developing Countries) Gender Thematic group to integrate gender in the REDD National Strategy.

Recommendations for planning the next programme cycle

- Embark on a selection of field level initiatives to support the environment programme's theoretical initiatives with practical demonstrations; those initiatives do not need to be extensive, but there must be some indication that the programme is prepared to implement its claims with concrete initiatives.

- Consider the possibility of establishing the environment programme as a separate pillar.

Key Finding 8.

Outcome G5: Citizen participation in the exercise of power is increased and access to public services is improved.

Support to the electoral cycle, including the management of the basket fund to back up the Electoral Cycle Support Project (PACE), has promoted citizen participation in the electoral cycle. Financing the project via a basket fund has allowed UNDP to manage its contribution to the electoral process through an integrated approach, coordinating donor contributions and drawing on, as needed, international advice. Management of the basket fund has been laborious and slow, which has occasionally undermined the convenience and the appropriateness of using the fund for financing the electoral cycle.

Recommendations for the current programme

- Identify obstacles inhibiting the improvement of UNDP's procurement procedures in order to respond to the needs of those managing the electoral cycle in a more timely fashion; provide better support to NGOs to play an effective role in the electoral cycle.

Recommendations for planning the next programme cycle

- Continue building capacity in the Independent National Electoral Commission (CENI) to ensure the organizations effectiveness in managing the process.

- Integrate the support to political parties into the support to the Parliament and the Provincial Assemblies and ensure that all parties elected can benefit from UNDP's support.

- Within the PACE project, develop a long-term sub-project focused on the political participation of women and young girls, including the provision of strategic support for the capacity-building of civil society organizations and for a culture of female leadership at the national level and targeted provincial and local levels.

Key Finding 9.

Outcome G6: The national, provincial and local levels of government have improved their capacities to provide public services.

The advantages of decentralization are clear and UNDP has played an important facilitation role for the Technical Unit for Support of the Decentralization Process (CTAD). Development plans have been elaborated in a participatory manner and these have been an important tool for provincial authorities to provide public services. There are no resources, however, to put them into effect and consequently no impact on beneficiaries.

Recommendations for the current programme

- Organize a Forum II to follow up on Forum I of 2007 and play a facilitation role in identifying those obstacles which are impeding progress on decentralization.

- Build upon and scale-up instances of success in the programme to ensure that the priorities of men and women are enumerated consistently and scaled up to the local and provincial level.

Recommendations for planning the next programme cycle

- Identify synergies between the administrative and economic governance components and integrate these with the decentralization component if opportune, and ensure that essential reforms with regard to public financial management and public administration are congruent with the decentralization process.

Key Finding 10.

Outcome G7: The public administration is more efficient and reliable and offers services to citizens effectively, equitably and with transparency.

The administrative and economic governance programme is here treated separately from decentralization, and yet, their functions are closely linked. The economic governance programme, as it presently stands, lacks coherence and in spite of different outputs, because of insufficient resources, has had little impact.

Recommendations for the current programme

- Continue to provide support to the Cour des Comptes and analyze the factors that contribute to achieving the outcome; consider using this approach in other governance components.

- Operationalize the Aid and Investment Management Platform (PGAI) and encourage the government to provide a single aid coordination mechanism.

- Accelerate support to ensure that the legal framework with regard to public administration and public finance reforms are concluded.

- Increase UNDP's support to government to encourage improvements in the quality and availability of sex-disaggregated data used by policy makers and planners.

Recommendations for planning the next programme cycle

- Take advantage of synergies between the administrative and economic governance programme and the decentralization programme in order to advance fundamental reforms in the proposed reforms in public finance and public administration.

Key Finding 11.

Outcome G8: Armed violence is significantly reduced and the protection of the citizens is effectively secured by the services of the State.

UNDP's Access to Justice Project and other similar projects operating in Eastern Congo have measurably increased access to justice for survivors of sexual violence. It has improved the whole penal chain for survivors of sexual violence and also created positive externalities for the whole security and justice system.

Recommendations for the current programme

- Continue the access to justice programme and expand the approach to address the access to justice needs of women and girls and the economic needs after trial, and expand measures to re-integrate them into communities.

Recommendations for planning the next programme cycle

- Partner with UN Women's initiatives on reparations by taking on an increased role in Women's Access to Justice at the national policy level.

Key Finding 12.

Outcome G8: Armed violence is significantly reduced and the protection of the citizens is effectively secured by the services of the State.

UNDP has been assisting the government with reforms in the justice sector, including: reconstruction of training centres for the police, training police officers, training new judges and access to free justice programmes. In addition, UNDP has introduced an access to justice programme to support victims of sexual violence. Reforms to justice are on-going and some results are substantial, notably in the area of improved police training. The access to justice programme is showing initial results.

Recommendations for the current programme

- Make an inventory of activities undertaken by other donors in the justice reform sector in order to ensure complementarity.

Recommendations for planning the next programme cycle

- Continue with police training and if possible expand the programme taking into consideration the proximity police approach.

- Expand access to justice programme in numbers of participants and in extent of area served.

Key Finding 13.

Outcome G8: Armed violence is significantly reduced and the protection of the citizens is effectively secured by the services of the State.

Post-brassage and disarmament, demobilization and reintegration (DDR) activities have been successful but have not resolved the conflict. In order to make these efforts more sustainable and have a greater impact on conflict prevention, there is a need for the development of medium term poverty alleviation programmes in which the ongoing activities under the current reduction of Small Arms and Light Weapons (SALW) initiative could be integrated.

Recommendations for the current programme

- Include the reduction of SALW initiatives within forthcoming poverty alleviation programmes to support DDR activities.

Recommendations for planning the next programme cycle

- Transfer all security programmes from the governance pillar to the poverty and conflict reduction programmes.

Key Finding 14.

Gender

Progress toward gender equality and women's empowerment is either partial or non-existent. There is largely limited progress, or 'pockets of success' at the project or micro-project level within outcomes P1 (support for MDG achievement), P2 and P3 (community revitalisation and HIV/AIDS), G6 (local governance and decentralisation), and G8 (security and judicial governance). The weak overall progress is attributable to several determining factors: i) Weak operationalization of the UNDP Gender Strategy and the inability to incorporate gender analysis and strategies in the project development phase; ii) Weak identification of outcome indicators, outputs, and output indicators focused on gender equality and women's empowerment; iii) Insufficient technical expertise to embed gender equality and women's empowerment in key UNDP programmes and projects.

Recommendations for the current programme

- Ensure a consensus on key gender equality priorities, update and operationalize the UNDP Gender Strategy, in consultation with UNDP senior leadership, and in partnership with UN-Women and the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO); as well, prepare a technical plan to assist UNDP programmatic and cross-cutting units to implement the strategy.

- Build upon and scale-up instances of success in key areas such as gender-responsive budgeting and planning (including the possible secondment of personnel to the Ministry of Planning) (P1), economic revitalisation and social cohesion (P2), HIV/AIDS (P3), decentralisation (G5), and security and judicial governance (P8).

- Develop synergies and common approaches for addressing sexual violence in outcomes P1 (support for the MDGs), P2 (community rehabilitation), P3 (HIV/AIDS), G6 (local governance and decentralisation), G7 (administrative governance) and G8 (post-brassage).

- Ensure that the resources from the PACE Project basket fund are available to the MONUSCO Gender and Elections Team to ensure immediate implementation of planned activities.

Recommendations for planning the next programme cycle

- Operationalize a long-term UNDP gender strategy in synergy with and to support the development of the new UNDP 2012-2014 Country Office Gender Strategy. The strategy should be developed in close collaboration with UN Women, with a focus on key strategic domains of intervention for UNDP: gender-responsive budgeting and planning, local governance and decentralisation, economic revitalisation and social cohesion, and access to justice.

- Improve considerably the quality and quantity of gender equality expertise in the Country Office as a whole, and limit the functions of the Gender Unit to quality assurance with respect to gender equality in CO programming.

Key Finding 15.

Gender

In addition to the two existing projects focused on providing services to survivors of sexual and gender-based violence, UNDP should also take a larger leadership role to address sexual violence priorities identified in existing UNDP programmes, with the Ministry of Justice and the Mixed Justice Committee (Thematic Group).

Recommendations for the current programme

- Assume an active role in national-level politics with respect to access to justice for survivors of sexual violence. In particular, increase the capacity of the Ministry of Justice to coordinate initiatives on sexual violence, within the context of existing UNDP support to the Ministry.

Recommendations for planning the next programme cycle

- In collaboration with MONUSCO and UN-Women, develop and disseminate a standardized methodology for integrating sexual violence prevention and response in all UNDP programmes.

Key Finding 16.

Gender

There is a significant lack of gender balance and respect for women staff members at all levels of the UNDP Country Office in the DRC. Progress in this area is greatly needed so that UNDP can model the changes it aims to inspire with respect to gender equality in its programming.

Recommendations for the current programme

- Take immediate measures at the institutional level to address the lack of gender balance and respect for women staff members in the Country Office.

Introduction

Context and Description of the Programme

This evaluation of UNDP's progress towards achieving programme outcomes[3] for 2008-2012 focuses on the eight outcomes that constitute and structure UNDP's programme in the DRC. These eight outcomes are built around two strategic domains or pillars of governance and poverty reduction. Both areas are interconnected with the following two major objectives: to promote the emergence of a rule of law under which human rights are guaranteed; and to contribute to an economic recovery that is sufficient to improve household livelihood security. The main focus that was central to the outcome evaluation has been to determine to what extent these intended outcomes have been attained and, if they have not been realized, to define the corrective measures that could be taken to achieve them within the current programming cycle (2011-2012) or in the course of a subsequent programming cycle (2013-2017). These orientations and their components comply with the Security Council Resolution 1325, which emphasized the link between these two strategic domains and the prevention of conflict, the restoration of communities and the promotion of gender equality.

UNDP has pursued these outcomes[4] under challenging circumstances. The programming cycle began only five years after the Global and All-Inclusive Agreement of 2003 put an end to two wars and seven years of conflict. In 2008, at the beginning of this programming cycle, the country's economic, physical and social infrastructure was in a state of advanced deterioration that inhibited growth and private sector development. Tensions ran high from the first elections held in 2006. In the course of the programming cycle, armed groups renewed their hostilities with grave humanitarian consequences, and with the result that development assistance programmes were largely at a standstill in areas affected by conflict. A global financial crisis reduced exports and public revenues, compromising even further the capacity of the state and its officials to meet the multitude of expectations. In the wake of the financial crisis, UNDP has been increasingly constrained by the lack of guaranteed core funding for development

3 Executive Board of the United Nations Development Programme and of the United Nations Population Fund (2007). *Country programme document for the Democratic Republic of the Congo (2008-2012),* DP/DCP/COD/1, p. 4-5.

4 In this report, UNDP terminology is followed in which outcome is translated as 'effet' and output is translated as 'produit.' The word result, or 'résultat', is used generally more broadly than either outcome or product and depending on the context, can mean either.

with the consequence that, in order not to reduce significantly its level of involvement in the country, UNDP has assumed the management of programmes which may or may not contribute to its core development agenda.

Linked to the lengthy period of conflict have been uniquely low levels of human development. The national MDG report reveals high levels of poverty. At the beginning of the programming cycle, an estimated 71 per cent of the population lived below the poverty line, 31 per cent of children under five years suffered from chronic malnutrition and the net enrollment rate at the primary grades was of 52 per cent.[5] These national indicators reflect the considerable burden of poverty borne by the population.

Justification and Scope of the Evaluation

The evaluation adheres to the policy of UNDP to conduct an evaluation of outcomes[6] and to measure the progress of the country programme towards achieving the results in the final year of a programming cycle.

It directs its attention to two groups of four orientations each, in sum a total of eight outcomes which have guided the methodology, the constitution of the evaluation team and the conduct of the research.

The four outcomes associated with poverty reduction are as follows:

- **Outcome P1:** National capacities for the framing of policies promoting attainment of the Millennium Development Goals (MDGs) are strengthened.
- **Outcome P2:** The communities are pacified and local economies are revived.
- **Outcome P3:** Response to HIV/AIDS is harmonized and national programme management capacities are strengthened.
- **Outcome P4:** Capacities of national institutions are strengthened to manage the environment and expand energy services, especially to the poor.

The four outcomes associated with good governance are as follows:

- **Outcome G5:** Citizen participation in the exercise of power is increased and access to public services is improved.
- **Outcome G6:** The national, provincial and local levels of government have improved their capacities to provide public services.
- **Outcome G7:** The public administration is more efficient and reliable and offers services to citizens effectively, equitably and with transparency.
- **Outcome G8:** Armed violence is significantly reduced and the protection of the citizens is effectively secured by the services of the State.

In line with the overriding UNDP institutional commitment to achieve tangible advances in gender equality, the evaluation team accords specific attention to the distinct needs and priorities of men and boys, and women and girls,

5 UNDP DRC (2011). *Document de la Stratégie de Croissance et de Réduction de la Pauvreté*, draft, June 2011.

6 For a definition of outcomes, or 'effects', this evaluation relies on UNDP's *Handbook on Planning, Monitoring and Evaluating for Development Results*, New York, 2009. Outcomes describe the intended changes in development conditions that result from the interventions of governments and other stakeholders, including international development agencies such as UNDP. They are medium-term development results created through the delivery of outputs and the contributions of various partners and non-partners. Outcomes provide a clear vision of what has changed or will change globally or in a particular region, country or community within a period of time. They normally relate to changes in institutional performance or behaviour among individuals or groups. Outcomes cannot normally be achieved by only one agency and are not under the direct control of a project manager.

within the context of evaluating the realization of the poverty and governance outcomes. The poverty and governance evaluation teams worked hand-in-hand with the gender team to develop and implement an integrated evaluation framework to capture whether key programme stakeholders have seized critical windows of opportunity to ensure UNDP gender-responsiveness in UNDP programming.

Methodology

The methodology has been designed to perform assessments of eight separate programme outcomes, each with a diversity of projects and objectives. The methodology is characterized here with reference to four phases, each with its specific activities and outputs (see Table 1).

Table 1. Overview of Methodology

Phase	Activities	Outputs
Desk Review 18.04.2011 07.05.2011	Review documentation provided by Country Office Conduct independent literature searches Develop data gathering tools for site visits Interaction and planning among international and national consultants	Classification of documents by relevance, objectivity and value Common matrix addressing key evaluation questions for each of the outcomes under evaluation
Consultations with key stakeholders in Kinshasa 09.05.2011 15.05.2011 and 01.06.2011 04.06.2011	Consultations with key UNDP stakeholders Consultations with government, NGOs, agencies, donors and other informants Review key issues and refine matrix/workplan	Refinement of matrix and work plan Refinement of schedule of site visits and interviews Inception Report
Consultations and site visits in field offices 16.05.2011 31.06.2011	Consultations with field office project teams Consultations with beneficiaries, project stakeholders, NGOs and field office staff Site visits	Preliminary compilation of assessments, conclusions, recommendations Presentation to senior management UNDP
Analysis 07.06.2011 31.07.2011	Data compilation In-depth review of consultations Cross checking/ triangulation of data Interaction among international consultants	Final report
28.07.2011	Debriefing session with key stakeholders in Kinshasa to receive their feedbacks before the finalization of the report	Presentation summarizing the first draft report Executive summary draft distributed to participants

Desk review. The literature provided was voluminous and repetitive and much of it had only marginal relevance to determining the realization of outcomes. The evaluation team conducted a triage, identifying those documents that were the most relevant to the outcome evaluation objectives and extracting from these the more pertinent documents, key issues and questions.

