POOLED FUND

Democratic Republic of the Congo

Pooled Fund annual report 2008

Pooled Fund Annual Report 2008

D R C P o o l e d F u n d

Annual Report

January – December 2008

UN Humanitarian Coordinator

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Executive Summary

This Democratic Republic of Congo (DRC) Pooled Fund (PF) report provides a complete overview of accomplishments, challenges and results of the fund in 2008 (January to December).

This report focuses on the management and mechanisms established to run the PF, and a detailed analysis of the actual results achieved by the PF.

The results section of the report draws on information from both the Pooled Fund and CERF funding to DRC. Partners funded by the Pooled Fund and CERF estimate that more than 19 million Congolese benefited from activities outlined in this report.

Additional details of achievements and constraints in the implementation of UN agency programmes can be found in the annual reports of UN agencies, in accordance with their respective standard reporting requirements.

Pooled Fund (PF) Contributions[1]

The Pooled Fund continues to attract significant donor support. Donor contributions continue to demonstrate a year-on-year increase. The number of donors contributing to the Fund increased to nine in 2008. The donors to the fund (Belgium, Denmark, DfID/UK, Ireland, Luxembourg, The Netherlands, Norway, Spain and Sweden) contributed a total of $143 million.

The Pooled Fund allocated some $124.8 million in 2008 ($126.2 million including administrative costs), funding 294 projects. These were implemented by 9 UN agencies (112 projects), 42 international NGOs (146 projects) and 34 national NGOs (32 projects). UN agencies received $65.4 million, whilst funds allocated directly to NGOs amounted to $58.5 million (46.3% of the total annual PF allocation) and UN agencies sub-contracted NGOs to the sum of $10 million.

Rapid Response Reserve (RRR)

The Rapid Response Reserve ($28 million in 2008) was used as a rapid and flexible mechanism to fund emergency and priority projects, outside the standard allocation process. 33% of the RRR was allocated through the UNICEF-OCHA Rapid Response Mechanism (RRM). Further details of the RRR and RRM are found in Chapter 3.2.

Links with the Humanitarian Action Plan

The Humanitarian Action Plan (HAP) remains the primary tool used for strategic planning, prioritisation and allocation of funds. The Pooled Funds use of the HAP has significantly reinforced this planning tool. The 2008 HAP received $574 million of the requested total of $737 (or 78%) of requirements. This represents the highest level of DRC HAP funding to date, and an increase of 24% compared to 2007. The contributions of the Pooled Fund represented 25% of total 2008 HAP funding. Combining CERF and Pooled Fund this raise at 32%.

Developments in 2008

Building on the experience of the past two years, revised procedures in the selection of projects and allocation of funds was undertaken. Coordination between Kinshasa and provinces continued to improve in 2008. This was achieved with quarterly field missions to the provinces by all members of the OCHA/UNDP Joint Pooled Fund Unit (JPFU). The aim of these missions, undertaken prior to allocations, was to strengthen support to partner organisations, cluster groups and CPIAs (provincial IASC), as they prepared submissions and proposals. In addition,

[1] All contributions in this report are accounted for in United States Dollars ($).

the expansion of the JPFU monitoring/evaluation and database teams contributed to improved support for partners in the provinces and an overall improvement in reporting.

The guidelines for the selection of priority projects and fund allocation developed in the second half of 2007 continued to demonstrate improved quality of funding decision making throughout 2008.

The role of the Provincial Inter-agency Committees (CPIAs) in defining provincial strategies and up-to-date priorities was key in the allocation process. The national technical review committee was instrumental in ensuring the technical quality of proposals and in-line with applicable international standards of quality for humanitarian projects.

Results and achievements in 2008

The results section of this report provides details of the results achieved in 2008 through projects funded by the CERF and Pooled Fund.

The results reported herein concern projects that were implemented in 2008, but which may have received funding in 2007 or 2008. In the same regard, the results of some projects funded in late 2008 will be reported in 2009. This explains why the total funding amount associated with the reported results does not match the total funding allocated in 2008.

Implementing partners recorded the provision of assistance to more than 19 million beneficiaries (please note that each individual or household could benefit from multiple types of assistance). Therefore, the actual number of individuals benefiting from humanitarian assistance will be lower, but there is no established system or methodology in place to account for this.

In 2008 a system was developed to monitor project progress against targets established in the proposals. This provides us with a ratio of achievement against target, which for all projects reported on, amounts to some 70%. This data was achieved with 323 projects (130 from 2007 and 193 in 2008).

Key challenges for 2009

Whilst much progress has been made over the past three years, some areas for improvement remain. These include the following and are detailed in the 2009 priority actions section of the report:

- Continue to expand and improve the monitoring and evaluation of all projects;
- Alignment of management and administrative procedures with the humanitarian nature of the fund;
- A fully operational and staffed Joint Pooled Fund Support Unit, matching the human resource needs with the ability of the fund to deliver;
- Better project cycle management, aiming to improve the timeliness and flexibility of the fund in addressing the priority humanitarian needs of DRC;
- Improved information management and communication.

1. DRC Pooled Fund in 2008: Overview

Since its inception in 2005, the Pooled Fund has become an important source of funding aimed at supporting the Humanitarian Action Plan (HAP) in the Democratic Republic of Congo (DRC).

The Fund has also contributed to the sustained implementation of key objectives and principles defined in the context of the Good Humanitarian Donorship (GHD) initiative: predictability of humanitarian funding, reduced earmarking, improved prioritisation and better donor coordination.

Two methods of allocation were developed in 2006: standard and rapid fund allocations. The standard allocation aims to support the implementation of core humanitarian projects aimed at meeting the strategic objectives identified in the HAP. The rapid fund allocations provided the necessary flexibility to make timely funding decisions in response to both sudden onset emergencies and sudden changes in ongoing emergencies, as was the case in the Kivu provinces during recurrent waves of internal population displacement in 2008.

In 2008, humanitarian assistance for the DRC and funding levels of the HAP increased compared to previous years. This increase consolidated the trends of the past two years of sustained donor commitment to humanitarian assistance in country. The increase in funding demonstrates an increased confidence in the HAP as a useful, comprehensive framework for the prioritisation and planning of core humanitarian programmes. The Pooled Fund has become an important donor in the DRC, has also contributed to consolidate this general trend.

Responding to the huge humanitarian needs throughout the country remains a major challenge for the humanitarian community. Therefore, the resources provided by the Pooled Fund have become an essential contribution to the implementation of common priorities defined in the HAP.

Eight donors participated in the DRC Pooled Fund in 2008: Belgium, Denmark, Ireland, Luxembourg, the Netherlands, Norway, Spain, Sweden (Sida), and the United Kingdom (DfID)[2]. Donor contributions to the Fund amounted to a total of $143 million[3].

The total amount of programmable funds was $143.3 million; including $337 932 of 2007 carry over and $1 507 768 earning interest from contributions.

Table 1 lists 2008 donor contributions to the Pooled Fund and funds allocated to DRC through the Under-funded or the Rapid Response Window of the Expanded CERF (E-CERF). The table also estimates the percentage that each donor contributed to the total funding received by the 2008 HAP.

[2] In December 2008, Denmark announced its decision to participate in the Fund and it made a contribution in January 2009; thus becoming the ninth donor member of the DRC Pooled Fund.
[3] This amount includes $13.7 million in 2008 commitments which were paid in early 2009.

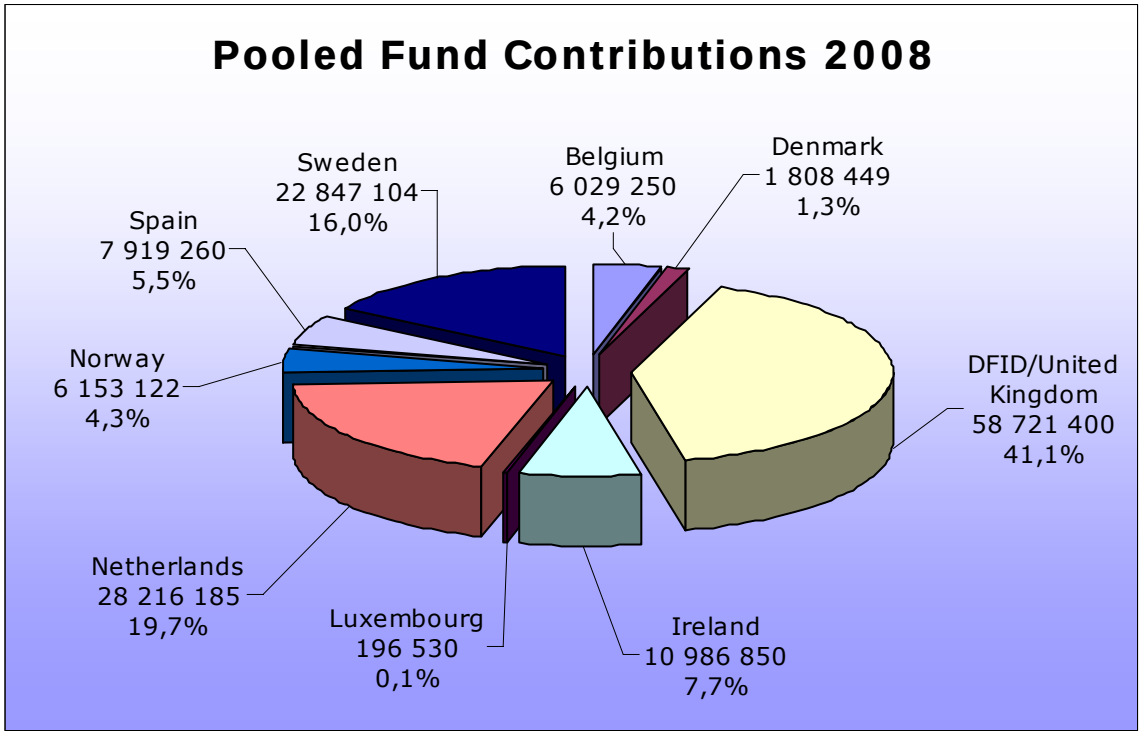
Table 1- HAP Funding: Pooled Fund and E-CERF (in million of $)

Donor	Contribution	% / Total Pooled Fund	% / Total Pooled Fund and CERF
Belgium	6 029 250	4,2	3,3
Denmark	1 808 449	1,3	1,0
DFID/United Kingdom	58 721 400	41,1	31,7
Ireland	10 986 850	7,7	5,9
Luxembourg	196 530	0,1	0,1
Netherlands	28 216 185	19,7	15,2
Norway	6 153 122	4,3	3,3
Spain	7 919 260	5,5	4,3
Sweden	22 847 104	16,0	12,3
Total 2008 PF contributions	**142 878 150**	**100,0**	**77,0**
2007 financial carry over	337 932		0,2
Fund earning interest income (2007)	1 507 768		0,8
Total 2008 Pooled Fund	**144 723 850**		**1,0**
CERF Under-funded Window	37 706 859		20,3
CERF Rapid Response Window	3 000 022		1,6
Total 2008 CERF	**40 706 881**		**22,0**
Total (PF + CERF)	**185 430 731**		**100,0**

Sources: Financial Tracking System, OCHA/UNDP Joint Pooled Fund Unit, March 2009.

Graph 1 shows donor contributions to the DRC Pooled Fund in 2008.

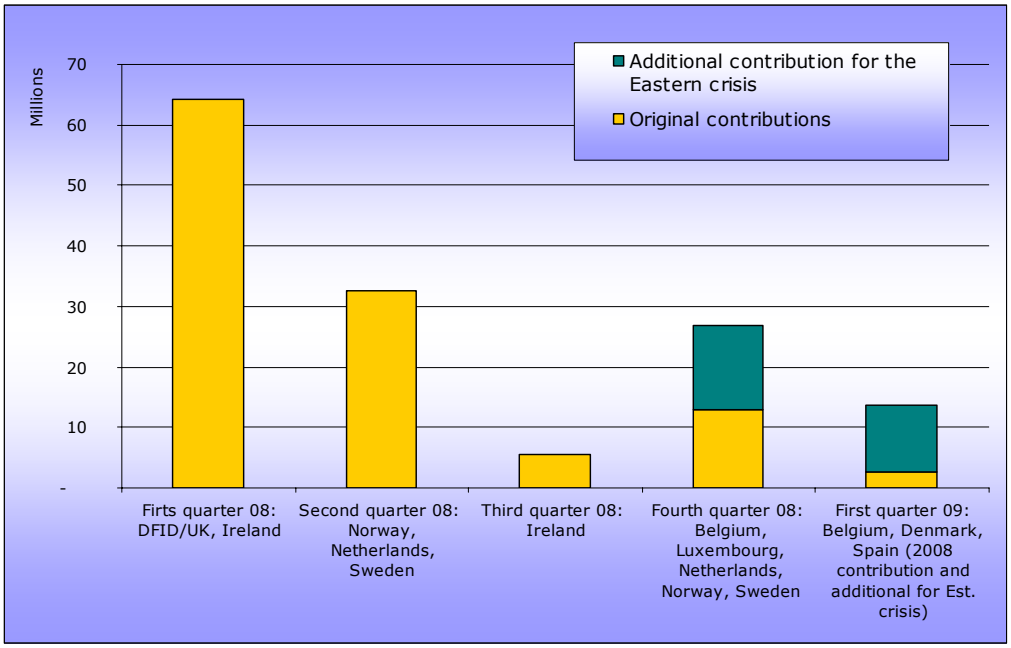
Graph 1 - 2008 HAP Funding: Pooled Fund contributions (in $)



Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

This following graph provides an overview of when funds were received and by whom. One of the commitments under the GHD is the provision of timely funding. As can be demonstrated the majority of funds were received in the first quarter. The increase noted in the fourth quarter, was partially due to the North Kivu and Haut Uélé crisis and additional appeals for funding.

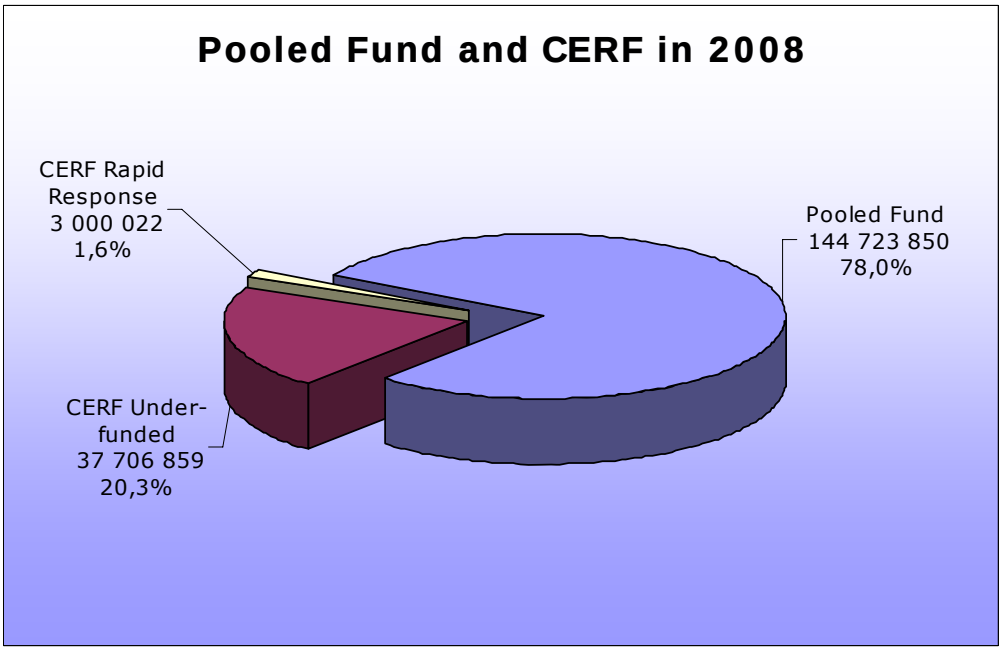
Graph 2 - 2008 Pooled Fund: Timing of payments (by quarters)



Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

Graph 3 shows the comparative participation of both Pooled Fund and CERF within the total contributions of common funds to DRC.

