

## MISSION REPORT

### Interagency mission on MYP to the Democratic Republic of Congo (DRC)

24-28 October 2016

#### 1. Background

The World Humanitarian Summit has brought a new momentum to humanitarian action, calling on the international community to adjust working modalities in order to respond more effectively to the rapidly changing operational landscape, particularly by strengthening the linkages between humanitarian, peace and development communities of practice. The WHS outcomes, including the Grand Bargain, recognized that crises have evolved in a protracted way, posing a challenge to both humanitarian and development modus operandi, and requiring a new approach which will ensure a greater coherence between humanitarian, development and peacebuilding actors. Against the backdrop of these global processes, Humanitarian Country Teams in several countries have decided to shift to a multi-year plan in 2017 in an effort to efficiently achieve collective outcomes – namely, Somalia, Sudan, Niger, Cameroon, Chad, Haiti - including DRC.

In August 2015, after several discussions amongst all the key platforms and coordination structures engaged in the humanitarian response planning, the HCT in DRC voted in favour of the adoption of a three-year plan (2017-2019) with three main objectives:

- **Strengthen the collaboration and linkages among the different humanitarian, development, stabilization and peacekeeping planning frameworks.** The simultaneous revision or preparation of different strategic planning documents - the new UNDAF (2018-2022), the *Plan National Stratégique de Développement* (PNSD 2017-2021), the World Bank's Country Partnership Framework (CPF 2017-2021), and the new multi-year HRP - currently ongoing in DRC.
- **Ensure a more sustainable and effective response by adopting a longer-term time horizon and a multi-sectoral approach.** A multi-year humanitarian plan will contribute to improving the collaboration of all actors, by decreasing the need for humanitarian assistance with a progressive transfer of responsibility to national and local authorities, and development partners. 2017 will be a year of transition, to allow all the partners engaged in the *Plan d'Action Humanitaire* (PAH, which is the Humanitarian Response Plan in DRC) to have enough time to adjust their planning methodologies.
- **Support local and national authorities more closely and in a more fruitful way.** Addressing protracted needs and vulnerabilities requires a more holistic and coherent approach, which will maximize expertise and efforts of all local, national and international actors.

#### 2. Mission's scope and Objectives

The Humanitarian Country Team in DRC requested an inter-agency technical support mission to help orientate all stakeholders (including UN agencies, donors, NGOs, private sector, etc.) towards multi-year humanitarian planning and its implications, and to identify the type of support required from HQ.

The mission's objectives, as spelled out in the ToR of the interagency mission approved in October 2016, are:

1. Provide practical recommendations to the various partners involved in humanitarian programming in the DRC (agencies, NGOs, donors, clusters, etc.) on multi-year planning process, based on experiences in other contexts.

2. Consult the key players in the DRC (agencies, NGOs, donors, Clusters, etc.) to better understand the needs and the type of support expected from the global level, and help develop a road map for the next three years.
3. Analyze the DRC approach to multi-year planning and document practice for dissemination to other countries either considering or already undertaking multi-year planning.
4. Participate in the Atelier National (27 October) to support the ICC and HCT in identifying and formulating key HRP elements (priorities, objectives, indicators, etc.) and in clarifying the roles and responsibilities of actors involved in the multi-year plan.
5. Help identify opportunities for synergies with other planning frameworks -development, stabilization (the UNDAF, the PNSD the Strategic Country Diagnosis of the World Bank, etc.) - in agreement with humanitarian principles, and advice accordingly how to strengthen them during the planning and the operationalization of the plan.

### 3. Mission Members

- **Andy Wyllie**, OCHA - PSB Chief, Programme Support Branch
- **Jahal De Meritens**, UNDP - ER Cluster (GNV), Early Recovery Global Cluster Coordinator
- **Miguel Urquia**, UNHCR - Global Shelter Cluster, Programme Specialist
- **Daniela Raiman**, Global CCCM Cluster, Deputy Global Cluster Coordinator
- **Eva Garcia Bouzas**, UNHCR Head of Operations Cell, Global Protection Cluster
- **Maria Masullo**, OCHA – Planning and Monitoring Section (PAMS), Associate Humanitarian Affairs officer
- **Liselot Morreels**, FAO DRC Office, Programme Specialist
- **Sebastien Laroze Barrit**, UNHCR Donor Relations and inter-agency coordination, Associate Donor Relations Officer

### 4. Partners met during the mission (the full list is in Annex)

Ministry of Social Action and Humanitarian Affairs, Inter-cluster group (cluster coordinators), International NGO consortium and key international and national NGOs, donors (ECHO, OFDA, DfID, France, SIDA, Norway and Canada), UN Integrated Office, UN agencies (UNICEF, FAO, UNDP, WFP, UNHCR, UNFPA, OCHA), Humanitarian Advisory Group, the World Bank.