Based on this review, an evaluation matrix was compiled by the gender, poverty and governance specialists. The matrix developed by the project team is found in Annex 8. Refinements of the matrix were made as the research progressed and as key questions became clearer. The evaluation matrix included in Annex 8 is the matrix drafted originally. It is lengthy, and the length is an indication of the complexity of the task and the efforts of the evaluation team to come to the field fully prepared.

In order to lay the foundation for an approach that would be common to all three inquiries, the poverty, governance and gender international consultants collaborated in preparing this matrix prior to beginning the work, using the same format that included principal questions, principal indicators and sources of data. This served two purposes: i) to identify the core issues of concern, how they would be addressed and how the relevant information would be obtained; and ii) to ensure a comparable methodology among the three inquiries with the same rigorous approach to identifying indicators and sources. Each matrix was shared among the international and national consultants, comments were solicited and changes were made.

The questions, sub-questions, indicators and sources provided in the evaluation matrix were designed to interrogate the outcomes with reference to the five evaluation criteria laid out hereafter, in association with other specific questions. The evaluation matrix has been designed to facilitate interaction with respondents and interlocutors. It has not been organized along the lines of these evaluation criteria; however, these evaluation criteria are both implicit and thematic to the matrix, and to the questioning which has been based on it.

Results Achievement. Has progress been made in achieving the results expressed in the outcomes for each of the component? Why and how have the outcomes been achieved, not achieved or partly achieved? What are the major achievements and challenges in each outcome? What exogenous factors have contributed to the realization or non-realization of the outcome?

Gender responsiveness. To what extent has UNDP contributed to the promotion of gender equality and women's empowerment at the outcome level? How can the programme be made more effective in 2011-2012 as well as in the next programme cycle 2013-2017?

Relevance. Is the outcome relevant to current national priorities and to the UNDP Country Programme Document? Is the UNDP strategy for each outcome appropriate to the problem(s) the outcome addresses?

Efficiency. How efficiently are the key UNDP projects currently being implemented? Are there any areas that should be modified or that need significant improvement in 2011-2012? In 2013-2017?

Sustainability. Is the progress toward realizing the outcomes sustainable? Has ownership by national and provincial authorities been a central consideration in outcome implementation?

The evaluation team consulted a wide range of documents (Annex 6), which were mostly produced within the UNDP: annual reports, evaluations, work plans and summary of results. These documents provided a perspective that is understandably partial to the UNDP. Other sources were also used, such as books and articles which gave an objective background to events pertaining to the dynamics of pacification, reducing sexual violence and economic recovery. These were essential in assessing whether the UNDP programmes were feasible and appropriate to the situation. Documents produced by prominent civil society organizations such as Oxfam GB and the International Crisis Group were consulted in order to triangulate findings, provide insights into the rationale for international interventions, and in particular, for their

occasional critical and often incisive views on the efficacy of UN programming.

Consultations with key stakeholders in Kinshasa. Interviews were arranged by the evaluation task manager for six consecutive days, sometimes carrying into the evening, leaving little time for interaction and planning among team members. The evaluation team nevertheless collaborated as much as possible under the circumstances to compare notes and to highlight key findings and concerns.

For the Kinshasa consultations and site visits that followed, the three international consultants were paired with the three national consultants to form three teams: one team carrying out research into poverty pillar outcomes, one team focusing on governance pillar outcomes, and a team devoted to looking into gender issues. Both poverty and governance teams worked relatively independently so that they could concentrate on understanding the nuances of their respective pillars within the Country Office programme. One member of the gender team joined the poverty team and another joined the governance team so that gender-responsiveness could be addressed in the context of each of the pillars.

Interviews were held during this phase in two principal ways. The most common was **group consultations** in which the evaluation team met with two or more individuals for discussions on the thematic pillars as a whole, on one or another of the components, and on specific projects. Since the group consultations, which had been arranged in advance, did not always yield in-depth understandings, members of the outcome evaluation team requested **one-on-one consultations** with specific individuals and these, in many cases, were more productive.

The result of this phase was an inception report which, after some amendments, was accepted by UNDP senior management.

Consultations and site visits in field offices. Field work programmes were arranged separately for both poverty and governance teams. The poverty pillar team accompanied by one member from the gender team undertook missions to Ituri District, and to North Kivu and South Kivu Provinces. Similarly the governance team, accompanied by another member of the gender team undertook missions to Ituri District, and to North Kivu, South Kivu and Equateur Provinces. In each location, meetings were held with UNDP staff, government officials, civil society members, project staff and project beneficiaries, elected officials, international observers, UN mission and agency personnel, and bilateral and other multilateral agency staff. In some instances, meetings were also arranged with members of the military and the police, and with private entrepreneurs and journalists.

Field office consultations involved a diversity of research techniques.

Document review. In each location, new documentation was made available in the form of project planning and reporting documents, strategic papers and correspondence. Most of the primary documentation, including in-house monitoring and evaluation exercises, were limited, with rare exceptions, to reiterating the positive realization of outcomes. Very few documents approached UNDP performance analytically.

Group consultations. Group consultations were arranged between the evaluation team and UNDP staff in locations where the UNDP presented accomplishments in the past four years and had specific plans for the next programming cycle.

One-on-one structured interviews. Where possible, individual consultations were arranged with UNDP staff, NGO staff, government officials and others. These were done on the initiative of the evaluation team. Structured questions permitted probing on key issues. They were most useful in eliciting whether objectives had or had not been met and what were the critical factors.

Site visits. In every location, site visits to project sites were arranged where evaluation team members viewed project outputs and discuss with local community groups and other beneficiaries what, in their view, were the outputs and outcomes.

At the conclusion of the site visits, team members were able to come to preliminary conclusions and recommendations and on the basis of these, prepared a presentation/debriefing to UNDP senior management in Kinshasa on 3 June 2011.

Analysis. The analytical challenge has been to present assessments on eight separate outcomes in a coherent fashion. This was accomplished in the following ways.

1. Frequent interaction was encouraged and practiced among all team members, national and international, in order to ensure that gender be fully integrated in the analysis of the poverty and governance outcomes, and that poverty and governance teams be fully aware of each other's analytical directions.

2. An identical format was agreed upon and followed for the presentation of each of the outcome sections to ensure that they covered the same topics in the same order.

3. In the course of the evaluation, members of the team identified those factors which uniquely contributed to or limited the attainment of objectives. A list was compiled at the conclusion and those which uniquely contributed or limited realization are compiled in the section: Contributing and Limiting Factors. They were identified as part of the evaluation process, not in advance; consequently, it has not been possible to quantify their impact or render their relevance in a more precise fashion. Four of the limiting factors have served as a basis for some of the key findings and recommendations included in the Executive Summary and in the Performance Summary, Conclusions and Recommendations section.

4. A common ranking scheme was adopted for assessing the extent to which all outcomes were achieved and, more specifically, for assessing the extent to which all outcome areas adhered to the five central evaluation criteria: results achievement, gender responsiveness, relevance, efficiency, and sustainability. The scheme assessed the outcomes with reference to whether those five key questions have been fulfilled i) Fully, ii) Mostly, iii) Partially or iv) Not at all. The ranking scheme was applied to each of the evaluation criteria in assessing outcomes in order to ensure comparability. The ranking scheme accomplishes two purposes. It provides the reader with an overall image of programme performance without having to go through the entire report. It also allows comparability across outcomes so that the performance of one outcome can be compared to that of another. Results are provided in section 13.

5. The experience of the evaluators as well as lessons from survey literature recommends a performance system of four separate rankings. Five makes the distinctions too fine and three not fine enough. There is an element of judgment involved, clearly, but this was minimized by assigning a ranking following agreement among team members.

6. It should be pointed out that those rankings were devised by independent experts in poverty and governance. Therefore, it would have been impossible to anticipate that most of the rankings would be similar. The extent to which outcomes were realized was judged to be partial in all but one case, which meant there was very little variation in the assessments. The evaluation team found this curious but since the results had been arrived at objectively, it would have been inappropriate to change them after they had been made. The reality is that the performance of UNDP with respect to most of the outcomes has indeed been partial in the estimation of the outcome evaluation team.

The logic of outcome evaluations. An outcome evaluation is said frequently to work backwards from conventional project evaluations, that is, to begin with the end point, or what UNDP aspires to achieve, and determine the extent to which UNDP inputs and contributions are appropriate. The following logic has guided this inquiry's approach to reviewing outcomes, gathering information, assessing progress toward an outcome and making recommendations:

The country context is reviewed to fully comprehend the outcomes.

↓

Progression toward an outcome is broadly defined.

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Indicators are specified to track the progression.[7]

↓

Evidence is accumulated to determine the extent of progression toward the outcomes.

↓

Factors are identified for explaining why outcomes are or are not attained.

↓

UNDP's contribution to these factors and to the achievement of the outcomes is assessed.

Outcome Evaluation and the Assessment of Development Results (ADR). In 2011, UNDP DRC Country Office conducted the Assessment of Development Results (ADR), another external independent evaluation managed by the UNDP Evaluation Office. The ADR and this outcome evaluation were conducted by two different external evaluation teams and administered separately to ensure the independence of both evaluations. However, in order to avoid duplication of effort and minimize ambiguity among partners, the two evaluation teams were closely coordinated in practice. As a part of this effort, the ADR team leader joined the meetings/interviews with high-level stakeholders and UNDP staff in Kinshasa, in early May 2011, to ensure that one group of evaluators asks a set of questions only once. The debriefing session to the key stakeholders was also organized jointly with the ADR team at the end of July. For more detailed information the coordination mechanism between the two evaluations, please refer to the TOR.

Limitations

There were some inevitable limitations that hindered the project. The logistics of visiting each of the investments was daunting, especially during the rainy season in the eastern part of the country, where insecurity and the presence of armed groups made field observations risky. Some critical sites were not visited because of these constraints. It is a particular feature of the UNDP programme that each of the provinces (or districts) targeted by these outcomes has constructed its programme differently, either to adapt to the staffing resources available, or to comply with donors requirements, or even, to some extent, because the different localities pose somewhat different problems. The evaluation has attempted to take all these variations into account. Therefore, it was quite challenging to aim at achieving a synthesis as efficiently as possible.

Structure of the Report

The core of the report consists of eight sections, treating four poverty pillar outcomes and four governance pillar outcomes. On the initial page in each of these sections is a boxed summary of five key questions dealing with: progress toward the realization of the outcome, relevance of the outcome, its responsiveness to gender equality, sustainability of the strategy, and its implementation and the efficiency in achieving the outcome. A brief section summarizing the factors which have influenced, generally negatively, the attainment of these outcomes, precedes these eight core sections. Following the eight sections is a summary of observations on the responsiveness of the programme to gender equality. This is followed by a summary of the programme's performance, broad conclusions and a list of recommendations.

7 It should be noted that the existing outcome indicators from the CPAP document and the ERBM Platform along with the existing outcome indicators developed by the Country Office were of very limited usefulness. It is for this reason that the evaluation team was obliged to specify its own indicators.

Contributing and Limiting Factors

This outcome evaluation assesses the extent to which the programme has realized broad objectives. Outcome evaluations do not assess project level objectives or the attainment of project level results;[8] they focus instead on larger issues, essentially the problems which projects are supposed to contribute to solving. Outcome evaluations are, characteristically, more demanding than project evaluations in that they inquire whether programmes contribute to meeting challenging goals.

The case of the Democratic Republic of the Congo (DRC) is particularly difficult. Given the absence of an enabling environment and the considerable limitations which are discussed throughout the report, reaching these outcomes has been difficult. Achieving modest outcomes in the DRC would be difficult in itself, but the ambitious way these outcomes are defined makes attainment the more so. These outcomes have included, for example: the pacification and economic recovery among communities in conflict affected areas (outcome P2); improvement of access to public services by decentralizing their delivery (outcome G6); and reduction of armed violence along with the protection of citizens by the state (outcome G8). Those three outcomes clearly underscore the scope of the task assigned to the UNDP.

For the most part, the evaluation discusses each outcome with reference to the outcomes' own objectives as they are defined. Findings are given for each of these outcomes along with recommendations. The factors that have affected the realization of outcomes over the 2008-2012 programming cycle are ones that are particular to specific poverty or governance components. The report has been unavoidably segmented in this way, addressing each outcome as a separate entity, and identifying each contributing element towards the realization of UNDP assigned objectives.

This analysis provides, on the other hand, a broader view. Included here are factors that apply more generally, which have contributed, in various ways, to the realization of all the outcomes. These are the factors that unify the evaluation of the programme, which combine to facilitate or limit the achievement of more than a single outcome. Their precise impact is difficult to quantify. They are nevertheless essential. The following are a distillation of factors noted by respondents in their efforts to account for why outcomes have or have not been attained. In this way, this section provides the reader with some essential explanatory factors, both *contributing* and *limiting*, as a context for reviewing each of the outcome sections that follow.

8 UNDP (2002). *Guidelines for Outcome Evaluations*, UNDP Evaluation Office.

Contributing Factors

Partnership with the Government of the DRC. It is widely believed that UNDP's success in building a relationship of trust with the Government of the DRC is its strongest asset. It is one of the principal reasons that large donors are attracted to the UNDP as a vehicle for administering complex programmes. Many of UNDP successes, as for example the completion of the GPRSP 2 or the introduction of measures to end impunity for gender based sexual violence, is attributable to an enduring relationship between the UNDP and the government.

UNDP Neutrality. A related factor bearing on UNDP's success in working in close collaboration with the Government, and one that is frequently mentioned, has been its neutrality on both national and international political issues. According to many respondants, the UNDP's focus is primarily on human rights and not on politics.

Experience in programme coordination. The administration of humanitarian and development assistance in politically volatile areas has become a trademark of UNDP, and as a result, has turned the institution into an ideal vehicle for administering aid funds from various donors. For the most part, donors, NGOs and bilateral agencies have confidence in UNDP's capacity to administer their humanitarian and development resources and have expressed the desire that UNDP plays an even stronger and more effective role.

Field offices. The existence of field offices continues to be a unique asset in the UNDP's ability to administer complex community-based programmes in diverse areas of the country. UNDP's presence in North Kivu, South Kivu, Ituri and Équateur, the four provinces covered by this evaluation, has been a significant factor in delivering complex humanitarian and development programming in these areas. Any reduction in field office presence will detract from the efficacy of programmes in these areas.

Limiting Factors

Programme coherence. The present configuration of outcomes is not logically consistent and includes elements too diverse to effectively reinforce each other. The definition given to the outcomes of the poverty pillar and its component is too broad to specify concretely what has to be accomplished, which is symptomatic of the lack of logical consistency; instead of defining UNDP's actual competence, they cast the net widely of what UNDP, if given the opportunity, might do. This covers a diversity of elements. For instance, the poverty's pillar refers to an admixture of programmes, lumped together under the heading of Community Recovery, which includes a collection of conflict mitigating programmes, social services, some police training, building schools, enterprise training and microcredit. The rationale for including conflict reduction in DRC's eastern provinces along with economic recovery rests on the assumption that various economic stimulus activities will divert rebels from their interest in combat within armed groups. Ending conflict in the eastern provinces is probably not well served by associating this important and complex objective with an eclectic collection of economic recovery programmes. Conflict reduction should be singled out to be given the proper attention that it deserves.