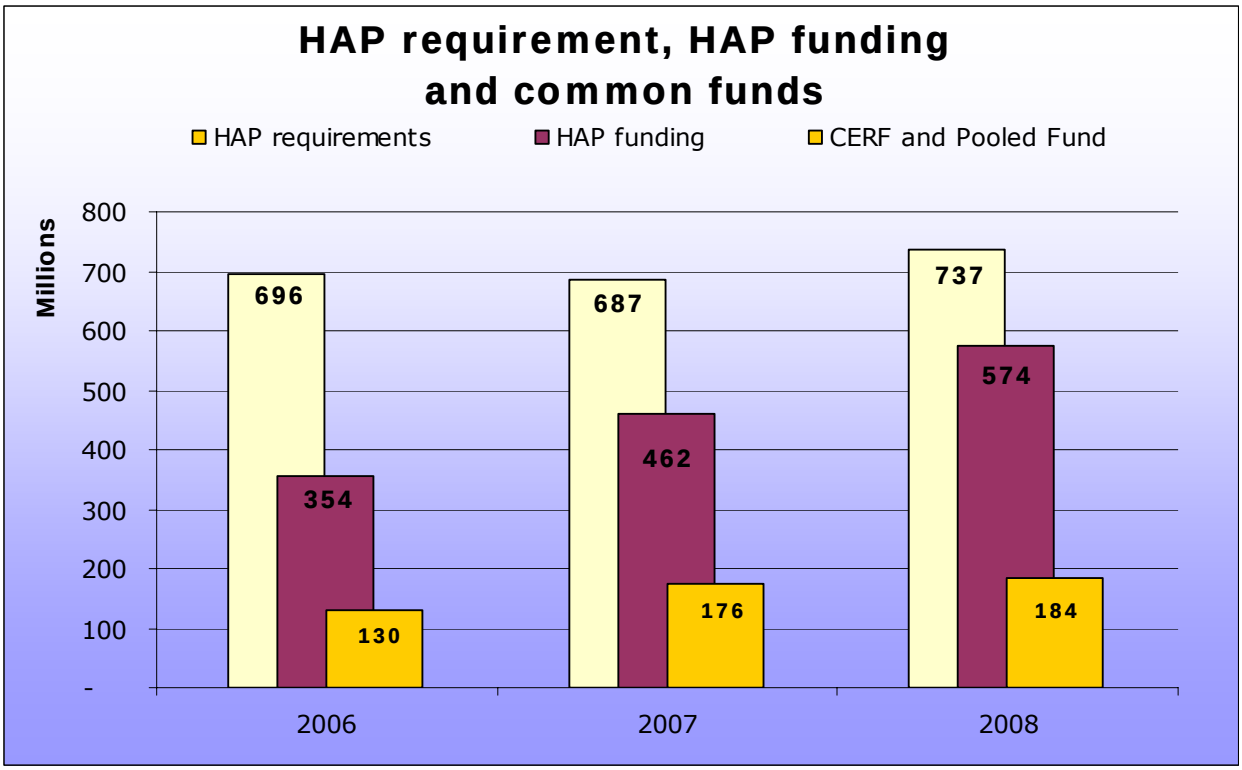
Graph 3 - 2008 HAP Funding: Pooled Fund and CERF (in million $)



Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

From 2006 to 2008 the combined contributions of both the Pooled Fund and CERF totalled some $ 490 million. Since 2006 common funds have constantly represented an average of more than 30% of the total funding received for HAP priorities. Graph 4 shows HAP revised requirements and funding levels by the end of the year as well as the proportion of these funds channelled through common funding mechanisms.

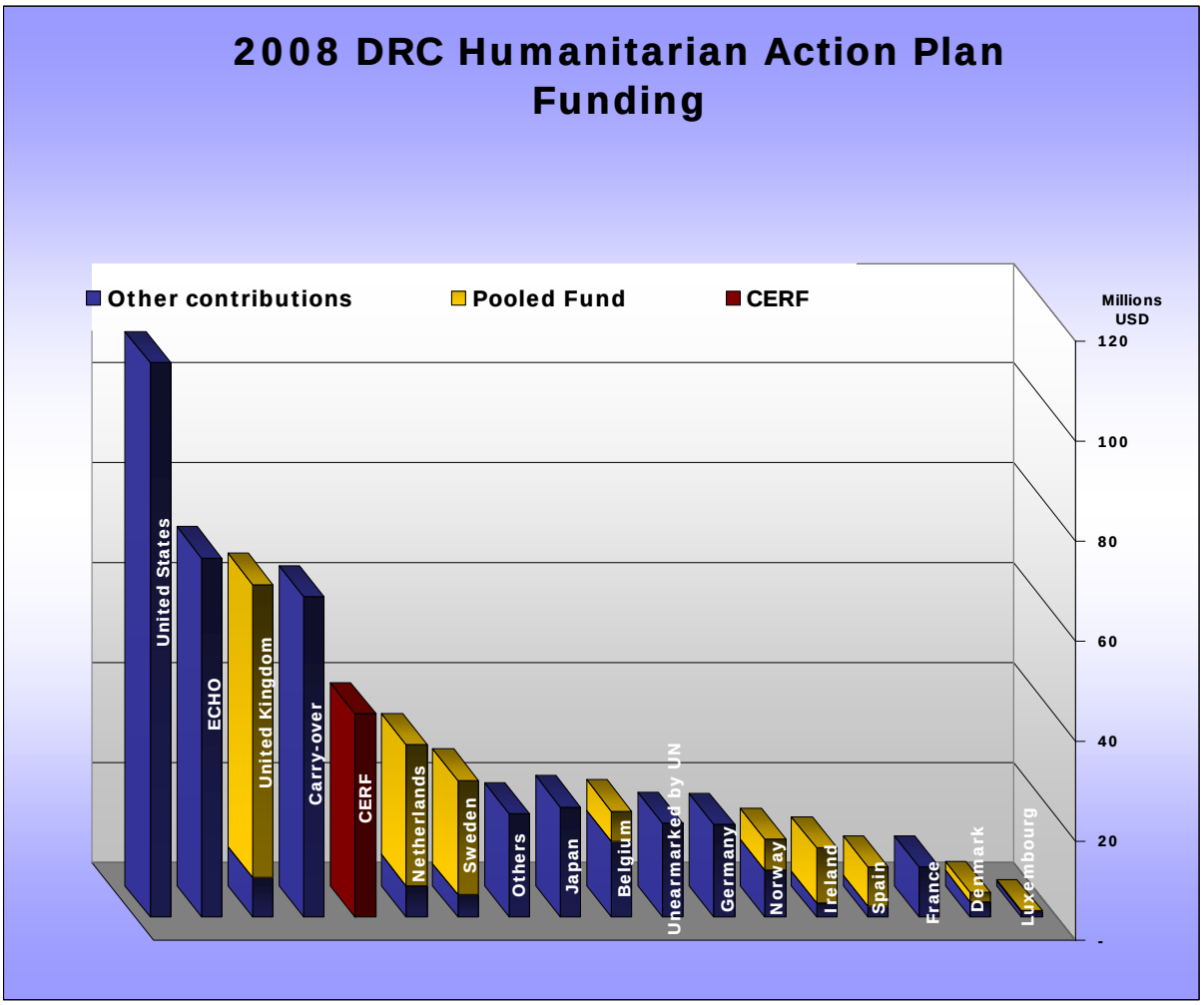
Graph 4 – 2006 - 2008: HAP requirements, total HAP funding and common funds contribution



Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

Graph 5 shows contributions to the 2008 HAP by donor with the breakdown of funds channelled through the Pooled Fund for participating donors.

Graph 5 - 2008 HAP Funding: Pooled Fund, CERF and Other Donors



Source: OCHA DRC, March 2009

In 2008, the Fund further expanded its cooperation with existing coordination mechanisms such as national and provincial cluster groups, Provincial Inter-agency Committees (CPIA). While coordination responsibilities remained unchanged in terms of cluster leadership, the role of NGOs was gradually expanded and reinforced. As NGOs are now involved in cluster co-facilitation roles at the provincial level. NGO representatives were identified to support cluster leadership at the national level. This role includes, in addition to cluster coordination role, specific functions in the project selection process for submission to the Fund.

In the provinces, some changes took place during the year. In Bas-Congo, Kasai Occidental and Kasai Oriental the facilitation of inter-agency coordination shifted from MONUC/CAS to UN Agencies.

Province / Region	CPIA Chair
Bandundu	UNDP
Bas-Congo	UNFPA
Equateur	WHO
Ituri	OCHA
Kasai Occidental	UNICEF
Kasai Oriental	WHO
Katanga	OCHA
Kinshasa	OCHA
Maniema	UNDP
North Kivu	OCHA
Province Orientale	OCHA
South Kivu	OCHA

Clusters	Cluster lead
Return and community reintegration	UNHCR/UNDP
Education	UNICEF
Food Security	FAO/WFP
Health	WHO
Logistics	WFP
National inter-cluster	OCHA
NFI and Shelter	UNICEF
Nutrition	UNICEF
Protection	UNHCR
Water and Sanitation	UNICEF

While CPIAs maintained a central role in defining provincial strategies and priorities, in coordination with cluster groups at the provincial level, the role of national cluster leads was strengthened. In 2008, the role of national cluster leads was further reinforced to strengthen the selection of projects and reduce weaknesses resulting from insufficient partner technical capacity and resources in some provinces.

Provincial clusters and inter-agency coordination mechanisms played a central role in efforts in the systematic and timely identification of gaps. These efforts, focusing on establishing up-to-date sectorial overviews and information-sharing platforms, allowed the Fund to respond more efficiently to changes in the operating environment.

During the reporting period, priorities focused on the consolidation of systems for better Pooled Fund management and governance. The progressive implementation of recommendations contained in the 2007 common funds evaluation study led to a series of changes and improvements to improve the Fund.

An important achievement was the full establishment of the Pooled Fund Joint Support Unit (JPFU). The Unit, established in early 2007, was progressively organized and fully staffed in 2008. This has allowed for more efficient support to the HC, the PF Board and all organisations receiving Fund contributions.

In 2008, the JPFU expanded its functions and, in particular: the organisation of information management and communications systems, the full development of the Pooled Fund database, support to organisations in the provinces with systematic visits and the deployment of permanent evaluation teams in two additional provinces to monitor NGO implemented projects and the reinforcement of the finance team responsible for tasks related to Fund administration.

At the beginning of the year, the Board requested the revision of the DRC Pooled Fund guidelines. The revision was prepared on the basis of different comments and inputs received from UN agencies and NGOs at both provincial and national levels. Board members, assisted by the JPFU, studied the various options for the standard allocation process and then proposed a series of modifications to the process to the HC. Upon approval by the HC, the JPFU updated the guidelines and widely disseminated the new procedures to partners.

The Technical Review Committee continued to play a crucial role in the process of project proposal approval aiming at ensuring quality standards of project documentation and presentation selected for funding. Committee members provide technical expertise, balanced representation of different stakeholders and overall coherence and compliance with Pooled Fund guidelines. Pooled Fund donors, cluster lead agencies, cluster members, NGO representatives and the team of the JPFU are members of the Committee.

Continued efforts to improve information sharing with Fund donors not represented in the country were undertaken regularly. The enlargement of the pool of donors participating in the Fund was also a priority for the HC and resulted in the commitment of Denmark to join the Fund by the end of the year.

Continued coordination with major humanitarian donors not contributing to the DRC Pooled Fund was strengthened. ECHO and USAID regularly participated in PF Board meetings as observers, providing valuable inputs and allowing an increased level of coordination in the allocation of funds. In addition, information on funding received by UN agencies was regularly gathered and integrated in the various standard and special reports prepared by the JPFU in order to better inform funding decisions of the Board and the HC.

2. DRC Pooled Fund: Guidelines and Processes

Since 2006 the Fund has sought to maintain a consultative decision-making process to allocate funds to each province by cluster/sector. The testing of the different modalities has been intended to achieve large participation of stakeholders in the decision-making process, ensure coherence between selected projects and priorities and adequate implementation capacity of selected partners.

In 2007 considerable efforts were made to improve the quality of the project selection process. To this purpose guidelines describing all steps of the process were developed and the use of a standard project proposal format for all partners introduced. These efforts addressed most of the recommendations of the evaluation studies on common funds carried out in 2006 and 2007.

By the end of 2007, Board members focused their attention on the standard allocation model used in the first two years and in particular its efficiency. After analysis, some aspects of the process revealed weaknesses and areas of improvement were recommended. The revision exercise was useful to further reinforce the coherence between allocation of Pooled Fund resources and the Humanitarian Action Plan. The Humanitarian Coordinator, in consultation with the Board, established a working group whose mandate was to revise allocation procedures. The GHD leadership ensured the lead of the exercise and, in consultation with some representatives of UN Agencies and NGOs, proposed a revised allocation model.

Some of the main problems identified were:

- The analysis of funding gaps was not sufficiently developed and/or factored in at the time of the final fund allocation decisions by the PF.
- The influence of personality-driven dynamics and relations at field level tended to reduce the efficiency of project selection process.
- Field-based project selections tended to weaken the linkages with national sectorial strategies and were not sufficiently informed by a national overview.

The working group proposed the following changes to address the above-mentioned problems:

i. The establishment of funding envelopes/ceilings by province and by cluster/sector at the beginning of every standard allocation. These envelopes are defined on following basis:
    a. HAP budget requirements (or revised HAP requirements in case of allocations occurring after the HAP Mid-Year Review);
    b. Funding decisions of other humanitarian donors not contributing to the Pooled Fund (including the level of funding reported by the Financial Tracking Service);
    c. Up-to-date analysis of the evolution of humanitarian context in each province provided by the CPIA.

ii. The expanded responsibility of national cluster leads in the analysis of priority projects submitted for funding.

iii. The identification of NGO representatives as co-facilitators for the national cluster to ensure checks and balances in the overall process of the Pooled Fund.

iv. The reinforcement of communication and information sharing with all partners at provincial and national level in order to enhance the overall transparency of the process.

On the basis of these recommendations, the Humanitarian Coordinator adopted the revised model for the standard allocation and the JPFU was tasked to update detailed guidelines[4] and develop the necessary tools to implement the recommendations made by the working group.

The new guidelines were widely disseminated and field missions were organized in each province to introduce the new standard allocation procedures to CPIA and clusters.

The reporting system has remained largely unchanged since 2007. The JPFU ensured regular data gathering and compilation. Report formats also remained unchanged. Developed on the basis of the requirement of the CERF Secretariat and the will of gathering information on results for the Pooled Fund, these formats have been useful and simple to use. In 2008, the PF database was upgraded in order to incorporate the information gathered through the reporting documentation. This allowed the JPFU to provide the Board and the Humanitarian Coordinator with an up-to-date overview of project implementation progress.

The annual report deadline in 2008 was met by the majority of the organisations, which greatly facilitated the compilation and analysis of information in order to summarise the results and achievements of projects implemented in 2007. Reports due by February 2009 have also been timely received. These reports allowed the JPFU to summarise all information contained within this report.

However, the mid-year reporting exercise proved challenging, and required labour-intensive follow up on the part of the JPFU with partners for a relatively moderate success. Additional attention and efforts will be required to improve reporting compliance in 2009.

In general, the reporting system is useful in providing substantive information on project implementation, including outcomes and results, measured against project objectives and major factors leading to project constraints. This information has been used by the Humanitarian Coordinator to address difficulties, bottlenecks and problems encountered during implementation.

In accordance with the rules and regulations governing UNDP in its capacity of Participating UN Organisation, 119 NGO-implemented projects were evaluated during the year through 150 monitoring and evaluation field visits to project sites (note that some projects were evaluated twice in the year). In addition, 92 capacity assessment studies were conducted by the JPFU. These were challenging tasks given the growing number of NGO projects resourced through the Pooled Fund. Consequently, the JPFU gradually augmented its capacity to deal with the increased workload both in the field and at central level. Also, in order to ensure the highest level of accountability of the Fund, the HC introduced specific measures aimed at assessing institutional, administrative, financial and technical capacities of potential partners of the Fund[5].

2.1. Pooled Fund allocation in accordance with needs

In 2008, the Pooled Fund confirmed its position as the largest single funding source for the DRC Humanitarian Action Plan, a trend that had been consolidating in the past two years.

In 2008, the introduction of the concept of "thresholds" as triggering factor to initiate a humanitarian/emergency intervention in a specific sector and/or geographical area was an important innovation in the DRC HAP. Emergency thresholds in the HAP are defined in accordance with international indicators and standards and are adapted to the DRC context in order to identify risk and vulnerability levels by groups of population and geographical areas.

[4] See Annex 5.
[5] See above chapter 6.

Following the adoption of this approach, the HC decided that all projects to be considered for funding should meet the criteria laid out in the HAP.

Hence projects prioritized for funding by the Pooled Fund must be justified in accordance with one or more of the following thresholds established in the HAP:

- Mortality and morbidity rates (maternal mortality above 1% and infant mortality above 2%);
- Malnutrition rate (global acute malnutrition rate above 10%);
- High level of protection incidents perpetrated against civilians (more than 50 cases of SGBV registered per month/health zone, landmines/UXO detected, a large number of incidents still occurring in the protection sector where children are victims);
- Population movements (internal displacement and cross-border population movement resulting from violence and insecurity, and/or natural disasters);
- Return of displaced or refugee population (presence of accessible displaced/refugee persons returning to zones of origin whose protection and assistance needs have been assessed and identified).

These thresholds correspond to the major causes of the high mortality rate in the country and have thus been identified as humanitarian priorities. During the year, the humanitarian community in DRC responded to various emergency situations countrywide identified through these action thresholds. Whenever structural factors affect a group of the population leading to high risk/vulnerability the Government cannot respond to the situation on its own, the area will be considered a priority and thus benefit from humanitarian activities. For chronic situations that rank below emergency thresholds it is up to the Government of the DRC with support of development actors to reduce the impact of vulnerability of the population in these areas.

Needs mapping prepared on the basis of the threshold approach was the most important tool for the funding decisions made by the Pooled Fund in 2008. Provincial and national cluster groups and CPIAs were also requested to make sure that prioritized humanitarian projects meet at least one of the actions thresholds defined by the HAP. This decision not only reinforces the HAP but also provide cluster and CPIAs with an objective tool to better inform prioritization exercise for each round of fund allocation.

In the early stages of the fund allocation process, CPIAs update provincial strategies defined in the HAP, and provide the updated needs and gaps of humanitarian assistance in the provinces. This analysis also includes technical aspects of core sector interventions as defined by cluster groups. Once projects have been pre-selected by national cluster leads and co-facilitator (NGOs), CPIAs provide comments on the relationships and linkages between defined strategies and priorities and selected projects.

2.2. Pooled Fund management mechanisms

The Pooled Fund management experience of the past two years has progressively translated in adjustments of both the Fund structure and allocation procedures. During 2008, the JPFU expanded and the Technical Review Committee became an integral step of the project approval process. In 2008 the JPFU gained efficiency and provided the Humanitarian Coordinator and the Board with an up-to-date, accurate overview of the entire funding process; while the Technical Review Committee improved the quality of projects.