### 5. Observations and good practices

During the discussions with partners, several key findings came out, that might constitute good practices for other countries adopting a multi-year plan in the future. Whilst undoubtedly keeping the DRC examples as a reference at global level to develop future guidance on developing multi-year planning, the MYP in DRC should still be considered as a 'living and ongoing experiment', which may require some adjustments in country and when used as a reference elsewhere.

- **There is good momentum to strengthen collaboration across different partners in the DRC, thanks to the simultaneous work on planning frameworks:** the new UNDAF (2018-2022), the *Plan National Stratégique de Développement* (PNSD 2017-2021), the World Bank's Country Partnership Framework (CPF 2017-2021), and the new multi-year HRP. This is supported by the global commitments made at the WHS and Grand Bargain.

- **The Humanitarian Country Team is working to develop collective outcomes across the UN system and the broader humanitarian stabilization and development community<sup>1</sup>**, taking stock of and build on existing strategies endorsed by the HC or the UNCT. In DRC, current strategies include the UN System-Wide Strategy for the Protection of Civilians, Protection Cluster Strategy, Durable Solutions Strategy, UNDAF, Poverty Reduction Strategy Papers (PRSP) and the HPC documents.
- **The Humanitarian Country Team will develop a DRC HCT Protection Strategy in 2017** as the unifying narrative that ties together collective protection outcomes, enabling the HCT to prioritize its objectives and guide its interaction with the State as well as with development, peacekeeping and political actors during the MYP. The HCT strategy for protection will complement and support the HRP process, drawing outcomes from the HNO and other relevant assessments and analysis, and addressing cross-cutting issues that the international community aims to achieve during the multiyear planning and beyond.
- The UN system is currently conducting **a mapping of all humanitarian, development and stabilization interventions (9W)**. The mapping will provide an overview of current operations and existing gaps. **A joint and well informed mapping of all the interventions would ensure a better targeting prioritization and synchronization in planning.**
- **The humanitarian community has planned to undertake an exercise to review the last ten years of humanitarian assistance** in country (“le bilan”), whose findings will help building a more informed response **Although UNDAF can provide a coherent strategic vision for UN’s support to the DRC** and identify potential collective outcomes that the international community (humanitarian, development and stabilization) aims to achieve by 2022. This process does not involve the NGOs and it is driving for different principles.
- **A number of needs assessments and analyses are being currently conducted in support of the different existing planning frameworks.** A Common Country Assessment (CCA) has been initiated late around August/September to inform the new UNDAF. At the same time, the World Bank is developing its Systematic Country Diagnostic (SDC) in support of the new Country Partnership Framework (CPF) and a Poverty Assessment (PA) to analyze the extent and causes of poverty to inform the new Poverty Reduction Strategy Paper (*Document de la Stratégie pour la Réduction de la Pauvreté*, DSRP).
- **There is an acknowledged need to strengthen the response to the chronic crises in the West.** The operational context of the DRC is very complex and diversified. Despite the fact that the Western part of the country is affected by malnutrition, food insecurity and epidemics due to chronic causes such as persisting vulnerabilities and lack of basic service provision, it still tends to be neglected by humanitarian action. In fact, most of the humanitarian interventions seem to focus in Eastern DRC which is affected by violence and insecurity that have caused massive displacements and worsen vulnerabilities of affected people.
- **The decentralization process has further increased the need for an enhanced collaboration between the humanitarian and development partners to complement the local authorities’ capacities in providing basic services.** The recent decentralization process, which increased the number of provinces from 11 to 26, was not accompanied by a reinforcement of the local authorities’ capacity. As a consequence, most of the new provinces have limited or absent basic

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<sup>1</sup> Building on the New Way of Working outlined by the UN Secretary-General is his report “One Humanity: Shared Responsibility”.

services and the humanitarian and development actors do not often have the capacity to fill this gap. The humanitarian community should improve its collaboration with development actors to ensure that local authorities' capacity is increased, to enhance the provision of basic services, and increase the engagement of local authorities in the coordination of humanitarian, stabilization and development programmes.