Microcredit likewise is too important as a poverty reduction tool to be represented as merely one among many options in an eclectic economic recovery programme. It too deserves greater priority than presently. By contrast, the status given to the outcome associated with HIV/AIDS seems more prominent than is warranted, and it detracts from the coherence of the pillar.

A similar critique could be applied to the governance pillar. The questionable coherence in both pillars has certainly an historical justification but this justification should now be reviewed and a more coherent and logical structure should be developed for UNDP's programme in the DRC.

UNDP procedures. Procedures for the procurement of goods and services and other internal UNDP mechanisms are slow. This has caused delays and at times frustration for implementing partners, particularly those who manage programmes in government. It has resulted as well in beneficiary frustration. This slowness affects in particular time sensitive activities, which are vital to stability, peace and reconciliation. Slow procurement of materials and services in a DDR programme may hamper effective implementation when it is urgent to ensure as quickly as possible that armed groups are disarmed, demobilized and reintegrated. Another example is assistance to legal entities preparing cases of sexual violence. These cases are normally processed within a maximum time frame of 4 months. In this context, delayed procedures could result in inadequate case file preparation, leading to case rejection.

Defining outcomes. Outcomes have often been identified in broad and unrealistic terms. The definition of objectives in such broad terms renders these critical statements of objectives nearly ineffective for giving a practical sense of what the programme seeks to do. The difference in scale and impact between an output and an outcome is considerable and this factor may explain why most outcomes are only partially achieved. Furthermore, most activities include a regional or provincial component, and therefore cannot be achieved in total across the DRC. Yet the outcomes do not take this into account. The definition of outcome G8 is illustrative: "*armed violence is significantly reduced and the protection of citizens is effectively secured by the services of the State*" appears overly optimistic since the state has had little influence in reducing violence in the eastern part of the country over the past decade.

The inclination to define objectives, even at the component and project level, in uniquely broad terms detracts from making the elements in a programme logically consistent and realistically achievable. In some cases, they are not. Defining outcomes, at the outcome, output and project levels in a more concrete, practical fashion contributes to logical consistency of components and the feasibility of attaining objectives.

Mid-cycle resource reductions. The financial situation has changed in the course of implementation. Resources available for the programming cycle 2008-2012, including TRAC, BCPR and Non-TRAC resources, all diminished over the programming period necessitating changes in the nature and scope of implementation. This required extensive adjustments, some of which compromised the realization of outcomes.

The case of the *Community Recovery* component is illustrative of this problem. In 2008, this component and its associated outcome P2 counted on a budget of approximately US$ 230 millions for the programming cycle, but by mid-2010, it became clear that the component would receive hardly a quarter of this amount. Two factors were responsible. The international financial crisis led donors to reduce their allotments to United Nations agencies; and donors began to seriously question the added value of investing in development through the UNDP. In outcome P2, as in others, the challenge was to do more with considerably less.[9] This meant focusing on some elements and not others. It meant reducing the number and size of investments, in some cases so drastically that efficiency was compromised and objectives could not be reached.

Table 2 gives the total resources planned for the poverty and governance programmes between 2008 and 2012 along with the amount actually spent by July 2011. It also shows the percentage of the original planned resources that were not spent or not available for programme expenditures in July 2011. Nearly three-quarters of the planned resources were either not available or not spent in July 2011, almost three-quarters

9 UNDP (2010). *Relèvement communautaire et consolidation de la paix en RDC, Éléments de stratégie opérationelle*, Kinshasa, November 2010.

Table 2. Mid-cycle reduction in available funds - Amount of 2008 budgeted funds available for expenditures in 2011 (US$ 000,000)

Programme	Budget proposed for 2008-12[1]	Expenditures[2] 2009, 2008 2010	Amounts in US$ and in percentage of original budget not available and not spent in 2011	
			US$	%
Support to Poverty Reduction	277.2	58.2	219.0	79%
Support to Good Governance	358.3	137.4	220.9	62%
Total	**635.5**	**195.6**	**439.9**	**69%**

[1] Source: PNUD, Plan d'action du programme pays 2008-2012, Mars 2008, p 23, includes TRAC 1,2 & 3 funds plus cost sharing and other resources.
[2] Source : Country Office/Atlas, July 2011 with the assistance of the ADR team.

into the programming cycle. This has had an unavoidable and significant impact on the efficiency and impact of the programmes.

UNDP responded with a number of strategies. One was to collaborate with other agencies in joint projects, pooling resources to achieve a broader impact. Another has been to rely, more than previously, on national civil society partners for executing programmes. Another has been to encourage national counterparts to assume a greater role in project implementation. Budget reductions and the consequent changes in implementation strategies have had a negative impact overall on realizing objectives.

Communication with partners. Government officials complain they are not fully informed about the projects, budgets and implementation strategies. This negatively impacts their performance. The *Conseil Suprème de la Magistrature (Supreme Council of Juricature)* provides a case in point. The *Conseil Suprème de la Magistrature* was informed of the allocation of a US$ 40,000 budget for the training of magistrates candidates. Members were subsequently told that approximately US$ 30,000 had been used for this purpose but they knew nothing about what happened to the remaining funds. It was assumed they would be able to use the remainder for other activities, goods or services but there were no specific assurances about it. Sharing financial information and responsibility is a critical element in building functioning partnerships.

Persistence of conflict. In the Kivu and Maniema provinces where UNDP has maintained a presence, continuing conflict and insecurity has closed off humanitarian space and required cancellations or delays in some programming. During this programming cycle, there have been three anti-FDLR operations in the east: Umoja Wetu, Kimia II and Amani Leo. Each of these has had unpleasant consequences for civilians and has rendered large areas off-limits for development activities. Mai-Mai groups have thrived as the efforts to diminish the FDLR continue. The military integration of certain armed groups has fallen short of expectations[10] and DDR programmes seem to have little impact. Over a million Congolese are still displaced by violence. Continued conflict has limited the capacity of UNDP programming to realize its objectives. Programmes to reduce conflict in the East are not accomplishing their objective and this has been a factor in limiting access to UNDP governance and poverty programming in areas where the conflict contributes to continuing insecurity.

10 International Crisis Group (2010). *Congo: No Stability in Kivu Despite a Rapprochement with Rwanda*, Africa Report No. 165, November 2010, p. 6.

Lack of credibility in the Government's stabilization programming. In June 2009, the government signaled its intention to assume an active role in reducing conflict by establishing the Stabilization and Reconstruction Programme for Post-conflict Zones (STAREC). STAREC had the potential of becoming a viable partner for UNDP, a source of expertise, funding and national party commitment. It has been a disappointment and a limiting factor in UNDP's efforts to restore peace in eastern provinces. The government has made little if any financial commitment. Donor contributions have understandably been far less than expected. Key STAREC programmes such as the revival of economic activities have received no financial contributions. The component to address sexual violence, by mid-2010, had received less than US$ 5 millions. Integration of ex-combatants has not been supported. The credibility of the government's claim to support whole-heartedly a cessation to conflict has inevitably been questioned and what emerged originally as a promising government partnership in both the governance and poverty pillar programmes now seems very much less so.

Government capacity and UNDP response. Capacity building constitutes an important theme for the country programme. Government has often stated that donors, including UNDP, should use more national staff. Yet UNDP and other donors claim that government capacity is weak. This divergence of views leads to misunderstandings between the partners. UNDP provides incentives for government officials to participate in its activities; in many cases, however, UNDP and other donors compete for the same staff resources. UNDP and the donor community need to address this issue (cf. above re transaction costs), since effective cooperation with government is a pre-condition for the effective implementation of the activities of UNDP and other donors.

There is no long term vision or strategy for capacity building within UNDP, the government and the wider donor community. In many cases, capacity building has been a combination of training, material support, organizing workshops and meetings without sufficient upstream diagnoses of the nature of the need. The nature of the latter will vary according to a ministry or sector so that a broad brush will not work and therefore not meet the expectation of the donors or the government

The monitoring and evaluation function. UNDP's efforts to promote 'Managing for Development Results' (MfDR) have not given rise to an effective monitoring and evaluation strategy. Monitoring and evaluation practices and the data in the system of UNDP, such as Atlas and the Enhanced Results-based Management (ERBM) Platform of UNDP Intranet, do not provide information which focuses on the realization of outcomes or how improvements might be made. Indicators, baselines and annual targets of each outcome in ERBM Platform as well as the results framework in the original CPAP 2008-2012 document are not effectively used by UNDP and national partners for the monitoring and reporting of the outcomes. Some outcome definitions and/or indicators are not specific and realistic enough to be used for the actual monitoring, reporting and evaluation. The different indicators that have been developed are generally of a quantitative nature, such as the number of laws promulgated or meetings held. This neglects the importance of the quality of results and does not contribute substantially to understanding the outcome of UNDP assistance.

There is not a sufficient understanding of the outcomes among UNDP staff, and this has resulted in a significant delay in the implementation of the original evaluation plan 2008-2012. Outcome monitoring and evaluation have not been harmonized across all the programme units. The information available lacks reliable monitoring data, and assessments of progress toward outcomes are not available.

Programme approach. Frequent reference is made to a 'programme approach' even if there is little evidence of efforts to put a programme approach in place. A multiplicity of projects continues to characterize the UNDP strategy. There appears to be a real need for rationalizing and focusing this multiplicity of projects. Some components have widely dispersed activities, as

many as 100 in some cases. Project-based funding mechanisms contribute to a lack of coherence and a dispersal of activities and one of the consequences is that the government has difficulty keeping track.

Overview

This outcome evaluation has sought, sometimes with difficulty, to give an overall perspective on the performance of UNDP with respect to the realization of its objectives. This difficulty is in part a consequence of the exercise itself, divided as it is into eight separate outcomes. It is also in part reflective of UNDP's fragmented and widely dispersed programme. Despite UNDP's overall comprehensive *Country Programme Document*, this has not translated into a coherent, unified programme.

The UNDP in the DRC is pulled in different directions and has to respond to different demands at the same time. It is obliged to appeal to donors and has increasingly done so over this programme cycle, implementing programmes at the behest of donors which it might not otherwise undertake. It struggles also to appeal at the same time to its government partners, which results in an approach that differs considerably in commitment and objectives. UNDP must straddle a number of different fences. In addition, the evolving political context to which UNDP has tried to respond in the course of the programme has dispersed the programme even further.

The UNDP has sought to hold together a diversified programme by introducing a structure with two major pillars: poverty and governance. This structure was supposed to facilitate the organisation of the various elements of the programme and yet, it has not proven to keep a strong focus. The present programme structure, with its two separate pillars, has perhaps created a further, administrative divide, separating governance programmes from poverty programmes, which in some cases, inhibits the UNDP from benefitting from a potential synergy between components. For example, the programme in support of planning and budgeting for poverty outcomes at the national and provincial level could have benefited from the governance programme to promote decentralization. Because of the administrative divide, both components have not benefitted from the potential synergy.

However, there are many elements of the programme which are commendable and which function well with significant results, particularly given the difficult circumstances under which they have been achieved. These are often under-appreciated, associated as they often are with a diversity of elements that are far less appreciated within a scattered programme. This fragmented and dispersed programme easily detracts from those efforts that have been fruitful. UNDP would benefit from building on those elements that are the most effective, isolate them and reconstruct a more focused programme around them.

In the poverty programme, these would include the planning and budgeting tools inspired by the MDGs, the social cohesion efforts in the eastern provinces, and the potential for microfinance. In the governance programme, these would include the support to the Cour des Comptes in publishing annual reports submitted to the parliament, which has successfully assisted parliamentarians in understanding government finance.

The overall recommendation of the outcome evaluation is to make the programme more cohesive, diminish its involvement in efforts which are not fruitful, and focus on those which have had positive results. In doing so, consideration should be given to UNDP's particular strengths within the Paris Declaration Objectives. To accomplish this, the UNDP must be even more responsive to the needs of government and civil society.

Poverty Pillar

Outcome P4

Capacities of national institutions are strengthened to manage the environment and expand energy services, especially to the poor.

Key Findings

To what extent has progress been made in realizing the outcome?

Building capacity has taken place in the context of UNDP's support for the DRC Presidency of the Africa Group climate change negotiators and in seminars and workshops for the two projects, PANA and UN-REDD. There have been workshops and information sessions associated with the signing of other international accords. Since the emphasis on these two projects has so far been on planning and positioning UNDP for funding eligibility, the realization of the outcome's focus on capacity building, for expanding environment and energy services with a focus on the poor has only been **partial**.

Have the programmes associated with the outcome been designed and executed to promote gender equality?

The initial planning for the REDD project includes a specific gender thematic group to focus on integrating gender equality into REDD's forthcoming national strategy. Initial planning and preparation efforts for the PANA initiative also include a specific focus on analyzing and addressing the specific roles that men and women do and can play in mitigating the effects of climate change. This part of the outcome has been **partially** realized.

Is the outcome relevant to the UNDP country programme document and policies of the national authorities?

Addressing climate change figures prominently in the Country Programme Document and is one of the four main pillars of the government's GPRSP 2. This aspect of the outcome has been **fully** realized.

Is the outcome sustainable and/or owned by the government?

The commitment of the Government to addressing climate change in the GPRSP 2 testifies to a long-term engagement with environmental and energy issues. This aspect of the outcome has been **mostly** realized.

Has the outcome been achieved in the most efficient manner?

Laborious UNDP management procedures have reportedly stalled two of the three major initiatives. Accountability and funding procedures for these projects have not been done in the most efficient manner. This aspect of the outcomes has been **partially** realized.

Progress Toward the Outcome

The environment programme focuses, above all, on climate change. There are other issues, i.e. biodiversity,[14] but climate change receives the most attention. The programme focuses principally on the effective management of forests and arable lands, not only because their overuse endangers those who depend on them, but also because their preservation is critical for mitigating global warming. In protecting forests and encouraging an agriculture that preserves forest resources, the DRC preserves the forests for those who depend on them and for those who rely on the DRC forests globally for their capacity to sequester carbon emissions.

These cornerstones of the DRC environment programme address climate change from different angles.

1. The project for Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (REDD) aims at mitigating the effect of climate change by reducing carbon emissions through improving the management of forests and soil use.

2. The National Programme for Adapting to Climate Change (PANA) aims at developing agricultural strategies, seeds and practices, which will ensure adequate farm production as the effects of climate change, such as increased warming and decreased rainfall, are felt. It is a programme of adaptation to global warming.

3. Support to the DRC government and the Presidency of the Africa Group for the Climate Negotiations gives the DRC an international profile in environment issues. The DRC has assumed the presidency of the African Group at the United Nations Framework Convention on Climate Change (UNFCCC) for the period from January 2010 to December 2011, and this programme ensures that the DRC Presidency has the needed technical and political competence to carry out its mission.

4. Support for implementing Multilateral Agreements on environmental management.

Numerous outputs have been specified under diverse categories supported by these projects, including:

1. Creation of an Environment Observatory to study environmental trends and publish an annual State of the Environment

2. Preparation of a National Plan for the Prevention and Management of Natural Disasters

3. Implementation of concrete measures (pilot projects) for addressing global warming

4. Putting in place renewable energy programmes

5. Electrification of urban and rural areas

6. Reduction of the numbers of transhumant farmers practicing slash and burn agriculture

It should be noted that the environment component has only been part of the poverty pillar for little more than a year and a half and a formal evaluation of these programmes and national strategies may well be premature.