Discussions also started at Headquarters level to revise the role of the UNDP Multi Donor Trust Fund Office (MDTF) in the management of country-based common funds. As a result of these discussions, the office of UNDP DRC was granted the delegation of authority with regard to Administrative Agent function. Further changes will be introduced during 2009 on the basis of ongoing discussions between donors, and MDTF, UNDP/NY and OCHA/NY.

2.2.1 The role of the Humanitarian Coordinator and the Pooled Fund Board

The Humanitarian Coordinator has the overall responsibility for leading and coordinating the management of the Fund. As defined in the Pooled Fund terms of reference, the Coordinator's main responsibilities are:

- Resource mobilisation
- Definition of standard allocation procedures
- Definition of the level of the Rapid Response Reserve
- Approval of projects in accordance with priority needs and funds allocations
- Approval of disbursements
- Reporting to donors

The Pooled Fund Board[6], which includes representatives of the humanitarian community in country, advises the HC on strategic decisions, ensures compliance with the agreed Terms of Reference (ToR) of the Fund and guarantees transparency in the use of funds. In 2008 Board participation was enlarged to include ECHO and USAID as observers and in their capacity of major humanitarian donors to DRC and key members of the GHD group in country. More active participation of other Fund donors was also welcomed throughout the year. Overall the Board played an important role in advising the HC with regard to the overall management of the Fund and its progressive evolution.

Core tasks of the Board remained unchanged, notably: to ensure transparent allocation of resources based on identified needs, priorities and implementation capacities; review of PF guidelines and allocation procedures as necessary and advise the Humanitarian Coordinator accordingly; review the operational activities of the PF; provide advise on any issue related to the operation of the Pooled Fund.

In 2008, Board members included DfID, the Netherlands and Sida, UNHCR, UNICEF and WFP as cluster representatives (protection and community reintegration; water/sanitation, nutrition, non-food items (NFI)/shelter, education, logistics and food security, respectively); Action Contre la Faim, Save-the-Children/UK and Solidarités represented the humanitarian NGO community. Belgium and Spain have also attended some meetings. ECHO and USAID have regularly participated as observers.

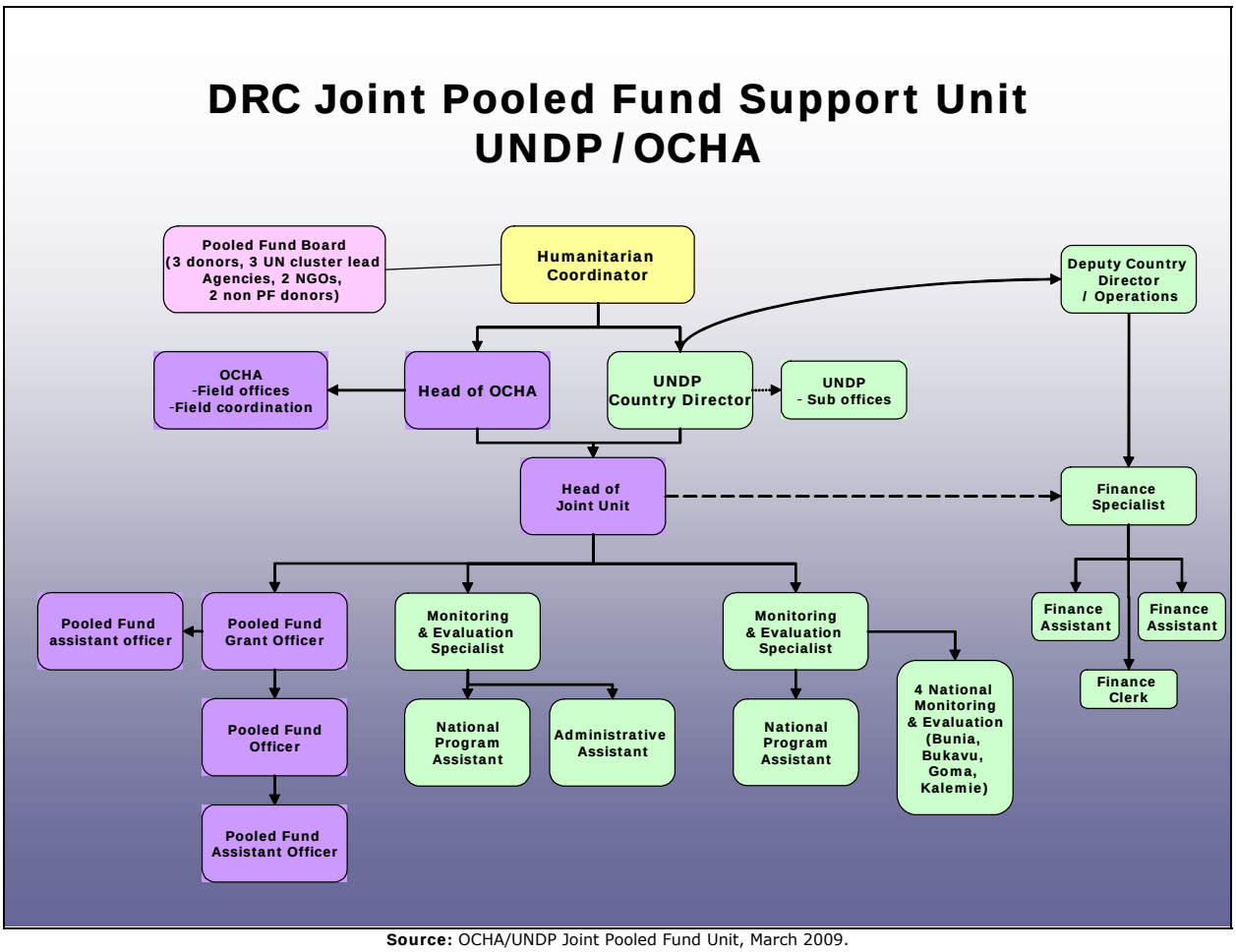
Seven PF Board meetings were convened in 2008. These meetings mainly focused on Fund policy and procedures, fund allocation strategy, Fund monitoring and reporting system and management issues, and review and approval of standard and special allocation procedures. Apart from formal meetings, Board members have been also consulted via email to provide their advice to the HC on specific decisions in particular with regard to the use of the Rapid Response Reserve.

2.2.2 Joint Pooled Fund Support Unit UNDP/OCHA

2008 was a year of expansion and consolidation of the Joint Pooled Fund Units role and team. The key objectives of streamlining the management process and supporting the governance of the Fund were gradually achieved. The JPFU progressively expanded in order to cope with the growing number of projects and the cumulative workload that the third year of Fund management support entailed.

Graph 6 - OCHA/UNDP Joint Pooled Fund Support Unit

[6] The Pooled Fund Board is chaired by the HC, local representatives of the three largest donors to the Pooled Fund, three Participating UN Organizations (representing clusters), three (two attending Board meeting) representatives of the NGO community. Two non PF donors participate as observers. The OCHA-UNDP PF JPFU is the Board secretariat.



Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

The JPFU performs the following tasks:

- Ensures the management support of the Fund from project selection (performed with the support of cluster lead and cluster groups, CPIA and OCHA or UN agencies personnel in the field) until fund disbursement (mainly performed by UNDP personnel);
- Facilitate the HC governance role providing all necessary support throughout the process;
- Ensures smooth workflow through the coordination of the different functions of UNDP and OCHA, ranging from partner assessment, project selection, advisory services, technical reviews and fund disbursement;
- Ensures coordination and common understanding of the entire project cycle process at the national level and the provincial level;
- Ensures communication with organisations receiving Pooled Fund contributions as well as CPIA and cluster groups, donors and other stakeholders;
- Ensures timely and qualitative reporting of Pooled Fund projects;
- Analyses achievements, results and constraints reported and consequently advises the HC and the Board;
- Shares information with donors contributing to humanitarian programmes in DRC outside the Pooled Fund mechanism.

The JPFU management is ensured by an OCHA staff member. The OCHA Head of Office and UNDP Country Director supervise the JPFU. The HC, in turn, ensures the overall guidance of the Joint Pooled Fund Unit. In 2008, the JPFU moved to one single working space, which improved team coordination and information sharing.

In 2008, additional tasks were assigned to the JPFU at the various stages of the allocation process. The structure, staffing and work plan of the JPFU was approved by the HC in consultation with the Fund Board members. Four additional posts were added to the JPFU structure to ensure increased capacity for project monitoring and evaluation, programme and finance. By the end of 2008, the JPFU had 18 staff: 6 international and 12 national staff based in Kinshasa, Ituri, North Kivu, South Kivu and Katanga provinces.

Project technical revision was a labour intensive task that also required additional resources. Field monitoring and evaluation activities of NGO implemented projects led to the deployment of one additional staff in the Eastern provinces. The large number of projects funded via the Pooled Fund also required a reinforcement of programme and finance Unit departments.

Following the delegation of authority granted by MDTF to the UNDP Country Office, UNDP recruited one dedicated staff to perform specific duties related to the Agency's Administrative Agent function. The costs of this additional position were covered with UNDPs own funds.

The core structures of UNDP and OCHA have also provided considerable support to the continued improvement of Fund management and operations. In particular, remarkable efforts have been dedicated to the Pooled Fund from OCHA Field Coordination, Humanitarian Information Services and Public Information sections in Kinshasa, Field Offices, Head of Office and UNDP Finance, Administration and Field Offices.

The work of provincial and national cluster groups, CPIAs, and national cluster leads was essential to the overall management and operations of the Fund in 2008. These common efforts were particularly valuable in enhancing the quality of project selection process and in the project technical review process.

2.2.3 The Technical Review Committee (TRC)

Since 2007 the Humanitarian Coordinator and the Board stressed the importance of improving quality of Pooled Fund resourced projects. This task became a priority for the JPFU and several initiatives were undertaken to this end.

Innovations on the structure of the 2008 HAP were taken into account during the revision of Fund guidelines. Special emphasis was given to the practical application of the HAP approach of "emergency action thresholds" in funding decision-making as described in Section 2.1 above. 2008 Fund guidelines were updated and revised accordingly and in line with other specific criteria aimed at improving the overall quality of projects.

The inter-agency Technical Review Committee (TRC) has been instrumental in verifying and generally improving the quality of project proposals. In addition to the overall responsibility of revising technical aspects of project proposals the Committee is tasked to verify the coherence with HAP criteria and strategies defined by CPIAs.

In 2008, the technical review process benefited from the experience of the previous year. The system is now efficient and soundly managed by the members of the JPFU. Difficulties encountered in the first year of implementation of the process were overcome during the reporting period and the process in place is now well known to UN agencies and NGOs applying for funds.

Committee members include volunteer members of the Pooled Fund Board (representatives of donors and NGOs), cluster lead agencies and/or a technical expert/s appointed by cluster, and members of the Pooled Fund JPFU.

The main responsibilities of the Committee are as follows:

- Verify the linkages with HAP criteria including project geographical coverage in accordance with HAP needs mapping, emergency action thresholds and benchmarks;
- Verify compliance of proposed projects with fund allocation criteria as set out in the HC guidelines;
- Verify technical quality and feasibility of proposed projects, including accurate description of criteria used for vulnerability assessment and identification of project beneficiary group;
- Check the linkages between assessed needs and project objectives (project proposal logical framework);
- Verify definition of project result indicators (standardized indicator list applicable to Pooled Fund projects);
- Ensure consistency between budget, activities and objectives (project integrated budget);
- Validate capacities of implementing partners based on the assessment of capacities performed by the JPFU, which take into account cluster lead agencies partnerships with NGOs and information available on partner's previous performance;
- Avoid duplication and/or overlap of project activities in the same region and/or clusters/sectors funded by other donors;
- Provide guidance to partners aimed at improving proposals and ensure due follow up of the projects revision.

The JPFU plays an important role during the technical revision acting as secretariat of the TRC. The Unit is responsible for the compilation of project proposals per sector/clusters, organisation of TRC meetings, communication and follow-up with cluster groups, UN Agencies and NGOs on project amendments in accordance with the recommendations made by the Committee and transmission of reviewed projects to the HC for final approval.

The technical revision process starts in parallel with the fund allocation process. The JPFU conducts a preliminary evaluation of priority project proposals submitted by CPIAs. Project selection on the basis of standardized project sheets aims at timeliness of the allocation process. Subsequently, the HC, in consultation with the Board, approves a list of projects for funding "pending review by the TRC".

The TRC uses a standard format for project review, which guarantees harmonized review criteria applying to all clusters/sectors focusing on the technical quality of the project and verification of consistency project objectives and HAP strategic priorities by cluster and between project objectives, activities and budget. The Committee also checks on technical competences of requesting organisation by sector and existing implementation capacities in the geographical area covered by the proposed project.

As detailed in the guidelines of the technical review, projects are ranked on a scale from A to E. "A" projects are immediately cleared for funding, "B" projects are cleared for funding pending minor adjustments recommended for the final project document.

Where substantive changes are required, projects are ranked "C" and "D" and returned to the appealing organisation for review. Once revisions are incorporated, "C" projects can be cleared via e-mail exchange between TRC members, while "D" projects, usually requiring comprehensive revisions, are re-submitted to the Committee for a second review before recommended for final approval and funding by the HC.

"E" projects are rejected and returned to the appealing organisation. Although the TRC does not question the validity of the project as an "identified priority", a proposal ranked E indicates that the project requires important changes before being approved. In this case, the national cluster lead (supported by its provincial focal point and the CPIA) has three options:

- Maintaining the proposed implementing partner, while ensuring necessary support through the provincial cluster in order to improve the quality of the proposal.
- Identifying a new implementing partner for project implementation.
- Withdrawing the project altogether.

In 2008, due to the larger number of projects funded (295), the technical review has been particularly challenging. In accordance with the guidelines, the same project proposal can be review up to three times. This resulted in 690 revisions in 2008 which considerably increased the workload for the JPFU in charge of facilitating the process.

Each review exercise requires close follow-up with numerous organisations providing guidance and feedback regarding recommended modifications to the project proposals as well as regular communication with cluster lead agencies and other TRC members until the project proposal is reviewed as recommended. The HC approves fund disbursement only after that the project has been fully cleared.

The labour-intensive efforts of the technical review process have resulted in considerable improvement of the quality of project proposals and project documentation. This improvement is illustrated by the much lower numbers of projects ranked C-D in 2008 compared to 2007 when the TRC was established. All partners have appreciated the review process although it has delayed fund disbursement in some cases. The participation of cluster lead agencies has been essential to ensure technical quality control of projects.

Apart from participation of cluster leads and the JPFU, participation of other TRC members has been reduced due to limited staffing and time constraints. Although these constraints have not diminished the quality of the review, some (HC, JPFU, OCHA) have raised concerns as sustained participation is central to the quality objectives of the process. Reduced participation has posed concerns related to the delegation of responsibility of the review process, and therefore endorsement of projects for approval, to the members of the JPFU and cluster leads.

A second tool contributing to the overall quality management of the Fund is the standardisation of core result-based indicators for all projects receiving contributions from the DRC Pooled Fund. One of the main tasks of the TRC is to verify that project proposals use clearly-selected, SMART result indicators to measure progress and impact of project implementation. The selection of such indicators is the basis of the reporting and monitoring exercise applied to all UN and NGOs projects allowing the Humanitarian Coordinator and the Board to measure result and impact of all projects funded.

The process is labour intensive and time consuming for all participants but it has considerably improved the average quality of projects funded.

Pooled Fund disbursement mechanisms

Disbursement mechanisms have remained unchanged since the establishment of the DRC Pooled Fund. Upon completion of the project technical review, the HC approves the project for funding. Complete project documentation and payment requests are submitted to UNDP which proceeds with fund disbursement. From then on, UNDP takes on the role of Administrative Agent (AA) for UN Agency projects, or as Participating UN Organisation for NGO projects.

Disbursement of funds

In 2008, UNDP introduced a simplified procedure for fund disbursement to UN Agencies. The "Request for Transfer" and the "Payment Order", originally issued under two separate documents and procedures were merged into a single document, a change that has accelerated the process of payments in particular for UN agencies.

Harmonization of programmatic, monitoring and reporting requirements with the objective of simplifying administrative work was further explored and discussed in 2008. UNDP

Administrative Agent functions in the past were not limited to those performed in country, but they also involved both UNDP[7] and Agency headquarters. How the delegated authority to the country office will impact on these tasks still needs to be clarified and better communicated to PF donors and DRC-based stakeholders.

UN Agencies have an obligation to submit certified financial statements directly to UNDP headquarters in compliance with the DRC Pooled Fund MOU. With the new set up, MDTF has this responsibility, but has delegated the authority to UNDP country offices to perform all other Administrative Agent tasks in country. UNDP, as UN participating organisation will be treated as any other UN participating organisation and will be obliged to report to the delegated AA.

NGO projects are implemented in accordance with the provisions of Standard Agreements between NGOs and UNDP/DRC. UNDP receives fund advances from HQ based on detailed funding projections in order to ensure disbursement.

Further efforts are required to continue reducing delays in fund disbursement, in particular to NGO partners. Improved tracking of the various steps between the HC project approval and the actual payment to organisations needs to be reinforced. A special section of the PF database has been conceived to address this. In 2008, the tool was only partially functional, but it has demonstrated the need for further improvement.

