

Background document for DRC Multi-Donor Mission : Annex 2

DRC DONOR MISSION - TERMS OF REFERENCE

The Geneva-based consultative group on the DRC as well as senior UN management have explored on several occasions ways of improving the coordination of humanitarian programs and activities in the DRC. The donor consultative group in conjunction with the UN held two high level meetings, one in October 2000 and one in July 2001, to discuss enhancing the efficiency and effectiveness of humanitarian interventions by changing the existing coordination structure and mechanisms. The November 2000 assessment visit by senior UN officials also identified the humanitarian coordination structure as "insufficient."

The goal of this donor mission will be to determine:

- a) to what extent recommendations made at the July 2001 meeting concerning humanitarian coordination have been implemented, and;
- b) what further steps should be taken to improve coordination at the strategic and operational levels.

The overall conditions for humanitarian action within the DRC have not changed dramatically since the group made its recommendations in July 2001. While the DRC may no longer be the "forgotten emergency" which first spurred the UN and donors to convene the July high level meeting, humanitarian needs remain high and the operating environment for humanitarian agencies difficult. Parallel to humanitarian actions, support to economic recovery and economic alternatives to armed violence have been considered on the ground as one of the only viable response for the bulk of vulnerable populations. The new Kabila government has had sixteen months to establish its control and to create the conditions for a shift in the armed confrontation towards rebel-held areas, which has brought some stability to government areas. This has, in turn, translated into aggravated insecurity and unbridled violence in the eastern part of the country where shifting rebel alliances and increasing banditry and warlordism have created new outbreaks of violence. As a result, access by humanitarian actors to civilian populations in need has improved in some government-controlled areas, but remains problematic in the rebel-controlled east and in the northeast. Daily denial of most basic humanitarian principles and impeded access are matters of grave concern in this area. On a positive note, the Sun City initiative provided a glimmer of hope for the Inter-Congolese Dialog, which had shown signs of disintegrating in 2001. Since January 2000, and in a rather uneasy and uncertain working environment, humanitarian coordination functions at central level have been carried out by the UNDP Resident Representative/UN Resident Coordinator. A new RC/HC has been appointed and approved by the DRC government and should take up his post at the end of April. However, while UN agencies and OCHA have made some progress in recruiting staff for posts, particularly in the east, several key posts remain vacant. Lastly, little progress has been made in creating one focal point for coordination and active advocacy in the parts of the country not controlled by the Government. As a result, humanitarian coordination is scattered among provincial entities, and dependent upon time availability and attention from local and central levels.

The mission will travel to four sites within the DRC to:

1. Review existing coordination structures at both strategic and operational, central and local levels.
 - Continuing need for deputy HC in the east?
 - Identification of one coordination focal point in east (for natural disasters as well as continuing complex emergency)?
 - Accountability for coordination functions in suboffices?
 - Effectiveness of field based heads of operational UN agencies as coordinators in east?
 - Equitable geographic distribution of activities?
 - Existence of one country-wide, holistic strategy?

2. Review effectiveness and use of existing coordination tools, such as assessment missions; general and sectoral meetings; the concept of active advocacy; the CAP; regular field publications; networks, program matrices.
 - Inclusion of all humanitarian partners?
 - Role of OCHA field offices?
 - Establishment of coordination forums?
 - Consistency in treatment of local staff by int'l community employers?
 - Monitoring and evaluation of activities: is there a common system in place?
 - EHI, QUIPS as relevant references for common methodologies and selection/monitoring tools?

3. Review impact of existing structure in meeting coordination goals, including: Expanded access; improved efficiency and/or effectiveness of logistics; field situation analysis and policy support; information-sharing among the humanitarian partners; and enhanced security.

4. Review existing relationship between MONUC and the humanitarian community.
 - Areas of overlap?
 - Collaboration on security issues/access?
 - Progress on an MOU?
 - DRRRR, a new area of proactive partnership towards peace and recovery?

5. Identify ways of enhancing the effectiveness of: a) the overall humanitarian coordination structures, mechanisms and tools, and; b) advocacy for access and unimpeded delivery of humanitarian aid.

6. Recommend next steps for donors and UN agencies to enhance the overall effort.