With the exception of meetings and training for the African Group Climate Change Presidency, there has been little field-level project activity. Within the REDD project, some courses have been given at the summer Université REDD, individuals have been trained and draft papers prepared but none of the initiatives ultimately envisaged have begun. Forty villages have reportedly been chosen where community-based projects mitigating or adapting to climate

14 The project, Aires Protégées, implemented in collaboration with UNOPS, has resulted in the rehabilitation of 7 protected areas and reinforced the capacity of the Institut Congolais pour la Conservation de la Nature (ICCN).

change are being planned and prepared, but at present, there are no reforestation or land management or rural electrification programmes underway. The same is true for PANA which has so far selected six sites for seed experimentation, though no systematic experimentation has begun.

Overall impact has been modest. The programme has, however, permitted the mobilization of resources: US$ 22M through the Congo Basin Forest Fund (CBFF) and US$ 60M through the Forest Investment Programme (FIP) which will, presumably, eventually support field level activity. There has furthermore been an initiative to strengthen legal and institutional capacity on soil preservation which, itself, has led to the elaboration (still at the planning stage) of a project on sustainable soil management.

The principal activities for REDD and PANA have been on planning and preparing workshops and trainings. There has also been some work on standards, preparation for pilot projects, a national environment registry and support for negotiations and research. The results are, for the most part, positive. However, gauging the effectiveness of capacity building is difficult without a practice to which this capacity is applied.

In the initial planning stages of the REDD initiative, there has been the formation of a gender thematic group to integrate gender equality into the future REDD strategy. The planning and preparation for the PANA project has also included a specific focus on the roles of men and women in climate change. This is in alignment with UNDP's institutional research and policy, which indicates that "successful climate change adaptation will require an acknowledgment of the gender dimensions of climate change throughout the design and implementation of climate change strategies and national development plans."[15]

Key Factors Affecting Progress Toward the Outcome

With the support of UNDP, the DRC has become one of Africa's leading countries in implementing REDD initiatives, and this is much appreciated by the Ministry of Environment. At the same time, the Ministry, which is UNDP's principal partner and the executor of the three projects, is deeply concerned about the slow progress of all these projects. It attributes this slow progress to the unrelentingly slow and complex administration of the UNDP, which has held up payments, not taken pro-active initiatives when necessary and been reluctant to accord to the Ministry of the Environment administrative ownership over the project, specifically in terms of national execution.

Following an audit of three projects previous to PANA in 2009, there has been no financial support from UNDP for the PANA project, rendering it largely at a stand-still for over eight months. Central to this blockage is a disagreement between the Ministry of Environment and the UNDP regarding the UNDP decision to impose a direct execution modality, to which the Ministry objects strenuously.

An overriding objective for UNDP staff and a factor that may account for slow implementation is the considerable attention given to the preparation of a Stratégie nationale de développement durable (SNDD) for the singular purpose, reiterated frequently, to access resources that are expected to become available once a national strategy is prepared and the proper documentation is in place. The Copenhagen Accord of 2009 has foreseen the allocation of US$ 30M in the foreseeable future for mitigating and adapting to climate change[16] in developing countries world-wide, and a significant portion of this is said to be earmarked for REDD programmes. The present REDD project in DRC, while important for the modest initiatives it

15 UNDP (2011). *Gender And Climate Change: Advancing Development through an Integrated Gender Perspective*. March 2011.
16 Le Fonds Vert.

proposes to undertake, is likely more important[17] for its future value. It is expected, in principle, to lay the groundwork for a "major opportunity, for the DRC, to mobilize substantial funding which could be directed at fighting poverty."[18]

A principal element in meeting this objective of making the DRC eligible for Fonds Vert funding is to position the environment/energy programme for maximum visibility. In the elaboration of the GPRSP 2, the Minister of Planning has positioned environmental issues among the four pillars of its poverty reduction programme. This constitutes a strong national endorsement. It is also a strategic move, especially since the GPRSP 2, while providing an analysis of poverty in the country, also offers a set of priorities for donor investments. Here, protection of the environment and direct engagement in the fight against climate change are accorded high priority among national goals.

Conclusion

Progress toward the outcome P4 appears partial at best and the dissatisfaction within the Ministry of Environment with their collaboration with UNDP is worrisome. This dissatisfaction appears justified and should be addressed. UNDP's concern to focus principally on preparing a strategic national plan to be eligible for international funding diverts attention from making sure that practical applications are pursued to anchor the projects in concrete realities.

17 Mbizi, L. (2010). *Financements REDD en RDC - État des lieux et perspectives*, Forest Carbon Partnership Facility, November 2010.

18 UNDP/DRC (2010). *Vers une stratégie de croissance de réduction de la pauvreté en RDC fondée sur la protection de l'environnement et la lutte contre le changement climatique*, Guidance Note, prepared in collaboration with the Ministry of Environment, Nature Conservation and Tourism, Direction de Développement Durable, p. 1.

Cross-Cutting Theme

Gender

Addressing gender equality and women's empowerment across UNDP's eight outcomes.

Key Findings

To what extent has progress been made at the outcome level to contribute to gender equality and women's empowerment as an end, and also as a means to full outcome realization?

There is generally partial progress or none at all towards the realization of gender equality and women's empowerment at the outcome level. There are pockets of success at the project or micro-project level within outcomes P1 (support for MDG achievement), P2 (community revitalisation), P3 (HIV/AIDS), G6 (local governance and decentralisation), and G8 (security and judicial governance). There are also several missed opportunities to address gender equality in the governance and poverty reduction programmes. The primary reasons for these missed opportunities will be addressed in the text that follows. On the whole, the progress has been **partial**.

Are the contributions of UNDP towards gender equality and women's empowerment relevant to the UNDP Country Programme Document and policies and priorities of the national authorities?

The UNDP Country Programme Document provides little specific guidance on UNDP DRC Country Programme priorities with respect to gender equality and women's empowerment. It is therefore difficult to say whether UNDP's contributions are relevant. Progress towards the realization of the National Gender Strategy and National Gender Plan of Action is partial. UNDP has made efforts to support the equal access of women and men to decision-making posts. The contributions of UNDP to other national priorities, including the electoral law and GPRSP 2 are pertinent, but not entirely effective with respect to gender equality. The support of UNDP for the increased access of women to microfinance in the draft microfinance law is valuable but has not been in place at the field level. UNDP's support has made pertinent contributions to agreement on the importance of the revision of the Family Code among legal practitioners and members of the Legal Reform Commission. On the whole, the progress has been **partial**.

Are the gender equality and women's empowerment achievements sustainable and/or owned by the government and civil society?

The lack of sustainability and appropriation

of achievements to-date by key ministries and civil society has limited the ability of potentially successful initiatives ever reaching critical mass. Three key factors influencing the sustainability and appropriation are: 1. lack of consistent technical and logistical support from UNDP programme pillars for gender equality in key priority areas; 2. lack of significant policymaker commitment to gender-responsive policy, planning, and budgeting; and 3. weak civil society consensus on key priorities. On the whole, the progress has been **partial**.

Overview

The outcome evaluation focuses on analysing the impact of UNDP's programmes with an eye towards the institutionalisation of relevant, effective, efficient, transformative, and durable changes in gender equality and women's empowerment in strategic focus areas. The strategic focus areas are those where there is a need and demand at the national level, the existence of a UNDP mandate and technical and administrative skills within UNDP DRC and UNDP as an institution to support the mandate, and a UNDP comparative advantage in those areas in relation to other institutions operating in DRC.

The evaluation data reveal that either partial or no progress at all on gender equality and women's empowerment has been achieved within UNDP Poverty Reduction and Governance outcomes. No outcomes have attained full progress on gender equality and women's empowerment. There has been partial progress or pockets or success at the project or micro-project level with outcomes P1 (achievement of MDGs), P2 (community rehabilitation), P3 (HIV/AIDS), G6 (local governance and decentralisation), and G8 (security and judicial governance). The following section provides an overview of key programmatic successes and also of missed opportunities, which is then followed by an analysis of endogenous and exogenous factors that have contributed both to the successes and missed opportunities.

Progress at the Outcome Level

The support of the UNDP (Gender Unit) to the Ministries of Planning and Gender has been essential for the elaboration of gender-responsive Priority Action Plans and Medium-Term Expenditure Frameworks (PAP/MTEF) within five key sectors: agriculture, health, rural development, gender, and primary and secondary education (Outcome P1).[34] Otherwise, national priorities with respect to gender equality and women's empowerment have remained largely unaddressed, including those within the overall revisions of the GPRSP 1, the strategy and budget sections of the GPRSP 2, and the 2011 national-level PAP/MTEFs.

Within the context of economic revitalisation and social cohesion initiatives, UNDP has supported the creation of the Pacifist Nucleus of Women of Ituri and the provision of credit to men and women in the same District. (Outcome P2). This support has been useful to ensure that women play a key role in social cohesion measures and that both men and women have access to the training and credit necessary to emerge from poverty. Unfortunately, this approach has not been replicated in North or South Kivu.

As well under Outcome P2, there has been some limited progress meeting the socio-economic reintegration needs of survivors of sexual violence in North and South Kivu within the PSAR Project. A more detailed review of the PSAR project is

34 Bope, G. (2011). *Note Technique à l'attention de Son Excellence Monsieur le Ministre du Plan – Concerne: renforcement du processus de déclinaison du genre dans le budget de l'État 2012*, April 2011. [G. Bope is an Advisor in Charge of Regional Integration, Planning and Decentralization]

presented in the next section focusing on Sexual and Gender-Based Violence (SGBV). Beyond the initiatives in Ituri, the remaining social cohesion initiatives in North and South Kivu under this outcome are largely male-dominated, even though women have played an active role in conflict mitigation. Economic revitalisation initiatives have not been paired with the credit in North and South Kivu, thus precluding the emergence of both men and women from poverty.

Initiatives to respond to HIV/AIDS (Outcome P3), and specifically the UNDP-financed document on Gender and HIV/AIDS in the Democratic Republic of Congo, have encouraged recognition of the gendered dimensions of HIV/AIDS prevalence. The gendered dimensions of HIV/AIDS, however, have not been incorporated into national policy and planning documents and programmes.

Under Outcome G6 (local governance and decentralisation), women have engaged for the first time in local and provincial development planning efforts. In spite of the support that UNDP has provided for the development of gender-responsive training and planning tools, the specific priorities of men/boys and women/girls do not appear within local and provincial development plans in Equateur and North Kivu provinces.

Under Outcome G5 (political governance), UNDP has supported the Congolese Government in the preparation of the first National Gender Policy and National Gender Plan. UNDP has also put in place, through its PACE Project, plans to encourage women to vote in all upcoming elections and to become candidates in local elections. However, concrete changes in citizen participation have not, and are likely not to take place due to: 1. the lack of an integrated long-term political governance programme; 2. the late start of existing election initiatives (implemented by the MONUSCO Gender and Elections Section); and 3. the absence of technical support and advocacy from the UNDP Political and Administrative Governance Units to support phased implementation of quotas for women in public office in the newly passed Electoral Law and to support other measures to address discrimination in the civil service sector reform.

Progress towards the Prevention and Response to Sexual and Gender-Based Violence – Cross-Cutting Theme

Sexual and Gender-Based Violence (SGBV) at the Outcome Level

UNDP's Access to Justice Project has supported increased state capacity to protect civilians and has also created positive externalities for the functioning of the whole penal system in North and South Kivu and Ituri (Outcome G8). On the other-hand, UNDP's PSAR Project (Outcome P2) has not yet made significant contributions to peace building and economic recovery of survivors of sexual violence at the community and regional levels. This is largely due to the lack of strong project management staff to implement the project as it was designed in the Prodoc; the lack of a clear targeting of beneficiaries; the lack of synergy between the PSAR project and other projects in the poverty reduction programme, and the lack of engagement of communities in the development of strategies to protect women and girls from violence. As well, the Project has missed the opportunity to link beneficiary communities to the services provided in other UNDP projects and by other partners, in particular those for men as perpetrators, victims, relatives of women that have been violated, and potential advocates in combating sexual violence.[35]

SGBV at the Political/Inter-Agency Level

The evaluation data indicate that UNDP should not undertake any new projects to address sexual and gender-based violence. Rather, UNDP staff at the national level should seize missed opportunities

35 Clingendael Conflict Research Unit (2011). Policy Brief: Increasing Security in DR Congo: Gender-Responsive Strategies for Combating Sexual Violence, June 2011.

within existing programmes and use existing resources to address SGBV priorities identified by UNDP project staff, with the Ministry of Justice and the Mixed Justice Committee. One of the factors impeding UNDP from taking on this role is the intense competition between key international stakeholders who work on sexual violence. In spite of improvements in coordination linked to the arrival of Leila Zerrougui, Deputy Special Representative of the Secretary General, there are still challenges related to the lack of cooperation and fierce competition among UN agencies working on sexual violence. If this continues unaddressed, it will be difficult for UNDP to play a stronger leadership role within the national policy arena, in particular on Access Justice for survivors of sexual violence and on the development of an independent team of experts to implement provisions in United Nations Security Council Resolution 1888.

Key Factors

The generally limited progress on gender equality and women's empowerment within and across the eight outcomes can be attributed to several key factors:

The UNDP Gender Strategy

The UNDP Country Office normative strategy for gender equality and women's empowerment is comprised of two components: The 2010 Gender Strategy and the 2010 Memorandum on Taking Gender into Account in the UNDP DRC Programme. The strategy, as well as the Memorandum, are largely theoretical documents that do not reflect a consensus on gender equality among key stakeholders, including programme officiers, government leaders, key civil society actors, women's organisations, and beneficiaries (men/boys, and women/girls). This has limited the realization of initiatives across key areas where it would be essential for UNDP to work synergistically to realise measurable results. For example, opportunities have been missed to have a significant, measurable impact on gender-responsive planning and budgeting under Outcomes P1, P2, G5, G6, and G7, which feasibly could have been avoided with a strategy or plan focused on key areas of synergy and collaboration.

Gender Equality and Women's Empowerment at the Project Development Stage

In general, UNDP projects are designed and submitted to donors without proper vetting and technical support from UNDP technical and senior management staff. The general lack of proper vetting and technical support takes its toll on the integration of gender equality and women's empowerment at the project development stage in the majority of outcomes. The result is inconsistent and incomplete definition of gender equality priorities at the project and output level, and also ultimately at the outcome level.

Outcome indicators, and Output and Output Indicators to Track Gender Equality

There is a marked absence of outcome and output indicators to define key gender equality and women's empowerment objectives in the UNDP Country Programme Action Plan. In the absence of these key tools, it is difficult to monitor and evaluate progress at all levels of the Country Office portfolio and to hold heads of programme and other key stakeholders accountable for progress in their respective outcomes. Furthermore, it also makes it challenging to determine where and when additional technical support is needed.

UNDP Technical Support on Gender Equality and Women's Empowerment

Technical support for the process of defining and implementing gender equality and women's empowerment priorities in UNDP programmes and projects is inadequate given the vast and complex UNDP portfolio in DRC. Theoretically, technical support should be provided by the Gender Unit, and complemented by support technical staff within the programmes. In practice, however, the Gender Unit's time is spent scattered across too many competing initiatives, namely project implementation, intensive technical support to Ministries, and gender equality monitoring and evaluation of UNDP projects. As well, the Unit staff

members as a whole simply do not possess the requisite seniority and technical qualifications to address the support needs of the large and complex UNDP DRC Country Programme. Though the Governance Pillar also has a gender expert, her support is not sufficient given the immense needs within the pillar for technical guidance at all stages of project implementation. In general, gender expertise is lacking in the programme pillars.