- **Although there is a certain degree of interaction between the provincial and national authorities, it should be further strengthened** to ensure a more comprehensive response. There are several humanitarian/development/stabilization structures at the national and provincial level, but there is no systematic dialogue or connection between these two levels. The HCT may wish to consider mapping these structures and the necessary coordination and communication linkages.
- **Multi-year programmes require multi-year commitments from donors**, although not necessarily implying immediate disbursements. While acknowledging that several donors are already providing multi-year funding (e.g. DfID, Sweden), further predictable funding is key to ensure successful execution of multi-year response. The multi-year HRP will likely include estimated funding requirements for the whole period covered by the plan. Additionally, some sectors require multi-year allocations to fully achieve their objectives (i.e. building community resilience).
- **Results and principle-based multi-year funding.** The funding in the years following the first year should be disbursed on the basis of the results achieved by the actors implementing the response.
- **The Humanitarian Fund (HF- the Country-Based Pooled Fund) jointly managed by OCHA and UNDP has been a timely and flexible financing mechanism** in support of the implementation of the HRP. In particular, the standard allocations are important funding sources supporting multi-sectoral and multi-year (up to two-year) programmes.
- **Despite the existence of multiple coordination mechanisms, the interaction and information sharing across these different humanitarian, development and stabilization platforms** (e.g. humanitarian & development & stabilization, national & provincial, Humanitarian Advisory Group/GHD & *GSP-Plateforme de coordination pour le développement*, sectoral donor groups, etc) can be further strengthened to ensure a more comprehensive response. Existing coordination forums, such as the Senior Management Group on Protection (SMG-P) (comprising MONUSCO's civilian and military components as well as UN humanitarian agencies, (UNHCR, OCHA and UNICEF) and the Protection Cluster Coordinator) should be replicated to encourage decision on strategic and policy issues which facilitate a coordinated approach and joint planning. However **the informal planning group** established to bring together all humanitarian, development and stabilization planners to share information and ensure coherence of planning frameworks is a good step forward to improve coordination in DRC.
- **A Resilience Systems Analysis (RSA) workshop** - facilitated by OECD/DAC with the participation of government, humanitarian, development and stabilization actors - will be conducted in early 2017 to agree on a joint analysis and vision, and to clarify the division of labour between the different actors engaged in the different planning frameworks. The RSA results will feed into both the UNDAF and the HRP.
- Currently there is no monitoring system that allows to monitor the humanitarian response and progress against the objectives and targets in the HRP. Considering that

humanitarian/development/stabilization partners aim at working together to ensure all the planning frameworks are coherent with each other, it will be useful to have **a system in place to measure progress over the collective outcomes jointly agreed.**

## 6. Issues for consideration

On the basis of the above observations, some key recommendations are suggested which might be taken into consideration in the elaboration and implementation of the multi-year plan.

- **A joint analysis of the various needs assessments** conducted in DRC is recommended to ensure a common understanding of the underlying protection risks, needs, vulnerabilities. This type of analysis should prepare the ground for a coherent joined-up response by humanitarian, development and stabilization partners. Moreover, it's advisable to **Integrate any relevant finding stemming from the other assessments and analyses** currently being conducted by other actors - the Common Country Assessment (CCA) to inform the new UNDAF; the World Bank is developing its Systematic Country Diagnostic (SDC) in support of the new Country Partnership Framework (CPF) and a Poverty Assessment (PA) to inform the new Poverty Reduction Strategy Paper (*Document de la Stratégie pour la Réduction de la Pauvreté*, DSRP) –in the HNO.
- **The needs assessments should also** integrate vulnerabilities and risks in addition to needs and **context analysis should not be limited to the current needs.** All partners (Clusters, Agencies, NGOs, etc.) should join their efforts to broaden the scope and time of their analysis, which should include: a) a solid inter-sectoral baseline, with past information collected jointly by all partners on all the areas; and b) a trend analysis showing the evolution of the situation, on which projections on the long term (3-year planning) can be developed. This will also allow the protection risks of affected people to be identified and responded to.
- **Information management.** The DRC clusters need stronger information management staffing, tools and processes to ensure reliable data is available and properly analyzed, aiming at fully integrated in the HNO the community and crisis dynamics as well as the diverse perspectives, risk, capacities and vulnerabilities.
- **Join up the different strategies with a sequenced and layered approach.** The MYP should identify when (at what phase of the humanitarian response), where (national, provincial, community) and how (through a sequencing and/or possibly layering of activities) development and stabilization actors should step in to complement humanitarian action. The predictable and stable engagement of non-humanitarian actors will be essential to ensure humanitarian assistance is complemented by development and stabilization programmes, which address the structural causes of the crises, while remaining distinct.
- **Humanitarian and development actors should align localized programmes with a clear target population and geographical focus** to respond to targeted needs and vulnerabilities. A MYP should also identify how international humanitarian support is contributing to the DRC national priorities.
- **A broader and longer-term overarching humanitarian strategy would be suitable to the DRC case, accompanied by annual plans and budgets.** While the MYP should build on a 3-year strategy, plans and budgets which should be also shared with other actors, the implementation will be executed on an annual basis, allowing for adjustments to the evolving situation based on the results provided by the monitoring tools.