Payments to NGOs take approximately four weeks between signature of the approved Project Document and signature of the Cooperation Agreement between UNDP and NGO (prepared in accordance with HACT requirements). The first payment is normally made on the basis of budget forecast activities. Subsequent payments are calculated upon submission of the following documentation: a) financial report on utilisation of the first payment, b) project monitoring report reflecting progress on implementation, and c) submission of inventory of non–expendable equipment. These elements, along with the forecast of expenditure for the following quarter, are taken into account to calculate the amount for any subsequent transfer of funds.

The Administrative Agent

The administrative agent function has been performed by UNDP since the inception of the Fund in collaboration with the HQ-based Multi Donor Trust Fund Office. As explained in previous sections of this report, delegation of authority was granted to the UNDP country office in 2008. As a result, UNDP DRC decided to separate the two functions of Administrative Agent and UN Participating organisation, and two finance officers are in charge of the two different functions. The separation of functions was needed in order to maintain transparency of procedures, well-defined reporting and accountability lines between the two functions under UNDP responsibility.

3. Procedures for Selection of Priority Projects and Allocation of Funds

An important change in 2008 was the revision of the standard allocation procedures described in the sections above. The HC defined the objectives of the revision as follows:

- Simplification of the process;
- Reduce potential conflicts of interest between stakeholders participating in and facilitating the process;
- Separate the functions, most notably between the definition of priorities and project selection;
- Establishment of a checks-and-balances mechanism;

[7] These functions performed by UNDP headquarters as Administrative Agent or the Participating UN Organisation are not covered by this report.

- Strengthened consistency between HAP strategies and HAP funding requirements;
- Prioritization of projects based on assessed need;
- Inclusion of provincial strategies and updates in the definition of fund allocation;
- Improved complementarity with other sources of funding.

As mentioned above a revised version of the standard allocation procedure was introduced in 2008.

The changes in the allocation procedure were accompanied by other steps aimed at enhancing transparency of and participation in the process. Communications with CPIA throughout the process was also reinforced. The Joint Pooled Fund Unit has been tasked of ensuring the transparency of the process with particular attention to the active involvement of NGOs partners.

Generic cluster e-mail addresses have been created to simplify and facilitate project proposal submissions. Cluster leads, co-facilitator and the JPFU team members receive all submissions and any other communication shared through this means. The JPFU keeps track of all submissions and communications and uses them all to better advice the Board and the HC in the decision-making stage of the fund allocation process. CPIA inputs are also systematically included in the analysis that the JPFU prepares for the HC and the Board.

In general the revised allocation procedure was well-received by all partners and implemented since the first 2008 fund standard allocation. Minor refinements of the current procedure may be necessary after the experience of the two allocations of 2008. In this respect, the importance of active involvement of from all actors, donors, UN Agencies and NGOs cannot be underestimated.

The section below summarises the steps of the new procedure.

Step 1: Fund allocation preparation

The HC consults the Board and defines the allocation strategy, HC allocation guidelines are updated and the standard allocation process is then launched. The guidelines provide an update of donor contributions received for the Fund, general priority criteria applying to funding submissions, general eligibility criteria for partner organisations, modalities to access the PF Rapid Response Reserve, responsibilities/functions of CPIAs, provincial and national cluster groups in support to the process and of the Technical Review Committee. The guidelines also include a calendar for the different steps of the process allocation.
The JPFU team organises field missions to introduce guidelines to partners in the provinces. OCHA/DRC teams and CPIA chairs facilitate the dissemination of the HC guidelines.

Step 2 : CPIA and cluster groups consultation

CPIAs prepare a calendar of special meetings to discuss PF-related consultations. CPIAs are responsible for the elaboration of a brief "strategy document". The document is intended to provide real-time information on the evolution of the humanitarian context and needs in the province by geographical area and sectors in accordance with the criteria defined within the HAP (action thresholds).
Simultaneously national cluster leads prepare a work schedule for cluster consultations at the provincial level. For those provinces where cluster are not operational consultations are ensured through CPIA and other available coordination structures.

Step 3: Analysis of provincial strategic documents and definition of funding envelopes

Provincial strategies are shared with the members of the Fund strategic committee. The JPFU compiles information on bilateral funding status of HAP funding and consolidates them in a report specifically developed for this purpose. The report summarises the links between HAP requirements and committed funding with the analysis elements drawn from the "strategy document" received from each province. The committee then prepares a proposal of funding envelopes (ceilings) by province and cluster for approval by the HC.

Step 4: Project selection

National cluster leads determine different modalities of consultations to select priority projects depending on cluster capacities in each province. The information received by provincial clusters (when available) is used by the lead agency to define the list of priority projects to be submitted to the Fund for approval.
In provinces where clusters are not operational, national cluster leads need to guarantee some form of inclusive and transparent consultation at least with active members of the relevant cluster. Project proposals (using the standard project proposal sheet) are submitted to the cluster group directly by appealing organisations.
National cluster leads, in consultation with co-facilitator organisations, compile a list of priority projects proposed for funding. Project lists are then sent to the Pooled Fund Unit.

Step 5: CPIA consultation on priority projects proposed by national cluster leads

Lists of priority projects submitted by national cluster leads are sent back to CPIA for comments. CPIA have the chance to comment on the prioritized list of projects highlighting incoherencies, weaknesses or evident gaps in regard to the provincial strategy previously endorsed by the CPIA.

Step 6 : Project approval

The JPFU compiles an overview of projects proposed by national cluster leads, including comments received from the CPIAs. The document is shared with Fund Board members. In consultation with the Board, the HC endorses the preliminary approval of project lists. Partners whose project has been endorsed pending technical review clearance finalize full project proposal.

Step 7 : Project technical review

The technical review committee starts the analysis (see Section 2.2.3. above) of projects on the basis of the full project proposals submitted by the appealing organisation. The JPFU facilitates the work of the committee, follows up with partners and committee members to ensure that recommended amendments were correctly integrated in the final version of project proposals. Only proposals technically cleared by the committee are funded.

Step 8 : Final project approval and funds disbursement

The HC approves projects which have passed the technical review and notifies partners accordingly. The JPFU prepares Project Financial Agreements (PFA) for HC approval. UN Agencies countersign PFA before payment of the contribution is made. In the case of NGOs, the HC provides UNDP with complete lists of NGO projects approved for funding and a specific PFA is signed by UNDP/HC and the concerned NGO. Once recipient organisations sign the Project Cooperation Agreement with UNDP, fund disbursement

takes place.

3.1. Pooled Fund Allocations

The DRC Pooled Fund[8] includes two mechanisms to allocate funds to humanitarian programmes and projects:

- A **standard allocation mechanism** to allocate PF resources, ensuring early funding for priority projects.

- A **Rapid Response Reserve** for the rapid allocation of funds in the event of unforeseen and sudden onset emergencies.

The sections below summarise the results of the two standard allocations and the use of the Rapid Response Reserve in 2008.

3.1.1 First standard allocation

In early February 2008, in consultation with the Board, the HC endorsed the revised allocation procedure[9] for the standard allocation and the first standard fund allocation of the year was initiated[10] with approximately $ 60 million

CPIAs started field based consultations. In coordination with provincial cluster groups, consultations focused on:

1. General description of the evolution of humanitarian context in the province; including a summary of the main findings and recommendations of needs assessments carried out since the finalisation of the 2008 HAP.
2. Confirmation of priority areas by territory/district defined in the HAP and description of newly-identified priority areas in accordance with HAP emergency action thresholds and benchmarks.
3. Define activities required to address identified needs for each priority area. Ranking of identified priority areas by risk/vulnerability levels.

The allocation model of the Pooled Fund emphasizes the importance of field based inputs and the consultations facilitated and led by the CPIA serves to this purpose. Due to its inter-agency, inter-cluster coordination role, the CPIA is in a better position to provide the HC and the Board with an accurate and updated overview on the status of humanitarian situation and response needs.

HC guidelines detailed the revised allocation procedure and defined the most important criteria to be used during the allocation:

- Pooled Fund supports the implementation of provincial humanitarian strategies developed through existing coordination mechanisms namely CPIA and cluster groups;
- Project proposals to the Fund have to be consistent with the strategic objectives of the 2008 Humanitarian Action Plan and use its indicators and emergency threshold and needs mapping approaches;
- Projects should fill gaps identified by the HAP;
- The Pooled Fund should support under-funded sectors/clusters;

[8] Article III, § 3, Terms of Reference, DR Congo Pooled Fund.
[9] Annex 5, HC letter, 19 February 2008.
[10] Annex 5, HC letter, 13 February 2008.

- Ensure coordination with other sources of funding in order to avoid duplications and overlapping.

The combination of the above criteria and inputs from the provincial cluster focal points helped national clusters in preparing the lists of priority projects proposed for funding.

The JPFU prepared an overview of projects selected taking into account the additional comments issued from CPIAs regarding the lists submitted by cluster leads and their linkages with provincial strategies. As a result, a final list of 178 projects was submitted to the HC and the Board for review, of which 172 were approved.

At the end of the technical review process, 163 projects (103 NGO projects, 60 UN agency projects) were cleared for funding amounting to a total of $ 55.7 million[11]. Of the total allocated, $ 6.9 million was allocated to four projects through the Rapid Response Reserve of which 2 NGOs projects and 2 UN projects. For those provinces and clusters where available funding envelopes were not entirely used the HC requested the JPFU to verify with cluster leads and CPIA the possibility to identify additional projects.

UN and NGO partners provided positive feedback on the management of the first fund allocation round. CPIAs were satisfied by the substantive reduction of workload required from them. On the other hand, national cluster leads have manifested their concerns regarding the greater workload under their responsibility.

NGO partners have also emphasised the need to ensure participation and transparency at the national level when cluster leads proceed to project selection. Specific steps were taken since the introduction of the new procedure to address these concerns. Cluster groups were requested to appoint a national co-facilitator selected by NGOs whose main task was to support the cluster lead while selecting projects although full involvement of co-facilitator was difficult to achieve during the first fund allocation process of 2008.

Limited availability of NGO human resources, tight timeline for the overall process and the newly introduced procedure could partially explain NGO reduced participation in the process.

3.1.2 Second standard allocation

The HC announced the second standard allocation in late July for an indicative of amount of $ 40 million[12]. Procedures remained the same as for the first allocation.

In addition to ongoing priorities by sector, the HC also provided for a special funding envelope from the Rapid Response Reserve for projects in the food security sector, in order to address emerging needs in DRC resulting from the consequences of the global food crisis. The use of these funds was restricted to support specific components of emergency food security in high-risk targeted areas.

The impact of the global food crisis in DRC did not have the large-scale consequences observed in some countries; thus DRC did not benefit from the resource mobilisation efforts undertaken in mid-2008 at the global level. However, the impact of the crisis on the Congolese population is expected to have medium-term consequences, especially higher food prices. Moreover, the sharp rise of fuel / transport costs also had a negative impact on the overall costs of humanitarian assistance delivery.

Meetings were facilitated by the HC and OCHA to explore possibilities and alternatives of funding the food crisis in DR Congo. These were held in close consultation with the main

[11] See annex I Funds Allocations by Round.
[12] See annex 6, HC letter, 30 July 2008.

partners working in the food security sector and government authorities. Donors were also fully involved and, in some cases, additional funds were mobilized.

In September[13] the HC announced that, in addition to the $ 40 million already foreseen for the second standard allocation, two special envelopes under the Rapid Response Reserve would be allocated. These special allocations would address additional needs resulting from the food crisis and to replenish the Reserve. The humanitarian situation in the Kivu provinces continued to deteriorate and a reasonable level of funds was necessary to cover additional rapid response needs. In addition the rapid reserve was used to cover emergency non-food item needs of the UNICEF Rapid Response Mechanisms.

The additional effort aimed at supporting the global food crisis obliged the HC to allocate funds on the basis of anticipated additional donor contributions to the Fund. Since the availability of funds as of August 2008 was not sufficient to cover the expected amount of allocations (both standard and special food allocation), potential delays in payments to partners were anticipated.

Although guidelines for the second annual allocation remained unchanged, partners were requested to use the priorities defined in the 2008 HAP Mid-year Review and eligibility criteria was limited to organisations that had already received pooled funding.

The decision to limit the number of applicants to the Fund was decided due to the large number of new partners that had received Fund contributions during the first allocation. The increasing number of partners is indeed a positive development, but it also represented an important challenge for the sound management of Fund. The JPFU resources were not sufficient to ensure the evaluation of partner capacity or quality follow-up and support that a larger number of partners required. For this reason, the HC decided to temporarily limit access, whilst exploring measures to address the issue. Similar concerns resulted from evaluations recording low performance levels of some organisations.

One province, Bas Congo, was excluded from the process due to the non-respect of given deadlines for submission of the analytical document on priority needs.

A final list of 159 projects was submitted, of which 126 projects were approved by the HC and the Fund Board in late September. The technical review process was held in October-November, after which 119 projects were funded for a total of $40.9[14] million. 67 projects implemented by international NGOs, 9 national NGOs and 43 UN projects were retained. $10 million was allocated to 2 UN projects focusing on specific interventions to address the additional needs resulting from the food crisis. $9.6 million was allocated by the end of the year through the Rapid Response Reserve to 4 UN projects and 1 NGO project.

Feedback from partners on the management of the second allocation process was positive. That procedures remained unchanged was welcomed, as this reduced misunderstanding and confusion.

Nevertheless, the disbursement of funds for NGOs was particularly challenging. Delays in the technical review process and to some extent weaknesses in the management of internal administrative processes by the JPFU as well as UNDP finance department led to unjustifiably delayed payments. Although special measures were taken to ensure a smooth payment process before the closure of the 2008 financial year in December, some payments were not dealt with in time. Corrective actions to avoid the repetition of such cases have already been taken.

[13] See annex 6, message of the HC to the humanitarian community, 1 September 2008.
[14] See annex I Funds Allocations by Round.

3.2. The Rapid Response Reserve (RRR)

The legal set up of the Pooled Fund obliged the HC to maintain a Rapid Response Reserve to ensured both flexibility and timeliness of funding for unforeseen emergencies. The Reserve remains essentially a tool to cover emergency funding needs in particular through the Rapid Response Mechanism (RRM).

In 2008 the HC, in consultation with the Board, formalized the practice of previous years regarding the use of RRR funds. The need to increase RRR fund levels to respond in a flexible and timely manner to sudden onset humanitarian needs in particular outside the standard allocation process was already identified in 2007. During the reporting period, the HC decided to introduce the option to cover emergency or strategic projects beyond the RRM.

In 2008, partners requested RRR funding for a total of $28.26[15] million, or 22.6% of the total fund in 2008. Projects covering various sectors benefited from the RRR as seen in the table below.

Table 2 - 2008 Rapid Response Reserve: Projects funded by sector

Sector	Funding	% / Rapid Response Reserve	% / total 2007 PF allocation
Water and Sanitation	633 248	2,2	0,5
Shelter and Non Food Items	1 000 450	3,5	0,8
Logistics	2 237 143	7,9	1,8
Common Services and Coordination	5 160 435	18,3	4,1
UNICEF/OCHA Rapid Response Mechanism	9 230 000	32,7	7,4
Food Security	9 999 137	35,4	8
Total	**28 260 413**	**100%**	**22,6**

Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

RRR funds were allocated primarily to the food crisis response (35,4% of the annual total Reserve fund) through WFP and FAO and to UNICEF/OCHA RRM-Rapid Response Mechanism (32,7%). Food crisis interventions included food aid distribution gaps in the Kivu provinces and distribution of agricultural seeds to support agricultural production in North and South Kivu and Ituri. RRM interventions concentrated in the provinces of North and South Kivu and Ituri district. Tables 2 shows the distribution of RRR funds by type of organisation.

Table 3 - 2008 PF Rapid Response Reserve: Projects by type of organisation

Type of organisation	Funding	% / Rapid Response Reserve	# of projects
International NGOs	2 331 812	8,3	3
United Nations	16 698 601	59,0	7
UNICEF-OCHA/RRM	9 230 000	32,7	3
Total	**28 260 413**	**100%**	**13**

Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

[15] See Annex I Funds Allocations by Round.

Table 4 shows RRR funding by recipient organisation.

Table 4 - 2008 PF Rapid Response Reserve: Projects funded by organisation

Organisation	Funding	% / Rapid Response Reserve	# of projects
HANDICAP ATLAS LOG	487 834	1,7	1
ACF USA	633 248	2,2	1
UNDP	988 051	3,5	1
UNHCR	1 000 450	3,6	1
ASI	1 210 730	4,3	1
FAO	2 000 000	7,1	1
OCHA	5 129 384	18,1	3
UNICEF	8 273 000	29,3	2
WFP	8 537 716	30,2	2
Total	**28 260 413**	**100%**	**13**

Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

Table 5 shows the geographical distribution of funds allocated through the RRR.

Table 5 - 2007 Rapid Response Reserve: Projects funded by province

Provinces	Funding	% / Rapid Response Reserve	# of projects
Ituri	538 579	1,9	1
Katanga	633 248	2,2	1
National	7 328 165	25,9	5
Nord Kivu	19 760 421	69,9	6
Total	**28 260 413**	**100%**	**13**

Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

The HC maintained the policy of ensuring adequate funding to RRM to meet immediate needs, particularly those of internally displaced.

The RRM, a consolidated mechanism jointly managed by UNICEF/OCHA, proved to be an efficient multi-sectorial response to priority needs of targeted populations in case of internal displacement, natural disasters and health epidemics. RRM received a total of $14.2 million in 2008: $9.2 million from the Reserve fund and $4.98 million through the second standard allocation.