Implementation of the Gender Marker

The gender marker system for tracking UNDP funding allocations to gender equality and women's empowerment has been in place since 2010. In practice, UNDP Project Managers have rated their own projects after they were already being implemented, and only once as a pre-requisite for obtaining the next cycle of funding (in March 2010). As such, all evidence suggests that UNDP Senior Management does not use the gender marker data as a strategic management tool, as it was intended, to improve the gender-responsiveness of UNDP programming at the project development phase.

UNDP Senior Leadership Capacity and Commitment to Implement Targeted Gender Equality and Women's Empowerment Programming

Evaluation data points to a lack of senior leadership capacity and commitment to implement targeted gender equality and women's empowerment programming. It also points to a pattern of relegating anything to do with gender to the UNDP Gender Unit, even though the ultimate responsibility for gender equality rests with the heads of programme.

Performance Summary, Conclusions and Recommendations

The table below summarizes the eight outcomes which define the UNDP progamme 2008-2012.

Based on a review of the data obtained from documents, interviews and field observations, the evaluation team has assessed each outcome's progress in realizing 5 key objectives by indicating whether it is best characterized by one of the following:

1. Fully
2. Mostly
3. Partially
4. Not at all

Tables 5 and 6 below summarize this for the poverty pillar and the governance pillar separately.

Table 5. The Eight Outcomes

Outcome	Section	Definition
P1	Poverty	National capacities for the framing of policies promoting attainment of the Millennium Development Goals (MDGs) are strengthened.
P2	Poverty	The communities are pacified and local economies are revived.
P3	Poverty	Response to HIV/AIDS is harmonized and national programme management capacities are strengthened.
P4	Poverty	Capacities of national institutions are strengthened to manage the environment and expand energy services, especially to the poor.
G5	Governance	Citizen participation in the exercise of power is increased and access to public services is improved.
G6	Governance	The national, provincial and local levels of government have improved their capacities to provide public services.
G7	Governance	The public administration is more efficient and reliable and offers services to citizens effectively, equitably and with transparency.
G8	Governance	Armed violence is significantly reduced and the protection of the citizens is effectively secured by the services of the State.

Table 6. Summary of Progress in Realizing Outcomes - Poverty Pillar

Criteria	P1	P2	P3	P4
To what extent has progress been made realizing the outcome?	Mostly	Partially	Mostly	Partially
Have the programmes associated with the outcome been designed and executed to promote gender equality?	Partially	Partially	Partially	Partially
Is the outcome relevant to the UNDP Country Programme Document and policies of the national authorities?	Fully	Fully	Fully	Fully
Is the outcome sustainable and/or owned by the government?	Mostly	Partially	Mostly	Mostly
Has the outcome been achieved in the most efficient manner?	Fully	Partially	Partially	Partially

Table 7. Summary of Progress in Realizing Outcomes - Governance Pillar

Criteria	G5	G6	G7	G8
To what extent has progress been made realizing the outcome?	Partially	Partially	Partially	Partially
Have the programmes associated with the outcome been designed and executed to promote gender equality?	Partially	Partially	Partially	Partially
Is the outcome relevant to the UNDP Country Programme Document and policies of the national authorities?	Fully	Fully	Fully	Fully
Is the outcome sustainable and/or owned by the government?	Partially	Partially	Partially	Partially
Has the outcome been achieved in the most efficient manner?	Partially	Mostly	Partially	Mostly

Ranking the performance for each of eight components against these essential criteria can be more succinctly done with a numerical ranking. Table 5 assumes the following: *fully* = 4, *mostly* = 3, *partially* = 2 and *not at all* = 1. In the bottom rows, the eight rankings are totaled and expressed as a percentage of what would be a perfect score (20). This gives a shorthand performance indicator for each outcome.

Table 8. Performance Assessment Using Numerical Ranking: Poverty and Governance Pillars[1]

	Poverty Pillar				Governance Pillar			
Criteria	P1	P2	P3	P4	G5	G6	G7	G8
To what extent has progress been made in realizing the outcome?	3	2	3	2	2	2	2	2
Have the programmes associated with the outcome been designed and executed to promote gender equality?	2	2	2	2	2	2	2	2

	Poverty Pillar				Governance Pillar			
Criteria	P1	P2	P3	P4	G5	G6	G7	G8
Is the outcome relevant to the UNDP Country Programme Document and policies of the national authorities?	4	4	4	4	4	4	4	4
Is the outcome sustainable and/or owned by the government?	3	2	3	3	2	2	2	2
Has the outcome been achieved in the most efficient manner?	4	2	2	2	2	3	2	3
Total	16	12	14	13	12	13	12	13
Percentage out of perfect score (20)	75%	60%	70%	65%	60%	65%	60%	65%

[1] Performance ranking: Fully = 4; Mostly = 3; Partially = 2; and Not at all = 1

Most of the assessments indicate that overall progress in realizing the objectives, specifically in achieving results, has been partial. Progress has been **mostly** realized in preparing the PRSP and in implementation of the Global Fund programme to respond to the HIV/AIDS epidemic. Progress in other outcomes has been judged to be partial.

Progress in designing and executing programmes to achieve gender equality have been **partial** in all outcomes. The overall conclusion is that there is a general lack of measurable and durable changes with respect to gender inequality.

UNDP has taken care to ensure that the outcomes, as they are defined, are in line with the UNDP's CPD and the GPRSP and, as a consequence, meeting the standards relevance in all outcomes has been **fully** realized.

Building in sustainability has been **mostly** achieved in three out of the eight outcomes all of which are within the poverty pillar. Realizing effective government ownership overall, particularly among the governance outcomes, has been **partial**.

The efficiency of outcome implementation is judged **partial** in five out of the eight outcomes and either **mostly** or **fully** in three others. The efficiency of delivery depends clearly on the circumstances of implementation.

In only two outcomes, does UNDP performance score 70 per cent or higher taking all essential criteria into consideration. This report has reviewed the reasons for this level of performance. They include, among others, UNDP's laborious procedures, mid-cycle budget reductions, the persistence of conflict and lack of a clear and strategic overall programme focus. The conclusion is that overall UNDP performance in realizing these outcomes is **partial** and is in need of improvement.

Key Findings and Recommendations

The following key findings in Table 9 summarize the most significant of the outcome evaluation observations and, in doing so, make recommendations where improvements to the present programme are likely to result in a more positive performance.

Table 9. Summary of Key Findings and Recommendations[36]

Key Findings	Recommendations
1. Programme Coherence • The elements of the country programme in each of the two pillars do not add up to a clear and coherent strategy and in some cases, the components fit awkwardly into the pillar to which they belong. • Outcome activities under the governance rubric operate in parallel with outcome activities under the poverty pillar without taking advantage of the inherent synergy between them. • The poverty pillar includes an eclectic collection of economic recovery programmes which lack the necessary coherence to make a significant contribution to ending conflict in the DRC.	**Recommendations for the current programme** • Revise the structure of the country programme to ensure that the components are sensibly prioritized, that all the anticipated outcomes are of clear strategic value, and that components sharing a strategic domain reinforce each other so that progress toward outcomes can benefit from a more coherent programme. **Recommendations for the next programme cycle** • Ensure the descriptions of outcomes are less grandiose, more feasible and more likely to serve as concrete objectives against which staff, donors and evaluators are able to measure their attainment.

Key Findings	Recommendations
2. Results-based Programme Management • UNDP's efforts to promote 'Managing for Development Results' (MfDR) and the programme approach has not given rise to an effective monitoring and evaluation strategy. • The indicators, critical data and annual targets for each of the outcomes in the ERBM platform, as well as the results framework in the original CPAP 2008-2012 document, are not adequately utilized by UNDP DRC or by national partners for monitoring, evaluation and reporting on outcomes. • There is not a sufficient understanding of the outcomes among UNDP staff or UNDP partners, and this has resulted in a significant delay in the implementation of the original evaluation plan 2008-2012.	**Recommendations for the current programme** • Revise the outcome indicators to ensure indicators assess and report on outcomes and monitor each outcome systematically, at least once a year, based on a harmonized monitoring mechanism across all the programme units. • Ensure that at least one indicator per output is gender specific. **Recommendations for the next programme cycle** • Develop a monitoring and evaluation mechanism that is sensitive to gender for the new results framework of the country programme, based on an approach that is capable of being simply applied by all programme staff and partners in order to promote the realization of outcomes up to the end of the cycle. • Ensure the integration of gender in the definition of outcomes and outputs as well as in the indicators of outcomes and outputs in the new results framework.

36 The report does not specify who should assume responsibility for the recommendations and instead leaves this to the discretion of UNDP.

Key Findings	Recommendations
3. Capacity Development • The majority of activities incorporate a capacity building component which is often a combination of material support such as office equipment, including computers and other IT material, training and workshops to discuss approaches, methods, transfer knowledge and share experiences. • In many cases, material support is in place but training and other mechanisms for transferring knowledge show limited results.	**Recommendations for the current programme** • Plan for and include a post capacity building evaluation tool which assesses, for example, how the participant has benefitted from the training offered, how the training has been used in view of the person's tasks and whether the training improved the performance of the participant or team. **Recommendations for the next programme cycle** • Develop a detailed diagnostic tool that assesses capacity building needs across the programme, which includes timely evaluations of the results and impact of capacity building efforts and includes additional support, such as coaching and on the job training.

Key Findings	Recommendations
4. National capacities for the framing of policies promoting attainment of the Millenium Development Goals (MDGs) are strengthened. (Outcome P1) • The weakest link in this initiative are the provincial government partners whose Priority Action Plans (PAPs), Medium-Term Expenditure Frameworks (MTEFs) and other budgeting exercises guide implementation of the national strategy. The initiative requires greater planning and monitoring skills than are presently available.	**Recommendations for the current programme** • Strengthen the capacity of provincial bodies implementing the GPRSP 2 locally to implement and monitor the programmes proposed. • Oversee an effort to partner private sector firms with provincial planning bodies under the scrutiny of UNDP to sharpen the accounting and planning skills of provincial functionaries. **Recommendations for the next programme cycle** • Initiate a nationwide poverty analysis, with a strong gender equality component, in collaboration with national and local staff in the Ministry of Planning to substantiate and correct the assumptions made in the GPRSP 2.

Key Findings	Recommendations
5. The communities are pacified and local economies are revived. (Outcome P2) • The strategies devised to dismantle non-state armed groups, especially in the North Kivu, South Kivu and Maniema Provinces, have done little to realize their desired outcomes.	**Recommendations for the current programme** • Support efforts at regulating the trade in natural resource: expand the pilot trade centres (centres de négoce) project as a tactic for excluding the participation of non-state armed groups; this is not meant to replace the reinsertion programme for ex-combatants, but rather to complement it. • Build upon pockets of success within economic recovery and social initiatives in the district of Ituri and adapt them to the context of North and South Kivu; improve the targeting and support the full implementation of the PSAR project, while also ensuring that the project functions in synergy with the UNDP's Access to Justice Project.
	Recommendations for the next programme cycle • Build a collaborative partnership with private operators in order to impose limits on the commercial activities of armed groups by regulating their commerce in natural resources.

Key Findings	Recommendations
6. The communities are pacified and local economies are revived. (Outcome P2) • One of the key elements limiting progress in poverty reduction in Ituri and South Kivu has been the lack of access to capital, or microcredit. Microcredit is available in the marketplace but poor and vulnerable households do not qualify to benefit from it due to a lack of collateral. The positive experience of providing microcredit in Beni has demonstrated the feasibility of UNDP successfully offering microcredit to poor and vulnerable households.	**Recommendations for the current programme** • Urge the current UNDP Microfinance Support Programme PASMIF (Programme d'appui au secteur de la microfinance) to devise ways of providing microcredit access to vulnerable and poor households and to support business development.
	Recommendations for the next programme cycle • Introduce microcredit as an integral part of the Community-based recovery programme (Programme de relèvement communautaire), notably in the eastern provinces to support economic growth by making capital available to households at all income levels.

Key Findings	Recommendations
7. Capacities of national institutions are strengthened to manage the environment and expand energy services, especially to the poor. (Outcome P4) • UNDP's concern to focus principally on preparing a strategic national plan to be eligible for international funding diverts attention from making sure that practical applications are pursued in order to ground the projects in concrete realities.	**Recommendations for the current programme** • Following discussions with the Ministry of Environment, settle on an approach to national execution that will resolve the present cessation of work on the PANA project. • Take measures to perform a gender analysis and to target men and women in the strategy and capacity-building efforts associated with the PANA project. As well, use the existing REDD (Reducing Emissions from Deforestation and Forest Degradation in Developing Countries) Gender Thematic group to integrate gender in the REDD National Strategy.
	Recommendations for the next programme cycle • Embark on a selection of field level initiatives to support the environment programme's theoretical initiatives with practical demonstrations; those initiatives do not need to be extensive, but there must be some indication that the programme is prepared to implement its claims with concrete initiatives. • Consider the possibility of establishing the environment programme as a separate pillar.

Key Findings	Recommendations
8. Citizen participation in the exercise of power is increased and access to public services is improved. (Outcome G5) • Support to the electoral cycle, including the management of the basket fund to back up the Electoral Cycle Support Project (PACE), has promoted citizen participation in the electoral cycle. Financing the project via a basket fund has allowed UNDP to manage its contribution to the electoral process through an integrated approach, coordinating donor contributions and drawing on, as needed, international advice. • Management of the basket fund has been laborious and slow, which has occasionally undermined the convenience and the appropriateness of using the fund for financing the electoral cycle.	**Recommendations for the current programme** • Identify obstacles inhibiting the improvement of UNDP's procurement procedures in order to respond to the needs of those managing the electoral cycle in a more timely fashion; provide better support to NGOs to play an effective role in the electoral cycle. **Recommendations for the next programme cycle** • Continue building capacity in the Independent National Electoral Commission (INEC), to ensure the organizations effectiveness in managing the process. • Integrate the support to political parties into the support to the Parliament and the Provincial Assemblies and ensure that all parties elected can benefit from UNDP's support. • Within the PACE project, develop a long-term sub-project focused on the political participation of women and young girls, including the provision of strategic support for the capacity-building of civil society organizations and for a culture of female leadership at the national level and targeted provincial and local levels.

Key Findings	Recommendations
9. The national, provincial and local levels of government have improved their capacities to provide public services. (Outcome G6) • The advantages of decentralization are clear and UNDP has played an important facilitation role for the Technical Unit for Support of the Decentralization Process (CTAD). • Development plans have been elaborated in a participatory manner and these have been an important tool for provincial authorities to provide public services. • There are no resources, however, to put them into effect and consequently no impact on beneficiaries.	**Recommendations for the current programme** • Organize a Forum II to follow up on Forum I of 2007 and play a facilitation role in identifying those obstacles which are impeding progress on decentralization. • Build upon and scale-up instances of success in the programme to ensure that the priorities of men and women are enumerated consistently and scaled up to the local and provincial level. **Recommendations for the next programme cycle** • Identify synergies between the administrative and economic governance components and integrate these with the decentralization component if opportune and ensure that essential reforms with regard to public financial management and public administration are congruent with the decentralization process.