- While contributing to the humanitarian, stabilization and development collective outcomes, it is important to ensure that the **multi-year HRP maintains remain a separate strategy based on humanitarian principles.**
- There are a number of multi-year and multi-sectoral programmes implemented by UN entities and NGOs (CARE, Handicap International, ACF, etc.) aimed at providing life-saving support, while including protection response, livelihoods interventions, rehabilitation and recovery activities. Provided the diversity and complexity of the country, **it is recommended to increase those programmes and make this approach more systematic to address the multi-dimensional factors determining the needs, by clearly identifying the population and zone to target.**
- **Resilience, durable solutions, and recovery** establish linkages between humanitarian interventions and development and therefore should feature prominently when undertaking multi-year planning.
- **The role of the Humanitarian Coordinator has been and it will continue to be fundamental in DRC to ensure that protection informs decision-making in the HCT and that protection priorities are identified and result in collective action during the multi-year HRP.** The HCT, should commit, in accordance with each member's expertise and mandate, to make the protection of affected people at least one of the overall objectives of the HRP to which sector response plans must react. Additionally, all development actors, irrespective of their sector-specific expertise, should contribute to the protection of affected people in the MYP.
- **Flexibility and predictability of funding is critical to ensure it can be quickly reprogrammed, if changes to the context require adjustments to the plan.** Donors should mobilize flexible multi-year funding to ensure that partners can respond faster and more effectively to a changing environment. The multi-year HRP will likely include estimated funding requirements for the years covered by the plan. However, multi-year commitments does not necessarily imply advanced disbursements.
- **Strengthen advocacy and resource mobilization efforts in support of the Humanitarian Fund (HF),** as it has proved to be an important source of un-earmarked, flexible and multi-year funding. The HF could significantly support a multi-year HRP. The procedure for the funds allocation should be simpler and less bureaucratic and the process and projects within this Fund should be strategically linked to the other planning response frameworks, such as the HRP.
- It is suggested that the **humanitarian community advocates more actively with humanitarian and development donors to ensure a better geographical coverage and simultaneously provide funding to the targeted areas to ensure more effective and sustainable response.**
- Donors must consider **Protection as life-saving** and therefore needs to be adequately resourced from the onset of the crisis and prioritized accordingly in appeals and funding allocations, both as a cross-cutting issue in sector plans and as a sector/cluster.
- **Multi-year monitoring frameworks need to combine response indicators** (measuring the aid delivered) **with situation monitoring** (measuring the evolution of needs over time). To ensure a successful implementation of a MYP and to adjust it based on the evolving needs and changing environment, continuous monitoring of the humanitarian context, response and needs is required. Moreover, short-term monitoring (at the output level) should be accompanied by longer-term monitoring (at the outcome level), on the impact of humanitarian assistance over

time and its contribution to the populations' recovery. The participation and contributions of affected communities in the response should also be integrated through specific indicators.

- **The HCT should attempt to measure the progress against collective outcomes.** The monitoring system put in place would need to measure not only the achievements of the response, but also the progress achieved on reaching the collective outcomes. By clearly defining benchmarks and indicators, the monitoring system put in place will ensure that each partner is accountable against the responsibilities taken, and towards the affected population as stated in the HCT Protection Strategy.
- **A better 'incentive structure' could enhance the actors' engagement in the MYP.** Better messaging on the value added by a multi-year plan across the different coordination platforms could further encourage partners to get engaged in the multi-year planning. Currently it seems like there is still confusion on the concept itself of multi-year planning and on its added value for all the partners engaged. Besides, organizations should integrate multi-year planning and commitment to collective outcomes into their internal accountability systems (including terms of reference).