RRM interventions are jointly approved by UNICEF and OCHA in consultation with field partners and CPIAs. The two organisations have both specific and common responsibilities within the RRM framework and channel funds for implementation to NGOs identified through cluster coordination groups for specific activities defined in-line with RRM strategic objectives:

- OCHA: organisation of rapid assessments; logistics support and specific relief supplies not included in standard kits available in country; setting up mobile antennas known as EFCUs (Emergency Field Coordination Units) with a life-span of 6 to 9 months; humanitarian open-houses, designed to allow partners to operate in areas little or not covered by humanitarians. These structures offer a base to partners, with all the necessary communication tools and security equipment in accordance with UN standards.
- UNICEF: relief aid delivery; operational costs; procurement of relief non-food, water and sanitation supplies and security equipment. These stocks are pre-positioned in four provinces across eastern DRC.

UNICEF supports NGOs that function as RRM operational focal points at provincial level with the capacity to deploy within 48-72 hours of an identified emergency situation. These focal points manage standby stocks and logistic capacity for emergency response. Other UN agencies and NGOs can also benefit from RRM resources through submissions of project

proposals to OCHA and to respond to emergency needs which exceed the capacities of RRM focal points.

Table 6 - 2008 RRM: NGO Focal Point Activities (January 2008 - December 2008)

Provincial Focal Point	Evaluation	Monitoring	NFI		EDUCATION		WASH	
			Beneficiaries (households)	Beneficiaries (persons)	School kits distributed	classrooms built / rehabilitated / equipped	Water sources built	Latrines built
Solidarités Ituri	58	26	24 461	122 305	7 156	61	26	377
IRC (North Kivu)	90	30	60 597	302 985	18 704	331	23	3 733
Solidarités (North Kivu)	92	26	75 153	375 765	12 348	104	17	2 226
IRC (South Kivu)	70		24 137	123 693	3 615	137	60	2 202
Total	**310**	**82**	**184 348**	**924 748**	**41 823**	**633**	**126**	**8 538**

Source: UNICEF/OCHA, NGOs Rapid Response Mechanism, February 2009.

The HC through the Rapid Response Fund has allocated $292.723 to 5 NGOs and 1 UN emergency project. The following table details the list of projects funded via Rapid Response Fund in 2008.

Table 7 - 2008 RRF: Rapid Response projects (January 2008 - December 2008)

Partner	UN / NGO	Province	Cluster	Description	Budget
Malteser	ONG	Sud Kivu	Logistics	Protection of the new Luzinzi bridge in South Kivu	22 824
DCA	ONG	Katanga	Protection	Destruction of UXOs	22 382
Première Urgence	ONG	Oriental (Ituri District, Territory of Djugu)	Logistics	Rehabilitation of 3 bridges to enable humanitarian access to displaced and returning population in the area of Massikini	26 792
Caritas Allemagne	ONG	Oriental	Food Security	Emergency food assistance to 500 IDP families in Bafwasende (Tschopo district, Province Orientale)	108 381
UNICEF	UN	Kasaï Occidental	Shelter NFI	Expelled from Angola	N/A
MEDAIR	ONG	Province Orientale	Health	Dungu crisis	112 344
TOTAL					**292 723**

Source: OCHA DRC, February 2009.

By December 2008 indirect RRM funding to NGOs (through UNICEF and OCHA) amounted to $7.8 million, representing 55% of the total amount allocated to the mechanism.

4. Summary of 2008 fund allocations

In 2008, commitments to the DRC Pooled Fund amounted to $142 878 150. As of 31 December 2008 paid contributions totalled $130 972 541 (including 2007 carryover of

$337 932 and interest accounted for$1 507 768). Committed contributions at the end of 2008 to respond to the crisis in the Kivu provinces and the Haut Uélé district amounted to $25.057.483 (Belgium, Netherlands, Norway, Spain and Sweden). $13,8 million were paid in December, the remaining $11.2 were paid at the beginning of 2009. Total Pooled Fund 2008 programmable[16] amount totalled $143,3.

294 humanitarian projects were funded in 2008 for a total of $124,856,675[17]. 182 NGOs projects submitted by 31 national NGOs and 42 international NGOs were directly funded by the Fund with a total budget of $59.4 million. 112 UN projects implemented by nine agencies were funded for a total of $65.4 million. At the end of December 2008, indirect funding channelled through UN agencies to NGOs totalled $10 million. Thus, direct and indirect Pooled Fund resources received by NGOs amount to $69.5 million, or 55.7% of the total funds allocated during the year. The following table summarizes the distribution of funds allocated and the number of projects by type of organisation.

Table 8 - 2008 Pooled Fund: Allocation by province / region

Type of organisation	Funding	% / 2008 total allocation	# of projects
United Nations	65 422 872	52,4	112
International NGOs	53 802 860	43,1	146
National NGOs	5 630 943	4,5	36
Total	**124 856 675**	**100%**	**294**

Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

Given the specificity of the decision making process and the variety of sectors covered (NFI, Water and Sanitation, Emergency Health, Emergency Education) funds allocated to the RRM through the Fund Reserve are accounted for under the coordination cluster. Funds allocated to the RRM during the second allocation of the year via the NFI cluster are also accounted for by the coordination cluster/sector.

Table 9 - 2008 Pooled Fund: Allocation by province / district

Province / district	Funding	% / 2008 total allocation
Bandundu	4 334 803	3,5
Bas Congo	970 928	0,8
Equateur	6 949 361	5,6
Ituri	10 121 147	8,1
Kasai Occidental	2 311 423	1,9
Kasai Oriental	3 875 741	3,1
Katanga	16 841 938	13,5
Kinshasa	108 067	0,1
Maniema	5 138 746	4,1
National	12 198 760	9,8
North Kivu	38 242 703	30,6
Province Orientale	8 279 073	6,6
South Kivu	15 483 987	12,4
Total	**124 856 675**	**100%**

Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

[16] Contributions deducted of 1% of overhead charges, as defined in the Letter of Arrangement signed between donors and the Administrative Agent.
[17] As of November 2008 total funds allocated to projects was higher than programmable funds available. Projects were approved on the basis of confirmed donor pledges and commitments. Some donor contributions were paid in December, some other were delayed until 2009. A special allocation has been launched in early January 2009 to respond to the crisis in the East of the Country.

Table 10 - 2008 Pooled Fund: Allocation by cluster / sector

Sector / Cluster		Funding	% / 2008 total allocation	
Food Security		27 350 086		21,9
Coordination	Rapid Response Mechanism	14 218 233	11,4	17,6
	Coordination	7 712 785	6,2	
Water and Sanitation		18 421 839		14,8
Health		14 274 835		11,4
Logistics		13 182 587		10,6
Nutrition		10 527 898		8,4
Education		5 153 754		4,1
Reintegration and Early Recovery		5 147 718		4,1
Protection		4 679 989		3,7
Shelter and Non Food Items		4 186 950		3,4
Total		**124 856 675**	**100 %**	

Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009

Utilisation and expenditure levels of funds received were monitored throughout the reporting period and are presented in this report. Fund utilisation is the percentage of funds spent (including commitments) against total funds received as of 31 December. The Expenditure rate is the ratio between actual expenditure (including commitments) and the percentage of total project budget that should have been spent[18] in a given time. This rate measures progress of project implementation against expenditure and takes into consideration the project start date, project duration and project budget, as stipulated in the original proposal.

Of the total $124.8 million allocated in 2008, $50.9 million was spent (48% utilisation rate), with an overall expenditure rate of 92.2%. Table 10 details utilisation and expenditure rates by type of organisation.

Table 11 - 2007 Pooled Fund: Utilisation Rate and Expenditure rate as of 31 December 2007

Type of organisation	Funding	Spent	Utilisation rate	Expenditure rate
United Nations	65 422 872	25 559 169	39,0%	81,0%
International NGOs	53 802 860	22 300 079	41,4%	104,9%
National NGOs	5 630 943	3 112 829	55,3%	106,3%
Total	**124 856 675**	**50 972 077**	**40,8%**	**92,2%**

Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009

Combining CERF and Pooled Fund the utilisation rate raises at 54.4% and expenditure rate at 116.9%.

Data on funds allocated presented in the current report do not include the resources that UN Agencies have channelled to NGOs ($10 million through the Pooled Fund).
Total direct and indirect funding to NGO, combining CERF and Pooled Fund, reach a considerable $81.2[19] million equal to the 48,6% of total resources spent through common funding in DRC. It is reasonable to expect that additional funds will be channelled to NGOs out of the remaining balance of allocated resources received by UN Agencies during 2008.

At end of 2008, unspent funds total $73.8 million. These considerable amount of funds reflects the fact that 250 projects funded in 2008 will be partially implemented in 2009.

[18] This amount, also called "theoretic expenditure rate", is calculated as total amount allocated divided by the total project duration.
[19] Details on fund distribution can be found on annex 4.

Table 12 - 2007 Pooled Fund: End-year balances

Type of organisation	Funding	Balance
UN Agencies	65 422 872	39 863 703
International NGOs	53 802 860	31 502 781
National NGOs	5 630 943	2 518 114
Total	**124 856 675**	**73 884 598**

Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

Table 13 – 2008 DRC Pooled Fund - Paid Contributions (as of 31/12/2008)

Donor	Commitments		Collected revenue			
	Currency	Amount	Donor Currency	Equiv. $ @ UN Rate of exchange	Exchange gain/loss	$ per Treasury
Belgium	EUR	1 500 000	1 500 000	1 940 492	65158	2 005 650
Spain	EUR	3 580 000	3 580 000	5 295 858	-322	5 295 536
Ireland	EUR	7 000 000	7 000 000	10 798 152	188 697	10 986 850
Luxembourg	EUR	350 000	350 000	493 701	-4392	489 310
Netherlands	USD	28 216 215	28 216 215	28 216 215	0	28 216 215
Norway	NOK	21 500 000	21 500 000	6 070 566	82 556	6 153 122
Sweden	SEK	150 000 000	150 000 000	22 948 074	-100 970	22 847 104
United Kingdom	GBP	30 000 000	30 000 000	59 642 147	-920 747	58 721 400
Fund earning interest income (2007)		1 507 768	1 507 768	1 507 768	0	1 507 768
2008 Total Income Received						**136 222 955**
2008 UNDP Administrative Agent Fees (1%)						**1 520 494**
Allocations Paid to UN Agencies						**61 810 779**
UNDP as UN Participating Organisation (NGOs/IOM)						**60 609 287**
2008 Opening balance						**337 932**
2008 Closing Balance						**12 620 327**

Source: UNDP, March 2009.

5. 2008 CERF allocations

The Emergency Relief Coordinator (ERC) announced a total amount of $38 million for the DRC to be allocated by the CERF Under-funded Window on February 2008[20]. The ERC also approved a contribution of $3 million from the CERF Rapid Response Window to address the emergency needs resulting from the crisis in the province of North Kivu in September 2008.

The coordinated utilisation of Pooled Fund and CERF allocations aiming at the maximisation of resources has been a key element of the HC's strategy in managing common funds since 2006. On the basis of the CERF guidelines for grants, criteria for project selection were adjust to the specific context and broadly discussed within the existing coordination structures in DRC.

In consultation with the inter cluster group a specific amount was initially allocated to under-funded sector/cluster according to 2007 HAP funding data available. Hence 30% of the allocation was divided between water and sanitation, non food items and shelter, logistics and education clusters, the repartition has been proposed on the basis of 2008 HAP. The remaining 70% was distributed in accordance with 2008 HAP percentages against total requirements of all cluster with the exclusion of coordination.

[20] ERC letter to the HC of 1 February 2008.

Once the distribution of funds by cluster/sector was defined, discussions on project prioritization within each national cluster group took place. Prioritization criteria were discussed and endorsed by the national inter-cluster group[21]:

- Project must be based on a recent needs assessment;
- Project must be directly linked to the achievement of strategic objectives of the 2008 HAP ;
- Project must receive the support of the provincial and national clusters;
- Project must include activities of a humanitarian programme of national scope and core to meeting the strategic objectives of the HAP;
- Project covers priority activities as identified in the sector prioritization agreed by the inter-cluster;
- Recipient agency must be in compliance with reporting obligations to the CERF and the Pooled Fund;
- Recipient agency has to demonstrate 1) funds utilisation rate higher than 70% ; 2) detailed expected concrete results;
- CERF funding cannot be used to cover the following activities :
    - Recurrent costs (governmental salaries, maintenance costs, etc.);
    - Early warning, preparedness systems or pre positioning of stocks ;
    - Capacity building, trainings (except if directly related to the implementation of an emergency response)

NGO involvement in the discussions on CERF proposals and priority project selection was encouraged at national level. NGOs regularly attended the inter-cluster group dedicated to discuss the strategy of CERF allocation and project selection. The size of the country and the short timeline given to finalize the process made the participation of NGOs at provincial level difficult. Nonetheless, NGO inputs were taken into consideration in the decisions of CERF allocation through comments received from provincial cluster groups. Such a process, created for the general sector/cluster coordination, ensures the highest level of consultation with partners and due consideration of field-based inputs at any given time.

CERF grants focused on core activities of national UN programmes allowing the HC to focus Pooled Fund resources on provincial-based projects and specific needs.

Table 14 - 2008 CERF Allocations to DRC

CERF Windows	UN Agency	Funding	% / 2008 CERF allocation
CERF Under Funded	FAO	3 670 000	9
	UNFPA	1 517 347	3,7
	UNHCR	2 549 775	6,3
	UNICEF	18 873 183	46,4
	WFP	8 196 548	20,1
	WHO	2 900 006	7,1
Total Under Funded		**37 706 859**	**92,6**
CERF Rapid Response	WFP	3 000 022	7,4
Total Rapid Response		**3 000 022**	**7,4**
Total CERF		**40 706 881**	**100%**

Source: OCHA DRC, March 2009.

[21] See annex 7, information shared with the inter-cluster members in preparation of the CERF allocation.

Table 15 - 2008 CERF: Funds Allocated by UN Agency

UN Agency	Funding	% / 2008 CERF allocation
UNFPA	1 517 347	3,7%
UNHCR	2 549 775	6,3%
WHO	2 900 006	7,1%
FAO	3 670 000	9,0%
WFP	11 196 570	27,5%
UNICEF	18 873 183	46,4%
Total	**40 706 881**	**100,0%**

Source: OCHA DRC, March 2009.

The clusters/sectors that received the largest portion of CERF funding in 2008 were food security, water and sanitation, shelter and non food items and health, with almost 80% of the total Under-funded Window allocation.

Table 16 - 2008 CERF - Funds allocated by cluster / sector

Sector / Cluster	Funding	% / 2008 total CERF allocation
Food Security	14 366 570	35,3%
Water and Sanitation	7 340 200	18,0%
Shelter and Non Food Items	6 258 309	15,4%
Health	4 547 153	11,2%
Nutrition	3 400 000	8,4%
Education	2 798 050	6,9%
Protection	1 496 599	3,7%
Logistics	500 000	1,2%
Total	**40 706 881**	**100,0%**

Source: OCHA DRC, March 2009.

In 2008, as in previous years, CERF funds represented an important source of emergency funding to support core national humanitarian programmes early on in the annual implementation of the HAP. In 2008, on the basis of recommendations issued by the two years CERF evaluation report, additional efforts dedicated by the HC through OCHA to improve the definition of overall strategy for funds allocation, to refine a consultative and participatory project selection process and to reinforce consultation with NGOs partners.

In 2008 the very idea of prioritizing part of CERF funds to under-funded sectors/clusters was helpful to correct funding disparities and to provide additional resources to food security-related activities in DRC.

Finally the CERF in conjunction with the Pooled Fund and other bilateral sources of funding has guaranteed, for the third consecutive year, increased availability of funding to humanitarian activities included in the Humanitarian Action Plan.

6. UNDP as UN Participating Organisation.

UNDP, as participating UN organisation ensures the following tasks for NGO implemented projects:

- Facilitates the allocation process for NGO partners;
- Ensures the technical review of projects;
- Prepares and finalizes Partnership Agreements with partners;
- Disburses funds;
- Ensures monitoring and evaluation of NGO projects.

The "NGO Execution modality" (NEX) and the requirements of the Harmonized Approach for Cash Transfer (HACT) applied to all NGO Pooled Fund projects. In 2008, UNDP oversaw 182 projects implemented by NGOs (146 International and 36 National).
The following tables show the allocation of funds by province and cluster.

Table 17 – NGO projects by cluster

Cluster / sector	Funding	% / funds allocated to NGO	Number of projects
Water and Sanitation	18 421 839	31,0	52
Logistics	9 309 635	15,7	21
Nutrition	8 726 167	14,7	20
Food Security	7 764 801	13,1	28
Education	4 723 671	7,9	21
Health	3 242 044	5,5	12
Protection	2 674 611	4,5	12
Reintegration and Early Recovery	2 338 118	3,9	9
Shelter and Non Food Items	2 232 916	3,8	7
Total	**59 433 803**	**100,0 %**	**182**

Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

Table 18 – NGO projects by province

Cluster / sector	Funding	% / funds allocated to NGO	Number of projects
Kinshasa	108 067	0,2	1
Kasai Occidental	432 388	0,7	1
Bas Congo	586 418	1,0	4
National	1 210 730	2,0	1
Kasai Oriental	2 180 371	3,7	5
Equateur	2 604 647	4,4	10
Bandundu	3 073 364	5,2	7
Maniema	3 504 324	5,9	15
Province Orientale	5 110 503	8,6	13
Ituri	8 244 661	13,9	21
Sud Kivu	9 979 091	16,8	41
Nord Kivu	11 130 101	18,7	37
Katanga	11 269 140	19,0	26
Total	**59 433 803**	**100,0**	**182**

Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

In general, the strict implementation of requirements imposed by the NEX, originally conceived for development projects resulted in challenges for both partners, the JPFU and UNDP. Specifically, financial procedures, reporting requirements, capacity assessments, auditing and the disposal of assets are all cumbersome and not always adapted to the context of the DRC and the specific needs of humanitarian interventions.