Key Findings	Recommendations
10. The public administration is more efficient and reliable and offers services to citizens effectively, equitably and with transparency. (Outcome G7) • The administrative and economic governance programme is here treated separately from decentralization, and yet, their functions are closely linked. • The economic governance programme, as it presently stands, lacks coherence and in spite of different outputs, because of insufficient resources, has had little impact.	**Recommendations for the current programme** • Continue support to the Cour des Comptes and analyze the factors that contribute to achieving the outcome; consider using this approach in other governance components. • Operationalize the Aid and Investment Management Platform, PGAI (Plateforme de gestion de l'aide et des investissements), and encourage the government to provide a single aid coordination mechanism. • Accelerate support to ensure that the legal framework with regard to public administration and public finance reforms are concluded. • Increase UNDP's support to government to encourage improvements in the quality and availability of sex-disaggregated data used by policy makers and planners.
	Recommendations for the next programme cycle • Take advantage of synergies between the administrative and economic governance programme and the decentralization programme in order to advance fundamental reforms in the proposed reforms in public finance and public administration.
11. Armed violence is significantly reduced and the protection of the citizens is effectively secured by the services of the State (Outcome G8) • UNDP's Access to Justice Project and other similar projects operating in Eastern Congo have measurably increased access to justice for survivors of sexual violence. It has improved the whole penal chain for survivors of sexual violence and also created positive externalities for the whole security and justice system.	**Recommendations for the current programme** • Continue the access to justice programme and expand the approach to address the access to justice needs of women and girls and the economic needs after trial, and expand measures to re-integrate them into communities.
	Recommendations for the next programme cycle • Partner with UN Women's initiatives on reparations by taking on an increased role in Women's Access to Justice at the national policy level.

Key Findings	Recommendations
12. Armed violence is significantly reduced and the protection of the citizens is effectively secured by the services of the State (Outcome G8) • UNDP has been assisting the government with reforms in the justice sector, including: reconstruction of training centres for the police, training police officers, training new judges and access to free justice programmes. In addition, UNDP has introduced an access to justice programme to support victims of sexual violence. Reforms to justice are on-going and some results are substantial, notably in the area of improved police training. The access to justice programme is showing initial results.	**Recommendations for the current programme** • Make an inventory of activities undertaken by other donors in justice reform sector in order to ensure complementarity. **Recommendations for the next programme cycle** • Continue with police training and if possible expand the programme taking into consideration the proximity police approach. • Expand access to justice programme in numbers of participants and in extent of area served.
13. Armed violence is significantly reduced and the protection of the citizens is effectively secured by the services of the State (Outcome G8) • Post-brassage and disarmament, demobilization and reintegration (DDR) activities have been successful but have not resolved the conflict. In order to make these efforts more sustainable and have a greater impact on conflict prevention, there is a need for the development of medium term poverty alleviation programmes in which the ongoing activities under the current reduction of Small Arms and Light Weapons (SALW) initiative could be integrated.	**Recommendations for the current programme** • Include the reduction of SALW initiatives within forthcoming poverty alleviation programmes to support DDR activities. **Recommendations for the next programme cycle** • Transfer all security programmes from the governance pillar to the poverty and conflict reduction programmes.

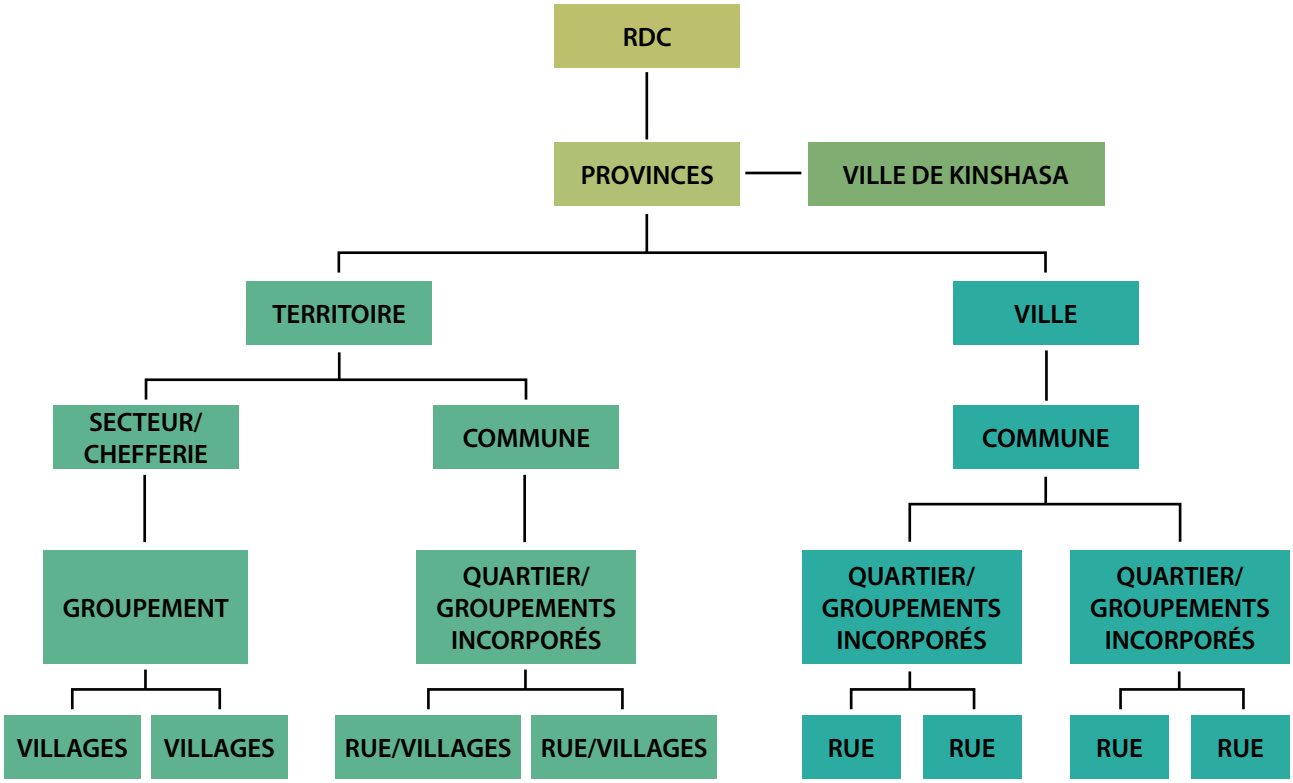
Key Findings	Recommendations
14. Key Finding, Gender • Progress toward gender equality and women's empowerment is either partial or non-existent. There is largely limited progress, or "pockets of success" at the project or micro-project level within outcomes P1 (support for MDG achievement), P2 and P3 (community revitalisation and HIV/AIDS), G6 (local governance and decentralisation), and G8 (security and judicial governance). The weak overall progress is attributable to several determining factors: i) weak operationalization of the UNDP Gender Strategy and the inability to incorporate gender analysis and strategies in the project development phase; ii) weak identification of outcome indicators, outputs, and output indicators focused on gender equality and women's empowerment; iii) insufficient technical expertise to embed gender equality and women's empowerment in key UNDP programmes and projects.	**Recommendations for the current programme** • Ensure a consensus on key gender equality priorities, update and operationalize the UNDP Gender Strategy, in consultation with UNDP senior leadership, and in partnership with UN-Women and the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO); as well, prepare a technical plan to assist UNDP programmatic and cross-cutting units to implement the strategy. • Build upon and scale-up instances of success in key areas such as gender-responsive budgeting and planning (including the possible secondment of personnel to the Ministry of Planning) (P1), economic revitalisation and social cohesion (P2), HIV/AIDS (P3), decentralisation (G5), and security and judicial governance (P8). • Develop synergies and common approaches for addressing sexual violence in outcomes P1 (support for the MDGs), P2 (community rehabilitation), P3 (HIV/AIDS), G6 (local governance and decentralisation), G7 (administrative governance) and G8 (post-brassage). • Ensure that the resources from the PACE Project basket fund are available to the MONUSCO Gender and Elections Team to ensure immediate implementation of planned activities.
	Recommendations for the next programme cycle • Operationalize a long-term UNDP gender strategy in synergy with and to support the development of the new UNDP 2012-2014 Country Office Strategy. The strategy should be developed in close collaboration with UN Women, with a focus on key strategic domains of intervention for UNDP: gender-responsive budgeting and planning, local governance and decentralisation, economic revitalisation and social cohesion, and access to justice. • Improve considerably the quality and quantity of gender equality expertise in the Country Office as a whole, and limit the functions of the Gender Unit to quality assurance with respect to gender equality in CO programming.

Key Findings	Recommendations
15. Key Finding, Gender • In addition to the two existing projects focused on providing services to survivors of sexual and gender-based violence, UNDP should also take a larger leadership role to address sexual violence priorities identified in existing UNDP programmes, with the Ministry of Justice and the Mixed Justice Committee (Thematic Group).	**Recommendations for the current programme** • Assume an active role in national-level politics with respect to access to justice for survivors of sexual violence. In particular, increase the capacity of the Ministry of Justice to coordinate initiatives on sexual violence, within the context of existing UNDP support to the Ministry.
	Recommendations for the next programme cycle • In collaboration with MONUSCO and UN-Women, develop and disseminate a standardized methodology for integrating sexual violence prevention and response in all UNDP programmes.
16. Key Finding, Gender • There is a significant lack of gender balance and respect for women staff members at all levels of the UNDP Country Office in the DRC. Progress in this area is greatly needed so that UNDP can model the changes it aims to inspire with respect to gender equality in its programming.	**Recommendations for the next programme cycle** • Take immediate measures at the institutional level to address the lack of gender balance and respect for women staff members in the Country Office.

Annex 1

Overview of the decentralization process and deconcentrated services

Organisation territoriale, politique et administrative de la RDC



Source : Ministry of Decentralization and Urban and Regional Planning and Ministry of Planning (2010). *Guide de la citoyenneté et de la participation citoyenne*, DRC, December 6, 2010, page 51.

Annex 2

Achievement and Challenges with regard to the Development Plans

Table 10. Achievements and Challenges

Achievements	Challenges
Increase ownership, involvement and visibility of the government's authority.	Fiscal transfers from GoDRC are irregular and insufficient; this will undermine routine tasks. Some territories remain instable and insecurity prevents local authorities from working in all sectors.
Link between priorities and provincial PRSP and MDGs.	Pro-poor spending to provide essential services to the poor and a stronger link with community rehabilitation.
Key data available: population, poverty index (for the province only), MDG and gender.	Tracking data over time is important to ensure that the right beneficiaries are targeted.
Some plans have logical frameworks.	M&E is generally weak.
Provincial authorities develop capacities to administer the province, including such functions as tax collecting.	Fiscal transfers to ETDs are minimal and not in time.
The administrative and political authorities learn to work together and local development plans are discussed in the assemblies and annual plans signed by the Governor.	Creating expectations that these plans will indeed be financed whereas the retrocession (grant) is limited and mostly used for paying salaries.
Basic infrastructure provided to enable local authorities to manage their functions.	Risks that recurrent budgets are insufficient for maintenance.
NGOs are participating in routine discussions of provincial and local plans and evaluations of the action plans and can wield influence. They are members of the oversight committee for PADDL.	NGOs remain at times in a conflict position with government but overall the relationship has improved.
NGOs play a strong role in the diagnostic stage of the local plans.	NGOs need to play a greater role at all stages of planning, implementation and evaluation.

Achievements	Challenges
Provisions in the Constitution determine Provincial share of the fiscal envelop at 40 percent.	The existing Public Financial Management (PFM) regulations are not implemented, and provinces have no means to implement their plans. Dependency on donors will increase and de facto donors finance government functions.
Planification starts at the village level and therefore, a strong participatory and bottom-up approach has been implemented.	It is not clear who the beneficiaries are since they are multiple and at various levels, including groupement, sous-groupement and village. A danger is that the secteur will benefit more from the plan then others, and in particular when there are competing views over priorities.
Empowering local communities to express needs and plan accordingly. Development starts to be owned.	Although women's groups have been targeted, gender is not explicitly targeted in priorities, which could be a result of the absence of a poverty reduction orientation in the local development plans.
All activities are budgeted.	Cost estimates are not clear (costs per unit for example). Investment plans run the risk of insufficient recurrent costs (covered by the state or donor). Investments need to be complemented by recruiting HR and paying salaries.
Annual investment and development plans based on the medium term show that government is in charge and that support to the activities is coordinated by the authorities.	Mobilisation of resources is slow and low (between 15 to 30 percent of the total) which may affect the prioritization of sectors or activities and may affect the existing cohesion among members of the local development committee. Their own contributions are low, only 5 percent in Beni-Mbau.
Strong opportunities for coordination among donors and NGOs; avoiding duplication. Option of joint pilot projects.	Performance of the year 2010 in Beni-Mbau, for example, is low due to limited resources. The Chefferie which is being build with PADDL assistance is expected to be ready later this year.
Decentralised and deconcentrated levels of government can work jointly if roles and responsibilities are clearly defined.	Deconcentrated levels are responsible for 28 different services but it is not clear how they relate to other government entities. Remaining uncertainties over what competences will be transferred and what resources will become available.

Annex 3

DDR operations 2009-2010

Table 11. DDR Operations 2009-2010

PROVINCE	LOCATION	DATES	NO. OF EX-COMBATTANTS	OBSERVATIONS
NORTH KIVU	Kituku	July- August 2010	Int: **83** UNDP: **200** PNDDR: **143**	Instances: 29 classic and 54 accelerated
	Mubambiro		UNDP: **181**	
	Nyaleke		UNDP: **273**	
	Walikale	March-April 2010	Int: **282** UNDP: **145** PNDDR: **01**	
	Hombo Nord	May-June 2010	Int: **199** UNDP: **193**	
	Beni		UNDP: **136**	
SOUTH KIVU	Luberizi	April-July 2009	UNDP: **342**	
	Kalehe	May-June 2009	UNDP: **347**	
MANIEMA	Katako	July-August 2009	UNDP: **1,046**	
	Wamaza	October-November 2009	UNDP: **1,315**	

Source: Data provided during an interview with representatives from the MONUSCO and the United Nations in Goma, May 2011.

Annex 4

Overview of UNDP's Contributions in the Access to Justice Programme: Sexual Violence

1. Significant technical and logistical strengthening of the capacity of the criminal justice system, including medical doctors, criminal police, judges, military tribunals, and prosecutors to accompany survivors of violence through the justice system.

2. Measures to strengthen the capacity of local NGOs (including legal aid clinics) to provide legal support, and to coordinate and standardize legal assistance. Efforts to re-establish the local population's faith in the justice system and address sexual violence as an unacceptable practice and a violation of human rights.

3. Monitoring of the entire penal process to ensure that cases are prepared in a timely and accurate fashion to meet quality and time deadlines for police reports, medical certificates and other documents to support the prosecution of cases of sexual violence.

4. Covering the costs, as needed, for transportation and room and board of survivors of sexual violence, and for those individuals associated with enabling the judiciary to handle cases within the stipulated timeframe.

5. In partnership with other agencies, developing and disseminating a sexual violence referral pathway in North and South Kivu, and in Ituri. This will likely further encourage women and girls to seek increased judicial redress for sexual violence and also augment their access to medical, psychosocial, socio-economic reinsertion support.