## 7. Next steps

As highlighted in the mission's objectives and based on the discussions with partners, the following are the next steps that the HQ will put in place to support DRC in the MYP in the next three years:

- Explore the possibility of another follow up mission to DRC in 2017 with the donors and other interested stakeholders, to study and analyze how the partners in DRC have rolled out the multi-annual planning, and use the DRC 'case' as a reference at the global level for other countries that will engage in a multi-year framework.
- Based on the countries request for support and the Agencies/Clusters capacities, the HQ actors will identify other countries preparing multi-year plans where a similar interagency mission might be replicated, with all the necessary adjustments in terms of timing, composition, ToR, etc.
- A separate document should be developed to identify the type of support required from the HQ during multi-year planning, priority countries and a road map for the next three years.

## Annexes

### 1. List of Partners met during the mission

| Organisation                                 | People                   | Informant / lead / focal point                                 |
|--|--------------------------|--|
| <b>OCHA</b>                                  | Rein Paulsen             | Head of OCHA Office  |
|  | Dan Schreiber            | Head of the Coordination Unit and HPC Focal Point              |
|  | Alain Decoux             | Head of the Financing Unit                                     |
| <b>UN - Integrated Office (MONUSCO-UNCT)</b> | Per Bjaklander           | MONUSCO-Strategic Planner                                      |
| <b>Donors</b>                                | Sebastien Daure          | AFD – Agence Française de Développement                        |
|  | Oumar Mbareck            | USAID – Senior Humanitarian Advisor                            |
|  | Thomas Dehermann Roy     | ECHO – Head of the Regional Office                             |
|  | François Landiech        | Sweden Embassy – First Secretary/Head of Humanitarian Programs |
|  | Giske Lilehammer         | Norwegian Embassy - Advisor                                    |
|  | Sandra Choufani          | Canadian Embassy – Counsellor and Head of Aid                  |
| <b>Inter Cluster Group (ICG)</b>             | Steven Michel            | UNICEF – Shelter Cluster Coordinator                           |
|  | Guelnoudji Ndjekoukosse  | UNHCR – Protection Cluster Coordinator                         |
|  | Giuliaserena Gagliardini | UNICEF – WASH Cluster Coordinator                              |
|  | Paola Retaggi            | UNICEF – Education Cluster Coordinator                         |
|  | Kim Claveau              | WFP – Logistics Cluster Coordinator                            |
|  | Virginie Mbombo          | UNICEF – Nutrition Cluster Coordinator                         |
|  | Ernest Dabire            | WHO – Cluster Coordinator                                      |
|  | Sib Olo                  | WFP – Food Security Cluster Coordinator                        |
|  | Busambo Paul             | FAO – Food Security Cluster Coordinator                        |
| <b>International NGOs</b>                    | Jose Barahona            | OXFAM Country Representative                                   |
|  | Timothy Bishop           | CRS Country Representative                                     |
|  | Benedetta Dicintio       | PU – Head of Programmes  |
|  | Luc Bellon               | ACF – Country Representative                                   |
|  | Ciaran Lavery            | ACTED – Country Director                                       |
|  | Chatelet Martin          | Solidarité internationale – Country Representative             |
| <b>National NGOs</b>                         | Boniface Deogo           | Caritas DRC – Deputy Head of Office                            |
|  | Rev. Paul Martin Mbwebwa | AIDES – Head of Mission  |
|  |                          |  |
| <b>UN Agencies</b>                           | Priya Gairaj             | UNDP – DRC Country Director                                    |
|  | Alfredo Teixeira         | UNDP – Deputy Head of Office                                   |
|  | Diene Keita              | UNFPA - DRC Country Director                                   |



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|                       | Takou Polycarpe       | UNFPA – Humanitarian Advisor  |
|                       | Claude Jibidar        | WFP - DRC Country Director  |
|                       | Pacome Ngome<br>Ngame | UNHCR - Senior Regional Protection Officer  |
|                       | Paul Busambo          | FAO – Head of Food Security Cluster (Interim<br>HoO)  |
| <b>DRC Government</b> | Laurent Tchelu        | Ministry of Social Affairs, Humanitarian<br>Action and National Solidarity – General<br>Secretary |
| <b>World Bank</b>     | Luc Laviolette        | World Bank – Human Development Sector<br>Leader   |