UNDP rules and regulations entail that implementing partner capacities have to be assessed by UNDP prior to the implementation of projects. It is then the Local Programme Approval Committee (LPAC) that has to recommend partners on the basis of this assessment.

Within the PF, NGO implementing partners are proposed by the clusters and UNDP does not intervene in the selection process. However, once put forward by the Cluster, compliance with the NEX modality has to be assessed by UNDP.

A full capacity assessment is undertaken by the JPFU, using a standard capacity assessment tool. Partners need to score at least 70% to be eligible for funding. The criteria for assessment are:

- Institutional capacity (20% weighting);
- Technical capacity (15%);
- Management capacity (20%);
- Administrative capacity (20%);
- Financial capacity (25%);

This system demonstrates a particular weakness when applied in the context of DRC. Some partners may not reach the minimum required level, but are the only option for provision of humanitarian assistance in a given area.

The following table summarizes capacity assessments performed in 2008.

Table 19 – NGO capacity assessments performed.

NGOs	# NGO assessed	# eligible NGO	%
International NGO	61	56	92
National NGO	113	63	56
Total	**174**	**119**	**68**

Source: OCHA/UNDP Joint Pooled Fund Unit, March 2009.

Once a partner has been evaluated and received funding, it is then subject to HACT rules.

The HACT in DRC was initiated by UNDP, UNICEF, UNFPA and WFP (ex-com agencies) in 2007. As part of the HACT implementation process, the UN agencies were subject to an evaluation (based on UNDG guidelines) of their procedures by KPMG. In addition, partners selected by these agencies were also subject to an evaluation by KPMG.

One of the main objectives of the NGO partner evaluation exercise is to determine the cash transfer modality (advances, reimbursement, direct payments or direct execution by the partner).

The cash advance modality applied to Pooled Fund, though it would only apply to those partners with strong capacities at all the assessed levels. According to the HACT for partners with smaller capacity the direct payment modality should be applied.

Currently, DRC is not yet HACT compliant. However, advances made by the Pooled Fund in the application of reporting requirements based on the submission of a quarterly FACE form by all partners since the first allocation of 2008. The full implementation of the HACT will represent an enormous advantage for the PF. Preserving the overall accountability of the management of the Fund it will significantly reduce the workload for the JPFU as well as the reporting burden for partners that ensure high performance. It will also reduce auditing costs.

The risk analysis system proposed by the Pooled Fund complements the capacity assessment. The combination of these two assessments determines the specific procedures and measures applicable to partners (see proposed accompanying measures in Table 20 below).

The basic criteria for risk analysis are the following:

1) For old partners[22]: Capacity assessment results (accounting for 30%), Implementing capacity (accounting for 30%); financial capacity (accounting for 40%).
2) For new partners: capacity assessment results (accounting for 70%); reputation, previous experience (accounting for 30%).

The ranking resulting from these criteria is the following:

1) For old partners: weak risk for scores ≥80; moderate risk for scores ≥65 and <80; significant risk ≥50 and <65; high risk ≥0 and ≤50.

[22] Partners who have already received Pooled Funding

2) For new partners: significant risk ≥80; high risk ≥0 and ≤80.

The following table outlines the proposed measures by UNDP to manage direct contributions to NGOs. NB: this proposal has yet to be approved by the HC and Pooled Fund Board for application in DRC.

Table 20 – Proposed measures for contributions to NGOs

Risk category	Weak	Moderate	Significant	High
Ceiling of the financing by project	Max $ 2 millions	Max $ 1 million	Max $ 500 000	Max $ 100 000
Narrative Reporting	Every 6 months	Every 6 months	Every 3 months	Every 3 months
Financial Reporting	Every 3 months	Every 3 months	Every 3 months	Every 3 months
Amount to be released for the 1st instalment if project is less than 6 months	max 70% on a quarterly basis	max 70% on a quarterly basis	max 60% on a quarterly basis	max 50% on a quarterly basis
Amount to be released for the 1st instalment if project is more than 6 months	Max 70% on a quarterly basis	max 50% on a quarterly basis	max 40% on a quarterly basis	max 30% on a quarterly basis
Other instalments	Max 70% on a quarterly basis	max 50% on a quarterly basis	max 40% on a quarterly basis	max 30% on a quarterly basis
Audits*	1 by project	1 by project	1 by project and by instalment of $ 200 000	1 by project
Evaluation	End of project	End of project	Half way and end of project	Every three months

Source: UNDP Joint Pooled Fund Unit, March 09

Rigidly applying the risk analysis for partners funded in 2008, 56% of the portfolio would be categorized as significant or high risk and 44% as moderate or weak. This would imply a close follow up of partners in order to meet HACT requirements.

The partial application of HACT criteria led to the exclusion of 12 partners (ATGL, Caritas Kalémie, CEDI, CEK, Croix Rouge Congolaise, EAUR, Equilibre, FOLECO, ICG, IFESH, SOCOODEFI, ISJ).

The main drawbacks are an increase in the work burden due to:

- Increased control for Significant to High risk partners;
- Need to update the risk assessment every six months (applicable to more than 100 partners);
- Complexity in applying accompanying measures for each of the risk categories.

In conformity with applicable UNDP rules, projects need to be audited according to the annual audit plan prepared by UNDP Headquarters (Division of Audit and Performance Review). This requirement resulted in multiple audits for projects implemented over two years.

In 2008, 128 projects were audited. As a result of the standard rules applied by UNDP, many audit reports were rejected. This raises concerns regarding the applicability of UNDP rules to humanitarian programming and projects.

Furthermore, the NIM modality audit plan is based on a calendar year. This does not match the timing of most PF projects. Thus, in some cases projects can be audited twice in quick succession (for example a 4 month project spanning two calendar years - funded in November

ending in February - will be subject to two audits). This raises questions of value for money and unnecessary work.

UNDP requires quarterly financial reports from partners in order to effect subsequent payments. This is a time consuming and intense process for UNDP.

In addition, administrative procedures that are time consuming include:

- project closure and transfer of equipment;
- no-cost extensions and requests for project modifications;
- monitoring and evaluation of NGO projects (141 evaluations undertaken on 119 projects out of 163 active in 2008)

Overall 77% of projects were evaluated positively, 18% were of average quality and 3% were judged to be poor and 2% were not evaluated.

The particular constraint for UNDP was to evaluate projects in insecure areas, such as North Kivu.

Reaching HACT implementation will ease some of the administrative difficulties faced by the JPFU in managing the fund. Other UN agencies, may wish to draw on the experience gained by the Pooled Fund in implementing the HACT.

Implementation of the HACT should stimulate partners to aim for a lower risk category (by achieving higher level of performance) to ease the administrative requirements placed upon them.

7. DRC Pooled Fund 2007-2008 and CERF 2008: Results achieved by cluster.

This section of the report aims to provide an overview of the achievements of the fund. In order to achieve this, an elaborate system of integrated project cycle management has been developed and introduced by the Joint Pooled Fund Unit. Notable success has been the introduction of standard result indicators established by each Cluster in 2007, and refined in 2008. These indicators are integrated in the project design stage and subsequently reported against for all Pooled Fund and CERF contributions, regardless of organisation type.

Further selection and harmonisation of indicators has led to more accurate measurement of project results as well as consistency between defined project objectives and actual achievements. The information and data contained in project reports submitted by UN agencies and NGOs is summarised in the "info-maps" contained in this report. The info-maps were developed jointly between by OCHA/DRC and the PF Support Unit.

The process of collecting and collating the reporting has been a particular challenge in 2008. Numerous meetings and negotiations with stakeholders have taken place throughout the year and have enabled the results data to be presented in this report. The process of data collection and reporting is still being refined and improvements will no doubt be made in 2009. Some of the remaining key challenges are timely reporting, data accuracy, sheer number of reports and capacity to treat the information.

The information presented in this 2008 report enables a comparison to be made between actual achievements (beneficiaries reached) and original targets. It is also possible to match these results with levels of funding and actual expenditure (see detail of tables presenting the data below).

The massive amount of information generated by the consolidated reporting has been packaged into tables and charts for ease of readership. It is important to note that the data used in the annexes does not correspond to the data used for measuring results. The annexes deal with allocations made in 2008 not projects that have been reported on.

Since funds are allocated throughout the year, not all project results can be included in the 2008 report. Therefore, funds provided to projects in 2007, but implemented in 2008 are included and projects funded from November 2008 will be reported against in 2009. Therefore, this section of the 2008 report includes results from: 130 projects funded in 2007 (123 PF and 7 CERF) and 193 projects funded in 2008 are reported on (174 PF and 19 CERF).

The total value of projects reported against in the 2008 report amounts to over $ 170 million.

Table 21 – Year and source of funding of reporting projects

Year	CERF ($)	Pooled Fund ($)	TOTAL($)
2007	7 172 681	62 246 101	**69 418 782**
2008	40 706 881	68 685 816	**109 392 697**
TOTAL	**47 879 562**	**130 931 917**	**178 811 479**

Source: OCHA/UNDP Joint Pooled Fund Unit, March 09

The first info-map is a two-page summary comparing the results of projects implemented in the Eastern and Western provinces. The comparison is made on the basis of project data and information on number of project beneficiaries and key project result indicators.

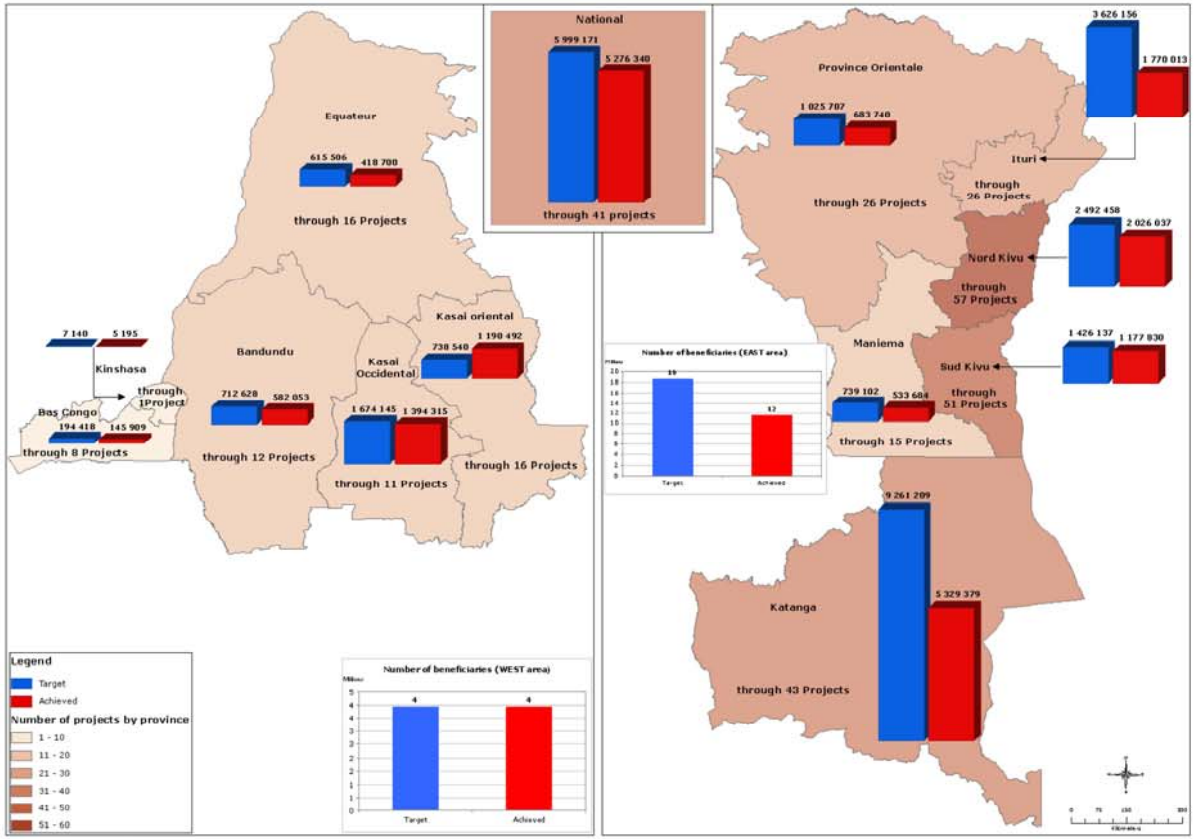
In each Cluster result section, tables and maps show:

- Beneficiaries by province (actual results against original targets and number of projects)
- Funds allocated by province by type of organisation (International NGO/National NGO/UN agency)
- Funding by type of organisation (International NGO/National NGO/UN agency)
- Expenditure rate by province: this table shows the cumulative amount of funds received by province against the actual expenditure as of 31 December 2008
- Overview of total funding received by province.[23]
- Map of key selected indicators by province comparing achievements against targets[24]
- Table of overall selected indicators comparing achievements against targets
- Table comparing beneficiaries and funding in 2007 and 2008

[23] The graphs often appear to demonstrate a disproportionate amount of funds for the national level. The reason this is the case is that the majority of CERF funds are provided to UN agencies for projects that are classified as National, however most of the funds are actually spent on projects targeting the eastern provinces.
[24] The map provides an overview of only key selected indicators. The complete list of indicators (targets and achievements) is reproduced in the results section.

Beneficiaries :results and analysis

Beneficiaries (west/east)



Overview

Implementing partners recorded the provision of assistance to almost 20 million beneficiaries (please note that each individual or household could benefit from multiple types of assistance). Therefore, the actual number of individuals benefiting from humanitarian assistance will be lower,but there is no established system or methodology in place to account for this.

In 2008 a system was developed to monitor project progress against targets established in the proposals. This provides us with a ratio of achievement against target, which for all projects reported on, amounts to some 70%. This data was achieved with 323 projects (130 from 2007 and 193 in 2008).

In some provinces, difficulty was had in accurately assessing target population numbers.Therefore some of the data demonstrates poor performance. From the graph Katanga and Ituri are examples of this overestimation.

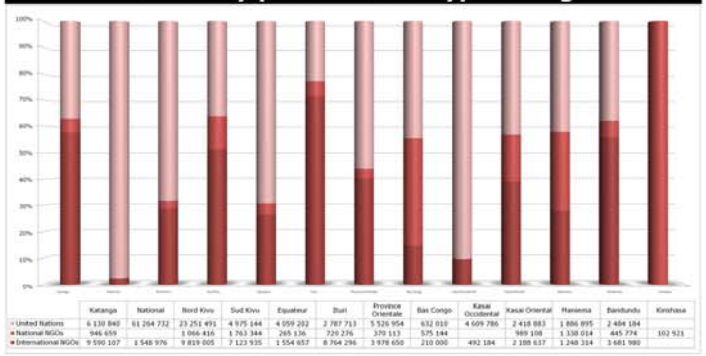
Funding by organisation type is included in the pie chart. However, please note that this refers to direct funding and takes into account a large amount of funds that were made available in 2007. The ratio for 2008 is more balanced, but this has yet to be reflected in this results section. More details on funding by organisation type is available in chapter 4.

In the funds allocated by province and type of organisation graph, one can see that some provinces are almost exclusively UN dominated (e.g. North Kivu, National level and Kasai Occidental), other provinces are more balanced between the implementing partners. The high levels of UN funding in some provinces can be explained by the CERF allocations which are exclusively for UN agencies. In addition, the graph reports on direct funding to organisations, this does not take into account the sub-contracting that most UN agencies undertake with operational NGO partners.

The graph of funding by province reveals that 78% of funds are spent essentially on the eastern provinces (including National that mainly focuses on projects for the east). The main clusters to benefit from funding are food security, water and sanitation, health and the RRM mechanism.

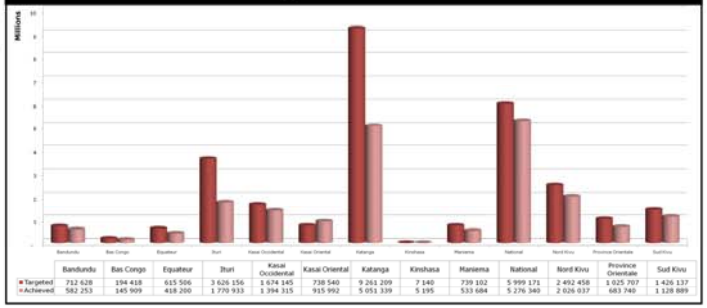
The data comparing trends from 2007 and 2008 reveals that the fund continues to achieve relatively similar results for a similar amount of funding. The methodology for the identification of beneficiaries is evolving. This accounts for the apparent decrease in numbers of beneficiaries recorded.