Table 12. UNDP's Programme Data on Sexual Violence

	2010			2011		
Region	Complaints filed	Assisted	Addressed	Complaints filed	Assisted	Addressed
North Kivu	74	71	+120	86	81	N/A
South Kivu	108	20	N/A	38	32	N/A
Ituri	N/A	57	N/A	65	65	12
Total	**182**	**148**	**+120**	**189**	**178**	**N/A**

Source: Programme Gouvernance, Composante Judiciaire et Sécuritaire: Rapport d'évaluation - Phase Pilote (May 2011).

Overview of sexual violence cases addressed by the legal system in 2010 and 2011

The table above provides evidence that the aforementioned integrated and comprehensive approach is bearing fruit in terms of increased judicial and social redress for sexual violence. It highlights that in 2010, there were 182 complaints filed, 148 assisted, and more than 120 cases addressed by the legal system. In first part of 2011 alone, there were 189 cases registered and 178 cases assisted by the legal system. The number of cases addressed by the legal system in 2011 is not available.

In 2010 and 2011, sexual violence cases represent nearly 50 percent of the caseload of the courts, an indication that the project has significantly raised the profile of sexual violence by funding the basic functioning of the judicial system. This is a red flag that the overall capacity of the courts is quite weak and additional advocacy and resources for the judicial system are needed within efforts that fall under this outcome.

In addition to the aforementioned cases, support in 2010 for three extra-judicial, mobile hearings on sexual violence in North Kivu and Ituri encouraged the prosecution of 20 cases of rape, of which 11 guilty verdicts were returned in North Kivu, and 44 cases of rape were prosecuted with 16 resulting in a guilty verdict in Ituri. In 2011, UNDP supported an additional 6 extra-judicial hearings in which 52 cases of sexual violence were judged. No data are available on the number of guilty verdicts. These hearings, among them hearings for the mass rape of nearly 300 civilians by FDLR rebels and Congolese Mai-Mai fighters in Walikale in 2010, create an important precedent and send an important message to past and potential perpetrators of sexual violence from armed groups and the military.

Annex 5

List of Persons Consulted

UNDP DRC Country Office - Kinshasa

- Fidèle Sarassoro, Représentant résident du PNUD et Coordonnateur résident
- Adama Guindo, Directeur Pays
- Nick René Hartmann, Directeur de Pays Adjoint(Programme)
- Assadi Ahamadi, Team Leader, NIM/DIM
- Anastasie Manzanga, Chargée de Programme, Unité Gouvernance
- Annie Bipendu, Chargée de Programme, Unité Gouvernance
- Bertrand Ginet, Partenariats et Liaison avec les Bailleurs
- Beatrice Tshidibi, Associée du Programme et Intérim Suivi et Évaluation, Unité de Lutte Contre la Pauvreté
- Boureima Younoussa, Operations Manager, Opérations
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- Charles Wasikama, Chargé de programme, Environnement, Unité de Lutte Contre la Pauvreté
- Didier Ekwi Anta, Expert National en Planification, Unité Gouvernance
- Edouard Lamah, Spécialiste en Suivi et Évaluation, Unité Gouvernance
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- Florence Marchal, Spécialiste en Communication, Unité de Communications
- François Elika Atubolo, Chargé de Programme, Unité Genre
- Fumie Nakamura, Spécialiste de Suivi et Évaluation, Unité de Suivi et Évaluation
- Gaston Asitaki, Conseiller National en Réforme du Secteur de la Sécurité
- Gilbert Aho, Team Leader, Unité de Lutte contre la Pauvreté
- Idesbald Chinamula Vuningoma, Conseiller national en Changements Climatiques, Unité de Lutte Contre la Pauvreté
- Jean Claude Kessous, Spécialiste Lutte Anti-Corruption
- Jean Lavoie, Coordonnateur Principal, Unité Gouvernance
- Josef Debeus, Programme Advisor Reintegration and Recovery, Unité de Lutte Contre la Pauvreté
- Marie Bapu, Experte Nationale, Unité Genre
- Marthe Massa Yansomwe, Assistante, PMSU
- Micheline Maunga, Chargée de Programme Gouvernance Administrative, Unité Gouvernance

- Nelly Kankolongo, Chargée de Programme, Unité Gouvernance
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- Susan Asomaning, Human Resource Specialist, Opérations
- Stanislas Baba, Conseiller, Gouvernance Politique, Unité Gouvernance
- Stéphane Amani, Conseiller en Microfinance, Emploi et Secteur Privé, Unité de Lutte Contre la Pauvreté
- Sylvie Ngalimbaya, Experte Nationale en Genre, OSC et Médias, Unité Gouvernance
- Xaverine Kira, Associée de Programme, Unité Genre

Ministries and National Institutions

Prime Minister Office
- Delphin Tubula Seshi, Conseiller Administratif du Premier Ministre
- Jean-Claude Masini, Conseiller Administratif Adjoint
- Jean-Paul Mbaya, Conseiller Principal, Économie et Finances

Ministry of International and Regional Cooperation
- Mondonga-o-Batobandelye, Secrétaire Général
- Bokota Likangau, Directeur, DSG
- Katsamingu Kebenga, Directeur, Chef de Service de la Coopération Bilatérale avec les pays du Nord
- Kumakinga-Ngwey, Directeur, Coordination
- Mpaka Bin Mpaka, Assistant Secrétaire Général
- N'Siala Kapesa, Chef de Division Unique
- Pakabomba B. Koni, Directeur de Cabinet
- Patrick Nyemdo, Secrétariat Général
- Tshimbinda Bilolo Zach, Directeur, Chef de Services de la Coopération

Ministry of Planning
- Monique Likele Batiwelo, Secrétaire Général
- Francesca Mbomboko, Coordinatrice OCPI, Ministère du Plan
- Kabemba Musange, DFR
- Jean, Kasongo Chef, Division Unique
- Likele Batiwelo, Ministère du Plan
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- Matondo Ngumbi, COSEP
- Mulopu Tshibwaabwa, Chef de Division, Programmation
- Théo Kamene, Ministère du Plan

Institute of National Statistics (INS)
- Grégoire Kankwanda Ebuldang, Chargé de Mission

Ministry of Interior and Public Security
- Georges Zuka Mon'do Ugonda-Lemba, Vice-Ministre
- Boniface Okende, Secrétaire Général

Ministry of Decentralization and Urban and Regional Planning
- Charles Paluku, Directeur de Cabinet
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Ministry of Civil Service
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Annex 6
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Annex 7

Terms of Reference

The terms of reference for the outcome evaluation are available in the DRC section of the UNDP Evaluation Resource Centre (ERC) website, at: **http://erc.undp.org/evaluationadmin/manageplans/viewplandetail.html?planid=989**

Annex 8

Evaluation Matrix

The following table includes only a selection of questions and indicators prepared in advance of the outcome evaluation inquiries.

Table 13. Evaluation Matrix

Question or Sub-Question	Indicator	Sources and types of Information
Outcome P1 National capacities for the framing of policies promoting attainment of the Millennium Development Goals (MDGs) are strengthened.		
Has the Ministry of Planning participated fully in the preparation of the Growth and Poverty Reduction Strategy Paper, GPRSP 2?	Evidence that the Ministry of Planning participated fully in the preparation of the GPRSP 2	Interviews with consultants and officers in the Ministry and others associated with the drafting
Has the GPRSP 2 been developed on the basis of GPRSP 1?	Indications that the GPRSP 2 been developed on the basis of GPRSP 1	Interviews with drafters
Are provincial planners adequately formed and informed?	Evidence of participation and training of provincial planners in the drafting of GPRSP 2 and in other planning and budgeting exercises.	Interviews with drafters and participants
Is there a credible link between poverty and conflict and a credible strategy for addressing the combination of these two?	Programming based on an analysis of a clear link between persistent conflict, displacement and pillage on the one hand and poverty on the other with effective remedies	Review of the GPRSP 2 analysis and programmes Interview with UNDP staff and government officials
Does the GPRSP 2 take gender into consideration as well as other documents, such as Priority Action Plans (PAP) and Medium Term Expenditure Framework (MTEF)?	Is the new framework for monitoring and evaluation sensitive to gender? Are the new methodological tools gender-sensitive? Are the GPRSP and the PAP, national and provincial, gender sensitive? How much are civil society organizations implicated in the process of budgeting and planning of which GPRSP is a part?	Assessment of gender sensitivity of framework Assessment of gender sensitivity of methodological tools Assessment of gender sensitivity for the GPRSP 1 and 2 Interviews with government, World Bank and other key actors
Is there a system of reporting which is uniform throughout the country?	Presence of a system of reporting with relevant indicators and sources of data used in a relatively uniform manner	Evidence of a unified reporting framework adopted Training programmes implemented to facilitate reporting process
Is the GPRSP 2 relevant to the MDGs?	Convergence of the GPRSP 2 with the MDGs	Review of the GPRSP 2 assessing its pertinence to the MDGs

Question or Sub-Question	Indicator	Sources and types of Information
Are public, private and civil society organizations adequately represented?	Evidence of appropriate roles for public, private and civil society	Review of the GPRSP 2 Interviews with relevant government and UNDP Staff
Outcome P2 The communities are pacified and local economies are revived.		
Has the re-integration programme attracted as many ex-combatants as expected, and has their re-integration reduced the numbers of rebels/non-state armed groups?	Numbers of women and men re-integrated as a percentage of those anticipated Evidence of a reduction in rebel ranks as a result of the re-integration of ex-combatants	Estimate of changes in number of non-state armed combatants Interrogation of community leaders on effectiveness of re-integration of men and women
How effective is the construction of markets and the professional formation of individuals in increasing the level of employment and income?	Increase in the level of commerce in foodstuffs and other basic commodities Decrease in levels of unemployment at community levels	Interrogation of community leaders on the impact of reconstructed markets and employment training.
What is the scope and impact of agriculture interventions, provision of animals and animal services?	Number of family beneficiaries and degree of increased food security for those receiving animals and animal services	Interview with agricultural field agents on the scope and impact of the programme Interview with beneficiaries regarding impact on family income/food security
How effectively are women, who suffered from abuse during armed conflict, re-integrated into home communities?	Procedures and problems in restoring an equitable place in home communities for women who were displaced and who participated in or were abused by conflict	Interview with relevant staff in MONUSCO and civil society groups Interview with women who were displaced, abused or participated in war
Are efforts of reconciliation among rebels and antagonistic ethnic groups effective?	Issues on which peace-building committees are/are not able to reach common understandings among previously antagonistic ethnicities	Meeting with peace-building committees Interviews with local leaders regarding the reconciliation of issues
Is there a demonstrable link between the programme's economic initiatives and the reduction of inter-rebel and inter-ethnic conflict?	Evidence of a direct relationship between the participation in economic recovery programmes and conflict abatement/ community reconciliation	Interviews regarding the link between economic recovery and conflict reduction Assessment of the logic of the linkage

Question or Sub-Question	Indicator	Sources and types of Information
To what extent has the programme addressed one of the principal sources conflict: access to minerals?	Pertinence of the pacification and economic recovery programme to the issue of accessing and trading in conflict minerals	Examination of the extent to which the programmes are likely to regulate access to gold, tin, tungsten and tantalum by rebel groups
How has the Microfinance Promotion Fund (FPM) made provisions to specifically address the target groups: veterans returning from war, men and women alike?	Specific indication of adaptation of the microfinance programme to the poorest and veterans returning from war	Proportion of poorest households and ex-combatants participating in microfinance
Has the microfinance programme increased in size, numbers and value?	Increase in size of investment, staff, beneficiaries and re-payment rates over three years of the programme	Consultation of programme database at the national, regional, provincial and village level
Are viable investments made available for microfinance loans?	Evidence that types of micro-enterprise are viable and appropriate to the region Availability of training for loan recipients	Review of the types of micro-enterprise undertaken and an assessment of returns to each Interviews with regional and local managers regarding training and viability
Are sites for microfinance programmes chosen to have the most pertinent effect in vulnerable areas?	Proportion of all microfinance services in the poorest areas and in proximity to mining sites where alternative sources of income would be valuable assets	Review of the distribution of microfinance programmes and assessment of their impact on vulnerable population and around sites of mineral extraction
Does the Banque Centrale de Congo provide adequate supervision at the national, provincial and local levels?	Presence of outreach programmes to ensure appropriate investments Frequency of contact between microfinance programmes and administering agency	Interview with outreach staff at Banque Centrale de Congo or other organization Interview with provincial microfinance policy makers and planners
Have women (IDPs, returnees, and in particular those who have survived sexual violence) in target communities initiated new or bolstered existing economic activities/businesses?	Evidence of women returnees' engagement in new or existing economic activities. Proportion of women as part of total engaging in new individual or collective economic activities in a particular domain (market, agricultural activities)	Interviews with local leaders on the development of new businesses Review of business development curriculum One Focus Group per location with 4-5 with women who have initiated or bolstered existing economic activities in target communities

Question or Sub-Question	Indicator	Sources and types of Information
Do host communities provide an enabling environment for the reintegration of former female combatants or "participants" in armed groups, in particular those who were forced to render sexual services to male combatants? Have women and young girls who were formerly part of armed groups reintegrated into civil life and benefitted from services targeted at former demobilized combatants? Have the priorities and expertise of women and men, in particular those of IDPs and returnees, been given equal weight in community fora and planning frameworks?	Quality and level of women's participation in social cohesion mechanisms Degree to which social cohesion mechanisms, and community-level planning frameworks reflect the priorities and expertise of women and men (including gender-based violence)	Reintegration statistics, by sex – UNDP and MONUSCO programme data Interviews with community leaders
Are women and girls able to access basic socio-economic services? Do women who participated willingly or unwillingly along side armed groups, returnees, IDPs, and survivors of sexual violence have access to these services? Are survivors of sexual violence able to access specific services necessary for their recovery, within and beyond their communities?	Are community-level decision making and planning and structures informed by the participation, priorities, and needs of all members of the community Within fiscal constraints, the extent to which services to all members of the population improved, in accordance with their identified priority needs Systems are in place for survivors of sexual violence to facilitate their travel to receive medical treatment (including that for traumatic fistula), to obtain legal redress, and to remove themselves from physical danger	Interviews with community leaders in target communities Interviews with women in target communities Interviews with health service providers (community and beyond): MSF, UNFPA, local government