Funds allocated by province and type of organisation



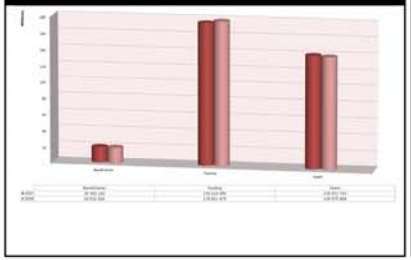
	Katanga	National	Nord Kivu	Sud Kivu	Equateur	Ituri	Province Orientale	Bas Congo	Kasai Occidental	Kasai Oriental	Maniema	Bandundu	Kinshasa
United Nations	6 130 840	61 264 732	23 251 491	4 975 144	4 059 202	2 787 713	5 526 954	632 010	4 609 786	2 418 883	1 886 895	2 484 184	
National NGOs	946 659		1 066 416	1 763 344	265 136	720 276	370 113	575 144		989 108	1 338 014	445 774	102 921
International NGOs	9 590 107	1 548 976	9 819 005	7 123 935	1 554 657	8 764 296	3 978 650	210 000	492 184	2 188 637	1 248 314	3 681 980	

Beneficiaires:target - achieved

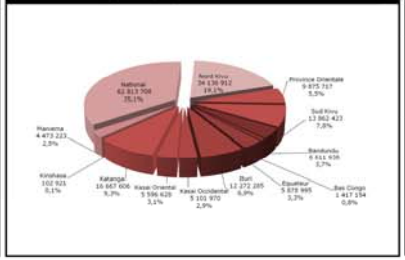


	Bandundu	Bas Congo	Equateur	Ituri	Kasai Occidental	Kasai Oriental	Katanga	Kinshasa	Maniema	National	Nord Kivu	Province Orientale	Sud Kivu
Targeted	712 628	194 418	615 506	3 626 156	1 674 145	738 540	9 261 209	7 140	739 102	5 999 171	2 492 458	1 025 707	1 426 137
Achieved	582 253	145 909	418 200	1 770 933	1 394 315	915 992	5 051 339	5 195	533 684	5 276 340	2 026 037	683 740	1 128 889

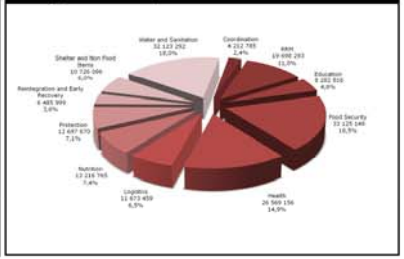
Comparison 2007-2008



Funding by provinces



Projects by Cluster

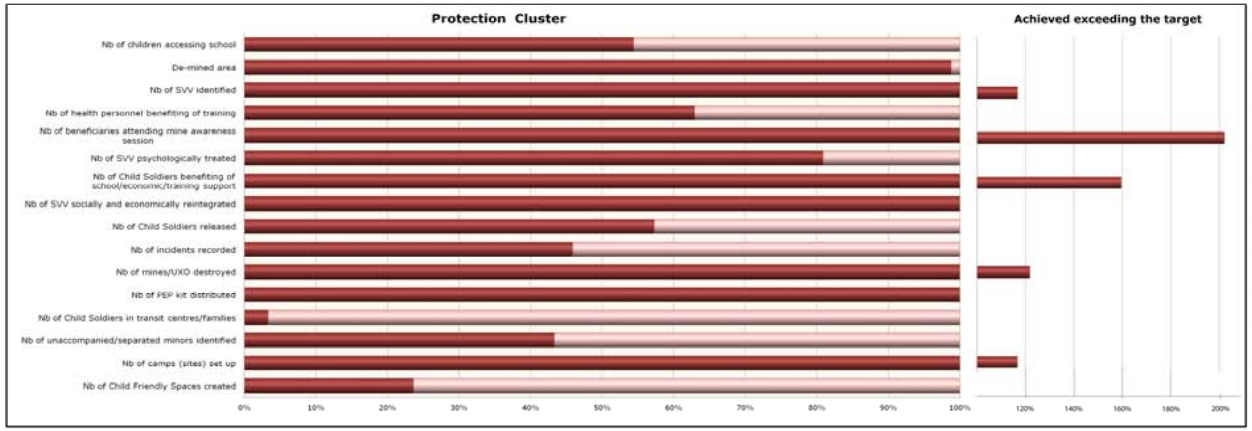


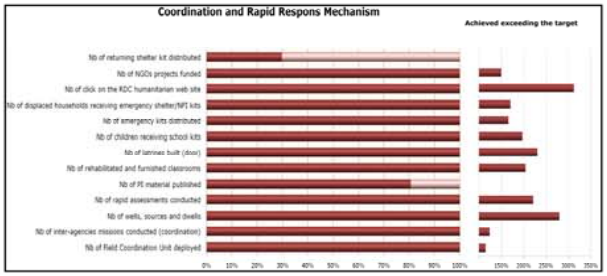
Keys indicators:results and analysis

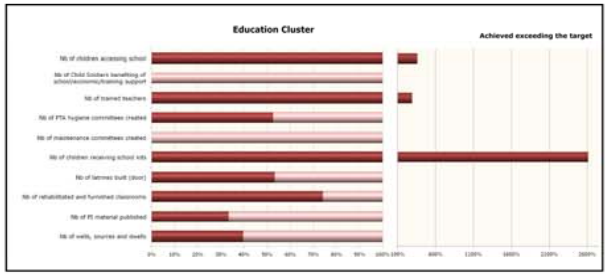
Indicators by cluster

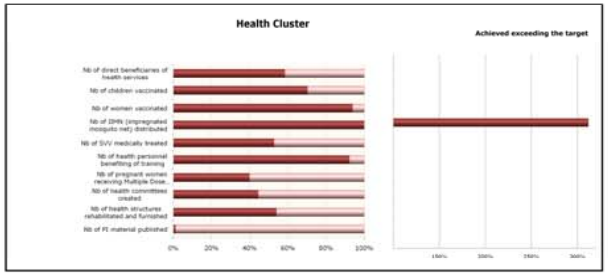
The above graphs show the result by cluster by indicator as a percentage of the original target.

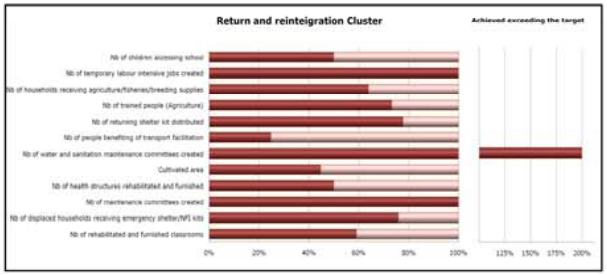
They also graphically show over achievements of some indicators.

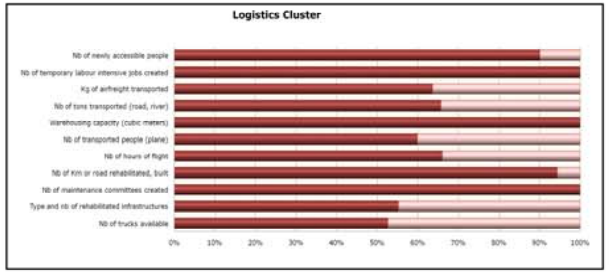


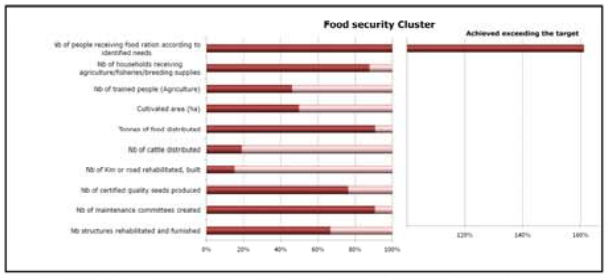


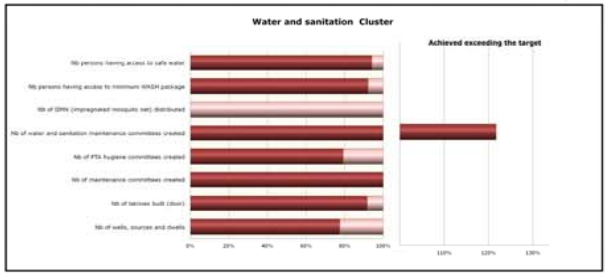


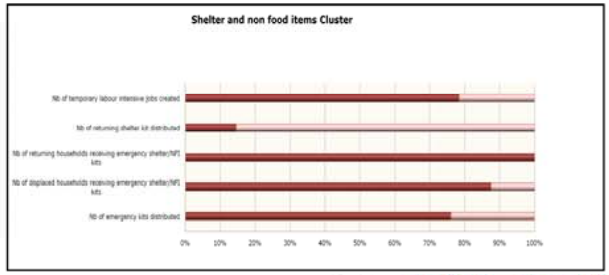












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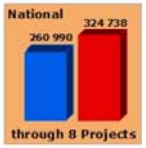
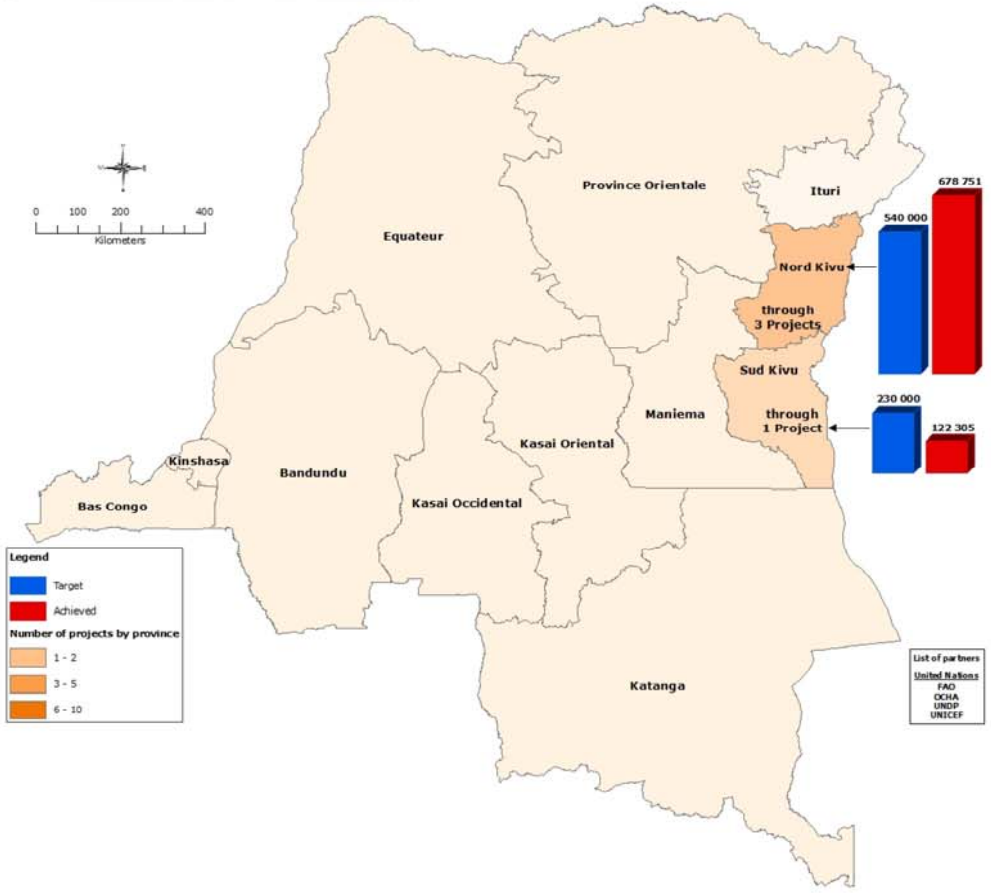
Coordination and Rapid Respons Mechanism RRM

Beneficiaries by province





Overview

Coordination

DRC remains in the grips of a chronic humanitarian crisis. A large number of NGOS and UN agencies are operating throughout much of the country. The size of the humanitarian response has increased dramatically in the past few years (see graph in chapter 8). The need for effective coordination in such a vast country with such huge needs remains great in order to maximise the collective efforts of the humanitarian community.

The mechanisms and tools available for coordination within the framework of humanitarian reforms have already had a sizeable impact on the coordination of humanitarian activities, information management and funding systems. In 2008, OCHA aimed to increase support to provinces in the western part of the country and improve the involvement of clusters.

In the HAP 2008, the estimated requirements for coordination (mainly OCHA XX%) was $18.4 million. The results reported cover 5 coordination projects (1 funded in 2007 and 4 in 2008) by Pooled Fund at a total cost of $ 4.5 million.

Rapid Response Mechanism

The RRM remained the main vehicle at the disposal of the Humanitarian Coordinator for emergency response covering NFI, Shelter, WASH, health and Education.For more details of the RRM please see Chapter 3 section 2.
The results reported cover a total of 7 Rapid Response Mechanism projects (3 funded in 2007 and 4 in 2008) by Pooled Fund at a total cost of $23.9 million.

Beneficiaries target - achieved

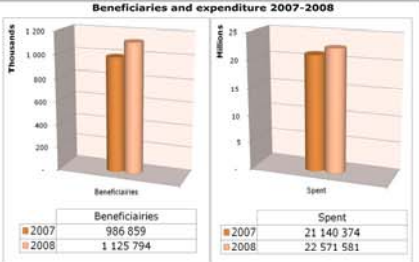
The target for Pooled Fund and CERF was to assist 1 million beneficiaries and the actual achievement was 1.1 million beneficiaries, thus a coverage rate of 109%. These results were achieved with $22.5 million spent out of $23.9 million allocated – or a spend ratio of 94%.

The funds for RRM are channelled to OCHA and UNICEF who then subcontract NGO partners. The amount subcontracted to NGOs was $14.5 million (61%) of the total.

The RRM remains a high performing mechanism with more than 900,000 beneficiaries served with NFI, shelter, water and sanitation and emergency education. Results across 2007 and 2008 are similar, demonstrating good planning and delivery.

Coordination activities cover the entire country while the RRM mainly focuses on North and South Kivu.

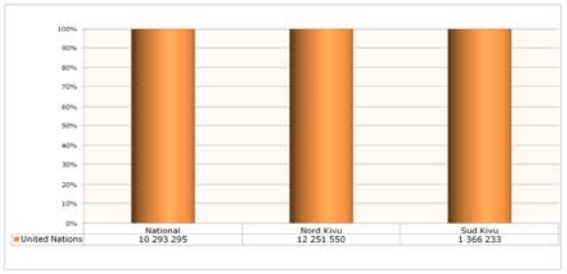
Beneficiaries and expenditure 2007-2008



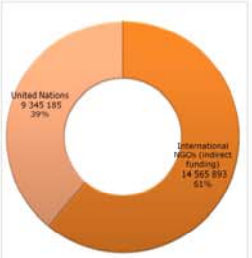
	Beneficiairies
2007	986 859
2008	1 125 794

	Spent
2007	21 140 374
2008	22 571 581

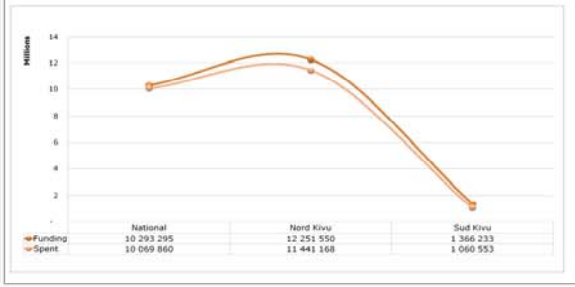
Funds allocated by Province and type of organisation



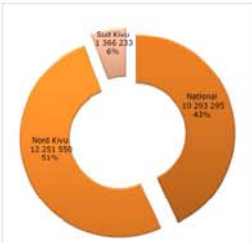
Funding by organisation type



Funding received spent



Projects by provinces



Geographical source : Référentiel Géographique Commun de la RDC (www.rgc.cd)
Thematic source: Pooled Fund DRC
Production : Humanitarian Information Service - HIS (www.rdc-humanitaire.net)
Funded by :