Question or Sub-Question	Indicator	Sources and types of Information
Has the microfinance sector (large banks, microfinance institutions) increasingly met the micro-credit needs of local community economic actors? If so, for which local community economic actors? What proportion are female or male returnees, IDPs, former combatants, former sexual slaves or prostitutes to armed groups? Do newly developed regulatory texts on microfinance take into account the specific needs of women and men, in particular those of women-headed households?	The proportions of women/men receiving micro-credit in target communities Types of business activities that have received micro-credit, by sex Gender-responsiveness of national legal, regulatory, and institutional frameworks -(including the National Microfinance Strategy (SNMF), and the Programme Management Unit (UGP) Targeting and level of awareness of local populations (including women) of the availability of micro-credit	Programme reporting Review of National Microfinance Strategy (SNMF)
Outcome P3 Response to HIV/AIDS is harmonized and national programme management capacities are strengthened.		
Is the Multi-Sector National Programme For the Fight Against AIDS (PNMLS) functioning adequately?	The PNMLS is established, funded and with adequate specialists and expertise to manage the scope of the programme	Interview with officials in the PNMLS Interview with representatives of the PNMLS in the provinces
In what specific ways is the PNMLS programme linked to poverty reduction and integrated with the GPRSP 2?	Evidence and adequacy of inter-linkages made in the PNMLS programme and the GPRSP 2 programmes	Review of GPRSP 2 and PNMLS programmes to critically appraise the logic and practicality of the linkage between VIH/AIDS and poverty
Has the programme, as currently designed, specifically incorporated the participation of civil society and the private sector?	Evidence of the specific incorporation of the participation of civil society and the private sector	Interview with PNMLS officials, with key UNDP informants and with select individuals in the civil society, and the community
Does the PNMLS adequately include the protection of the rights of people living with HIV/AIDS?	Proportion of estimated numbers of individuals living with HIV/AIDS receiving protection and assistance	Interview with PNMLS officials, with key UNDP informants and with select individual beneficiaries
Are sectoral and provincial plans prepared and in conformity with the PNMLS and the GPRSP 2?	Proportion of provincial and sectorial plans in conformity with the PNMLS and the GPRSP 2	Interview with PNMLS officials, with key UNDP informants and with officials implementing the programme
Has the incidence of malaria, tuberculosis and HIV/AIDS diminished over the period of the programme?	Incidence of malaria, tuberculosis and HIV/AIDS year by year	Health database, UNDP reports, reports of the Ministry of Public Health

Question or Sub-Question	Indicator	Sources and types of Information
The ensemble of national analytical documents and planning tools identify and are responsive to the distinct HIV/AIDS prevention and response needs of women and men, in particular those of returnees, IDPs, and those reintegrating into civilian life. National and provincial government systems to coordinate HIV/AIDS services are better performing and more gender-responsive? Given the increased number of programs/services to address specific HIV/AIDS prevention and response needs of men/women, in particular those who are at greatest risk or contracting HIV/AIDS including: Pregnant women, children at risk of contracting HIV/AIDS from HIV/AIDS positive mothers, and women used as sexual slaves or raped by armed groups, has the leadership of women increased, in particular those who are HIV positive, in the articulation of the needs of other HIV/AIDS positive women?	National policy and planning structures include an analysis of HIV/AIDS prevention and response needs and priorities, by gender, and include specific budgetary allocations to address them. These include: ▪ The National HIV/AIDS Strategy ▪ PAP and MTEF (Ministry of Planning) ▪ HIV/AIDS Referral Pathway (Feuille de Route) is functional for all segments of the population (including prostitutes and women used as sexual slaves by armed groups) ▪ Gender checklist and UNDP Gender and HIV/AIDS document used in national budget planning processes	Review of National HIV/AIDS Strategy, MTEF/PAP for HIV/AIDS, HIV/AIDS Referral Pathway HIV/AIDS programming reporting and data from the Global HIV/AIDS Fund. Interview with the Minister of Planning and the Minister of Public Health
Outcome P4 Capacities of national institutions are strengthened to manage the environment and expand energy services, especially to the poor.		
How capable is the national body providing coordination for sustainable development in the area of environmental action?	Engagement and level of activity of the Integrated Water Resources Management (IWRM) and the Observatory of the Environment (Observatoire de l'environnement)	Interview with UNDP officials Interview with staff members of IWRM and the REDD programme
Is a mechanism in place for tracking the level of carbon emissions?	Evidence of a design and an implementation programme in place, with centres of assessment, for measuring and reporting on carbon emissions	Interview with staff members of the REDD programme, UNDP officials and relevant government officials
Are measures being taken to reduce carbon emissions?	Number of actions taken to reduce carbon emissions and level of engagement Number of shifting cultivators agreeing to settle and become sedentary	Interview with staff members of the REDD programme, relevant UNDP staff and government officials

Question or Sub-Question	Indicator	Sources and types of Information
Are there efforts to disseminate information and techniques for reduction of carbon emissions?	Awareness among government decision makers of resources and means for reducing carbon emissions Awareness among private sector of resources and means for reducing carbon emissions	Interview with staff members of REDD programme, relevant UNDP staff and government officials Interview with select staff at the Fédération des Entreprises du Congo (FEC)
In what specific ways is the reduction of carbon emissions linked to poverty reduction and integrated with the GPRSP 2?	Clear linkage made in the GPRSP 2 to specific measures in environmental programming and planning indicating how environment programming can alleviate poverty	Interview with relevant government officials, relevant ministries and key UNDP staff
What has been the outcome of the DRC's participation in international negotiations regarding climate change?	Numbers and adequacy of DRC leadership in the United Nations Framework Convention on Climate Change	Interview with relevant government officials, relevant ministries and key UNDP staff
National processes to manage the environment and expand environment and energy services to the poor are gender-sensitive (including taking in account the role that women play in environmental management?	Gender-sensitivity of the PAP/MTEF and other GPRSP 2 documents and processes for sustainable land management Gendered impact of environmental degradation acknowledged and addressed by the national preparatory plan for the REDD programme, along with the recognition of the important leadership role that women can play in addressing it Gender-sensitivity of the forthcoming Prodoc on renewable energy and electrification	Review of PAP/MTEF related to sustainable land management Review of the REDD programme Interviews with key technical focal points in the Ministry of Environement
Outcome G5 Citizen participation in the exercise of power is increased and access to public services is improved.		
How effectively are the parliaments operating and what legislative and other powers are they exercising?	Number of sessions held and their agenda Existence of parliamentary commissions Laws promulgated and implementing decrees	Audits Interview with civil servants/policy makers Interview with service providers in health and education

Question or Sub-Question	Indicator	Sources and types of Information
How are independent commissions contributing to enhance citizen participation (anti-corruption, media, Independent National Electoral Commission (INEC))?	Examples of effective interventions and pressure	Interviews with local chiefs Interview with governors; Independent decentralization experts NGOs
Are political parties registered in accordance with the law and following its requirements?	Number of completed registrations as a percentage of the total	Interview with the technical director of the PADLL programme Local government: interviews with a wide range of representatives
Have political parties adhered to some basic principles such as transparency, publication of financial resources, and respect of rules of the game?	Evidence of existing procedures Annual report and audit of accounts	Interview with civil servants Interview with the Ministry of Decentralisation NGOs
Are women, especially those repatriated, properly targeted in the programme? Is there adequate gender disaggregation for those recently on the electoral rolls?	INEC's strategic documents regarding the inscription of women as voters and candidates	Documents from the INEC and watchdog NGOs
What evidence is there that the INEC's approaches have had an effect outside of the capital?	Review of activities and functions of local INEC offices	Interviews with local directors and observers
Has media reported properly and is the media capable of doing so?	Evidence that media has reported in a systematic manner	Interviews with NGOs, media enterprises and independent observers
Is there indication that those elected have maintained relationships with their constituency?	Evidence from formal and informal communication	Interviews with watchdog NGOs and other media
What evidence is there that technical skills (electoral) in the INEC have contributed to improving electoral preparations outside the capital ?	Evidence from the INEC's local offices	Interviews with public function and decentralization officiers, and task managers Interviews with local government officials
Which competencies and skills have been transferred and/or trained?	Evidence of training and its results Evidence that these skills are being used	Civil servants transferred or hired

Question or Sub-Question	Indicator	Sources and types of Information
Are women represented in the leadership, and will they be targeted for key posts in the INEC? Is there institutional commitment at INEC to ensure the representation of women among the electoral agents, trainers, judges and computer specialists? Will all responsibility for ensuring outreach to women be delegated to the "unité genre et elections" of INEC or will it be mainstreamed throughout the organization? Are women equitably represented among the staff conducting the update of the fiche electoral, in each province?	Ratio of men/women in leadership role in the INEC Ratio of men/women in electoral agents, trainers, judges, and computer specialists positions Existence of INEC strategy documents, if any, to target women, in terms of their registration to vote and candidacy Comprehensiveness and consistency of training provided to potential woman candidates in national and local elections Level of political will among political parties and senior-level stakeholders to put forward and support female candidates	INEC's documentation Interviews with candidates for election
Outcome G6 The national, provincial and local levels of government have improved their capacities to provide public services.		
What evidence is there that local government is empowered to develop and implement its policies based on a devolution/decentralization of functions?	Timely disbursements of fiscal transfers Existing policy documents that treat priorities in line with central government objectives Sector plans for social services/infrastructure	Audits Interviews with civil servants and policy makers at the local and central levels Interviews with service providers in health and education
What evidence is there that local chiefs have been effectively mobilized into this process?	Extent to which local chiefs have been mobilized	Interviews with local chiefs Interviews with governors, independent decentralization experts, and NGOs

Question or Sub-Question	Indicator	Sources and types of Information
What evidence is there that the legal and institutional requirements for the different levels of government are operational?	Number of laws promulgated and decrees prepared Creation and staffing of institutions Fiscal transfers and percentage of investment budget spent Planning documents, including budgets	Interview with the technical director of the PADLL programme Interviews with a wide range of representatives within local government
How are civil servants recruited, promoted and paid for decentralized functions?	Staffing planning documents HR documents outlining procedures	Interviews with civil servants Interview with the Ministry of Decentralisation NGOs
What evidence is there that the public receives the services it needs, including in areas that still suffer from tensions? (free of corruption?)	Extent to which national, vertical or sector programmes are being integrated into local government (transfer of responsibility)	Statistical data under the GPRSP Other survey data Sector level donor evidence for S.Kivu and N.Kivu
Have HR needs and skills been identified at lower levels of government?	Evidence of planning to transfer and train HR and its implementation or the preparation for such Action plan's implementation within the CSMOD framework and progress on implementation Congruence between decentralization and skills transfers with civil service reform	Interviews with public function and decentralization officiers, and task managers Interviews with local government officials
Which competencies and skills have been transferred and/or trained?	Evidence of training and its results Evidence that these skills are being used	Number of civil servants transferred or hired

Question or Sub-Question	Indicator	Sources and types of Information
Do existing Local Development Plans (LDPs) and Provincial Development Plans (PDPs) and the model created to support Local Development Fund (LDF) implementation take into account the priority needs of women and men in the ETDs?	The extent to which gender analysis and priorities are reflected in the template of local planning tools Draft or finalized LDPs identifying the priority needs of women, in particular those of returnees and IDPs, and describe measures to address those needs	Review of a selection (3-4) of the most complete local development plans Interviews with community leaders to gauge the type of support received from line ministries Interviews with local women in leadership positions at the community level
Outcome G7 The public administration is more efficient and reliable and offers services to citizens effectively, equitably and with transparency.		
How effective are the diaspora programmes and are they accepted by DRC nationals given the tension in political preferences/ethnic and regional backgrounds?	No. of disaspora members contracted and length of service No. of disaspora members who remained beyond the programme	Representation of the International Organization for Migration (IOM) in Kinshasa
What is the status of the legal framework for public management?	Number of laws promulgated Evidence of implementation of legislation	Prime Minister services, Civil Service Media Representatives of the private sector
Have the reform strategies been effective and contributed to better services?	Strategies developed and implemented Development of effective policies Participatory planning	Programme evaluations of UNDP and others donors, data and statistics Civil Society user groups
To what extent have HR strategies been adapted in light of the legal framework and intergovernmental arrangements	Conception and implementation of the Civil Service Reform plan (phase 2) Integration of Civil Service Reform with fiscal decentralisation	Civil Service, Ministry of Finance, Thematic Group

Question or Sub-Question	Indicator	Sources and types of Information
What is the status of IT infrastructure and the use of it?	Scope of the IT facilities across a geographical area and its function Data base for human and financial resources	Civil Service Census Central data systems and their quality Basic tools for civil servants
Are Public Investment Plans (PIPs) in place at central and provincial levels?	PIP Manual distributed and relevant personnel trained in procedures and analysis	Ministry of Finance
What evidence is there that key financial functions: revenues, procurement, expenditures and audit are operational?	No. of functions operational and with regular reports and audits	Ministry of Finance World Bank International Monetary Fund European Community Cour des Comptes
What evidence is there that foreign investment has increased and that the social and fiscal returns are well captured?	Robustness of the policies for investments and negotiating skills The extent to which these investments have contributed to fiscal resources, economic growth and poverty reduction	Cour des Comptes Ministry of Finance Key donors
Does senior staff at the Ministry of Planning have the capacity and demonstrate a commitment to making national planning instruments gender responsive? Are newly refined national participatory planning instruments gender-responsive? Do they employ gender-budgeting? Do the Réseau parlementaire genre et parité play a signifiant leadership role? Has the National Plan for the National Gender Policy (PNG) received adequate funding from the Ministry of Planning?	Training and availability of senior staff (core or seconded) in the Ministry of Planning with expertise on gender-budgeting Level of funding for gender priorities in the National Gender Policy	Interviews with members of the Réseau parlementaire genre et parité Interviews with at the Ministry of Gender Review of National Gender Policy and interviews with budgeting experts

Question or Sub-Question	Indicator	Sources and types of Information
Do external aid management and coordination tools, including the Aid and Investment Management Platform (PGAI) analyze and address the priorities of women and men, in particular those of returnees and woman-headed households? Has the introduction of these tools increased the expressed need and allocation of funding to the priorities of men and women?	Level of gender-responsiveness of aid management and coordination tools Pourcentage changes in funding allocated to gender priorities	Review of the PGAI Interviews with 1-2 major donors
Outcome G8 Armed violence is significantly reduced and the protection of the citizens is effectively secured by the services of the State.		
What evidence is there that security efforts in combination with DDR programmes have resulted in a reduction of the number of human rights violation and sexual abuse?	Integration of ex-combattant and armed groups Numbers reinserted successfully Increased reporting and monitoring as well as the number of cases brought to justice	Ministry of Justice, Police, Army UN agencies, MONUSCO International NGOs
What evidence is there that the combatants and police are brought to justice for the violation of HR and sexual abuse?	Number of cases and percentage of prosecution	Ministry of Justice, Police, Army UN agencies, MONUSCO International NGOs
To what extent is the justice system capable of prosecuting such cases?	Number and success rate of prosecution	Ministry of Justice, Human Rights Groups, Press, International UN documents, Human Rights Commissiom
How effective is the Human Rights Commission in helping to identify cases that need to be brought to justice?	Court cases held, evidence in transcripts	Human Rights Commissiom, Media, Human Rights reports and international NGOs
Are the contributions of the army and the police to conflict resolutions and stability effective?	Examples Reduction in SALW Integration of small factions into the RDC army	MONUSCO Representatives of the Ministry of Justice NGOs

Question or Sub-Question	Indicator	Sources and types of Information
How effective is the DDR programme?	Number of non-state combatants reduced (men, women, children) and their dependents Number of ex-combatants who are employed or self-employed (business)	MONUSCO Independent observers Community leaders
How effectively are convicted persons imprisoned?	Sufficient places for prisoners Increase in facilities	NGOs Prison International Director of a prison institution
What is the evidence of improved access to justice for citizens?	Length of time to process a complaint/case Available assistance to victims	Law firms (legal assistance) NGOs Police Office of the Prosecutor
Has the justice system been reinforced to deal adequately with the processing of cases? What reforms have been implemented at the Ministry of Justice to expedite cases and improve the justice system?	Training Systems Material Test cases Procedures Handbooks	Reports of the Ministry of Justice and the Ministry of Interieur Audits, value for money and other evaluations



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