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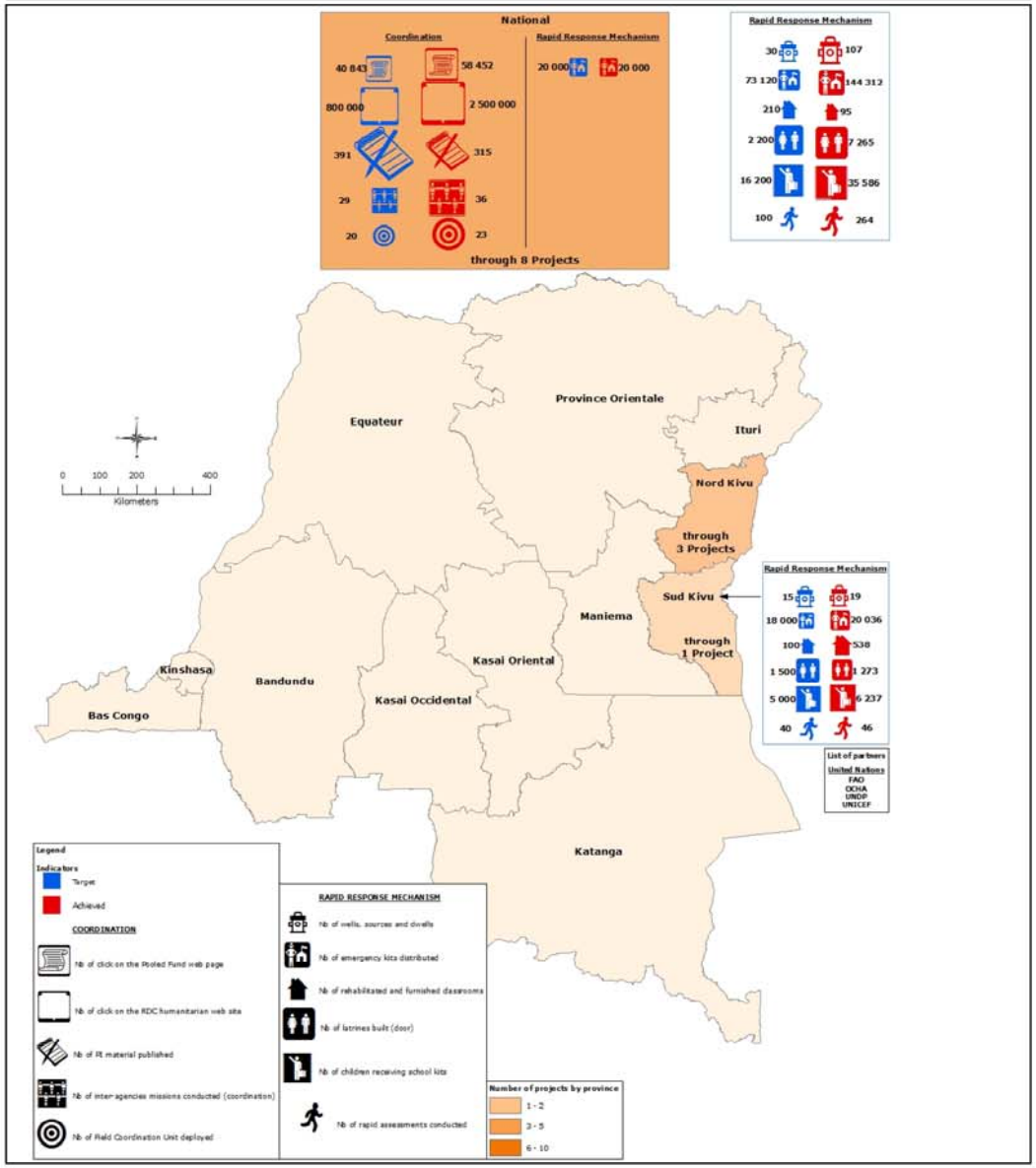
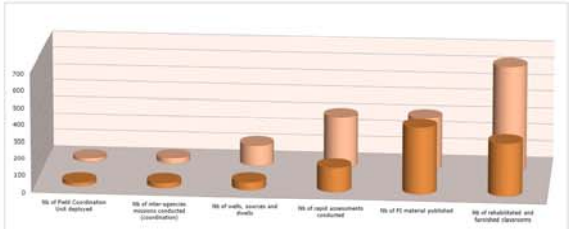
Coordination and Rapid Respons Mechanism RRM

Keys indicators

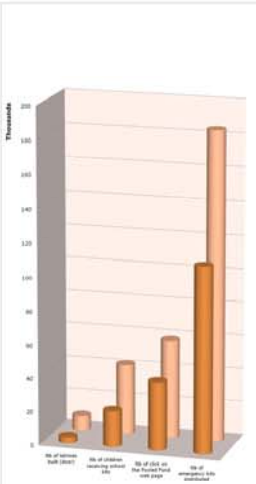


Results and key indicators (target - achieved)

Indicator	Target	Achieved	# Projects
Rapid Response Mechanism			
Nb of emergency kits distributed	111 120	184 348	5
Nb of displaced households receiving emergency shelter/NFI kits	108 000	184 348	5
Nb of children receiving school kits	21 200	41 823	3
Nb of returning shelter kit distributed	30 000	8 900	1
Nb of latrines built (door)	3 700	8 538	4
Nb of rehabilitated and furnished classrooms	310	633	3
Nb of rapid assessments conducted	140	310	3
Nb of wells, sources and dwells	45	126	4
Coordination			
Nb of click on the Pooled Fund web page	40 843	58 452	3
Nb of PI material published	391	315	3
Nb of projects funded	203	313	3
Nb of NGOs projects funded	100	168	2
Nb of inter-agencies missions conducted (coordination)	29	36	4
Nb of Field Coordination Unit deployed	20	23	4



	Nb of Field Coordination Unit deployed	Nb of inter-agencies missions conducted (coordination)	Nb of wells, sources and dwells	Nb of rapid assessments conducted	Nb of PI material published	Nb of rehabilitated and furnished classrooms
Target	20	29	45	140	391	310
Achvieved	23	36	126	310	315	633



	Nb of latrines built (door)	Nb of children receiving school kits	Nb of click on the Pooled Fund web page	Nb of emergency kits distributed
Target	3 700	21 200	40 843	111 120
Acvhieved	8 538	41 823	58 452	184 348

Recommendations

The key challenges for coordination in 2009 are:

- Ensure humanitarian response and improved coordination in provinces where the presence of implementing partners is limited both in terms of numbers and or capacities;
- Impact assessment of humanitarian assistance will require additional effort in 2009, to both define and establish a workable methodology. OCHA should work closely with the Clusters and ensure their input as part of this process. The reporting and monitoring system put in place by the Pooled Fund to measure results will assist in this regard, however measuring impact will have to go beyond just common funding mechanisms such as the CERF and Pooled Fund.
- OCHA will have to work to define and distinguish between the various emergency financial response sources. Thus the CERF, Pooled Fund (Rapid Response Reserve) and the OCHA Emergency Response Fund need to be complementary.
- OCHA has been advocating for bilateral funding for coordination outside the Pooled Fund, concentrating Pooled Fund resources on projects directly delivering aid.
- The RRM needs to continuously assess and adapt role and response to current needs as the situation develops.

Geographical data : Référentiel Géographique Commun de la RDC (www.rgc.cd)
Thematic data: Pooled Fund DRC
Production : Humanitarian Information Service - HIS (www.rdc-humanitaire.net)
funded by :

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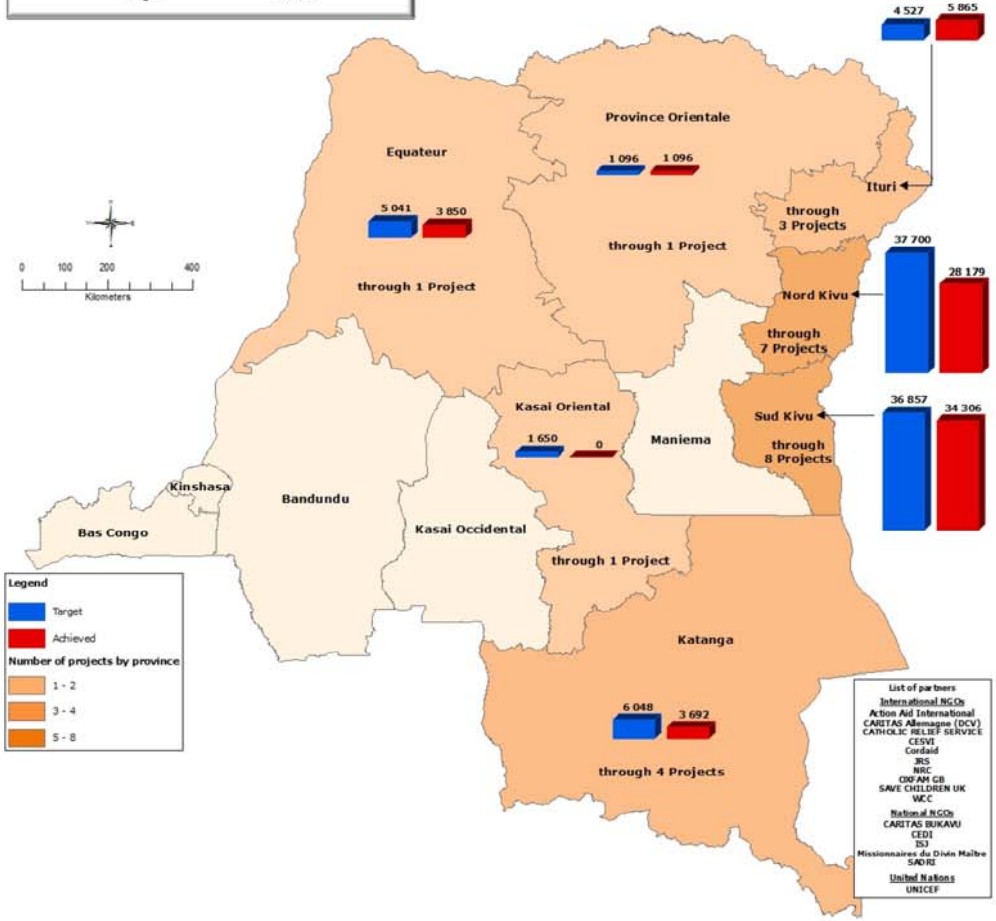
Education cluster

Beneficiaries by province

National
90 000 572 669
through 1 Project



Overview

The objective of the education cluster is to ensure a rapid return to normal life through education. Key actions are: supporting minor school rehabilitation; providing tables and benches; covering logistical costs for the distribution of school kits; training teachers on peace education and parents on management of parent committees.

The education Cluster partners responded to problems raised by conflict through an multi-sector approach. The education cluster works closely with the WASH cluster for hygiene activities and with the health cluster to ensure children have a minimum understanding of health issues. A medium and long term strategy will be developed to facilitate access to education for displaced children in conflict areas. The funding requirements of the education cluster in the HAP 2008 amount to $25 million.

The results reported cover a total of 26 education projects (10 funded in 2007 and 16 in 2008) by Pooled Fund and CERF at a total cost of $8.3 million.

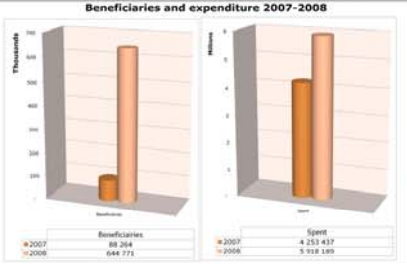
Beneficiaries target - achieved

The target for Pooled Fund and CERF was to assist 182,000 and the actual achievement was 644,000 beneficiaries, thus a coverage rate of 352%. These results were achieved with $5.9 million spent out of $8.3 million allocated – or a spend ratio of 71%. 60% of projects were directly with NGOs and 40% were implemented by UN agencies.

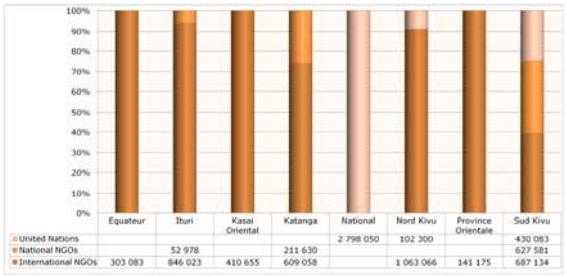
The hugely increased number of beneficiaries achieved is due to the reporting at national level by UNICEF. UNICEF through national level funding was targeting 90,000 beneficiaries and achieved 570,000.

This information will need to be clarified with UNICEF. The comparison with 2007 demonstrates the weaknesses in the methodology used to identify and report on beneficiaries achieved.

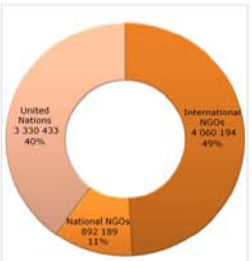
Beneficiaries and expenditure 2007-2008



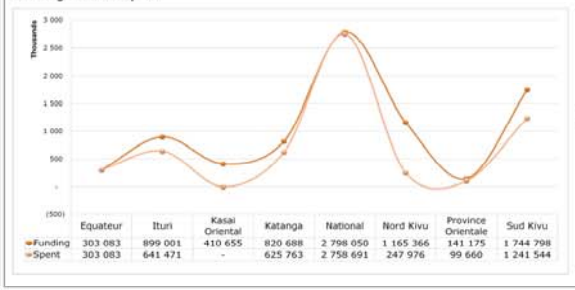
Funds allocated by Province and type of organisation



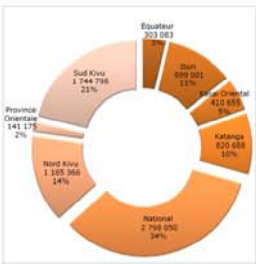
Funding by organisation type



Funding received spent

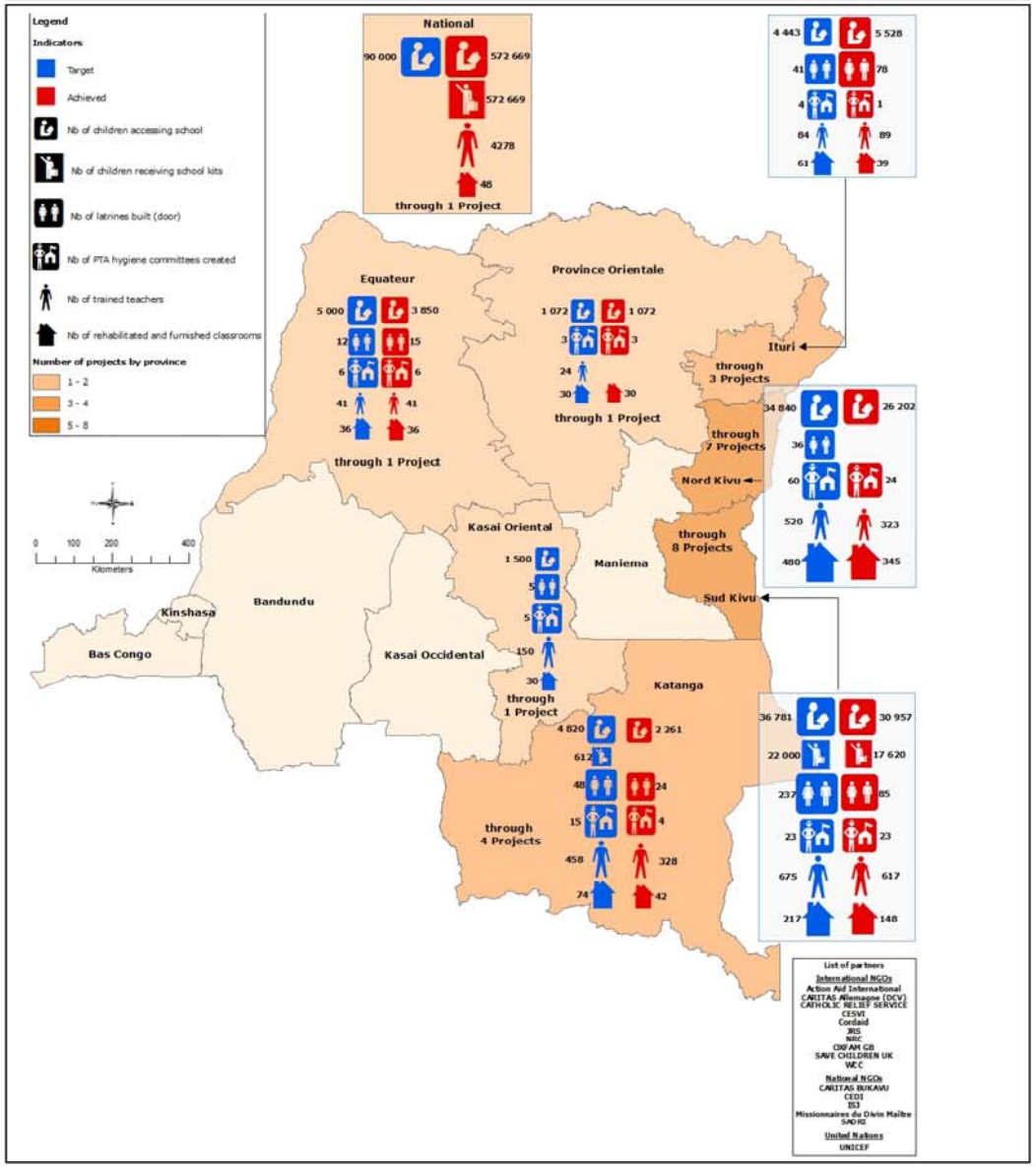


Projects by provinces



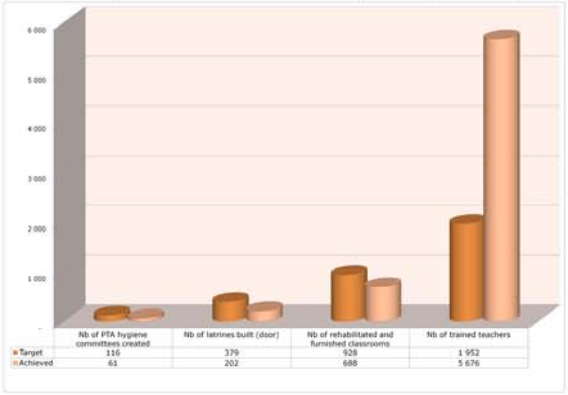
Education cluster

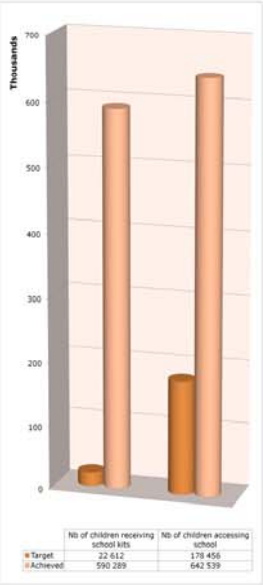
Keys indicators



Results and key indicators (target - achieved)

Indicator	Target	Achieved	# Projects
Nb of children accessing school	178 456	642 539	26
Nb of children receiving school kits	22 612	590 289	4
Nb of trained teachers	1 952	5 676	22
Nb of rehabilitated and furnished classrooms	928	688	23
Nb of latrines built (door)	379	202	16
Nb of PTA hygiene committees created	116	61	17
Nb of wells, sources and dwells	53	21	9
Nb of PI material published	3	1	1





Recommendations

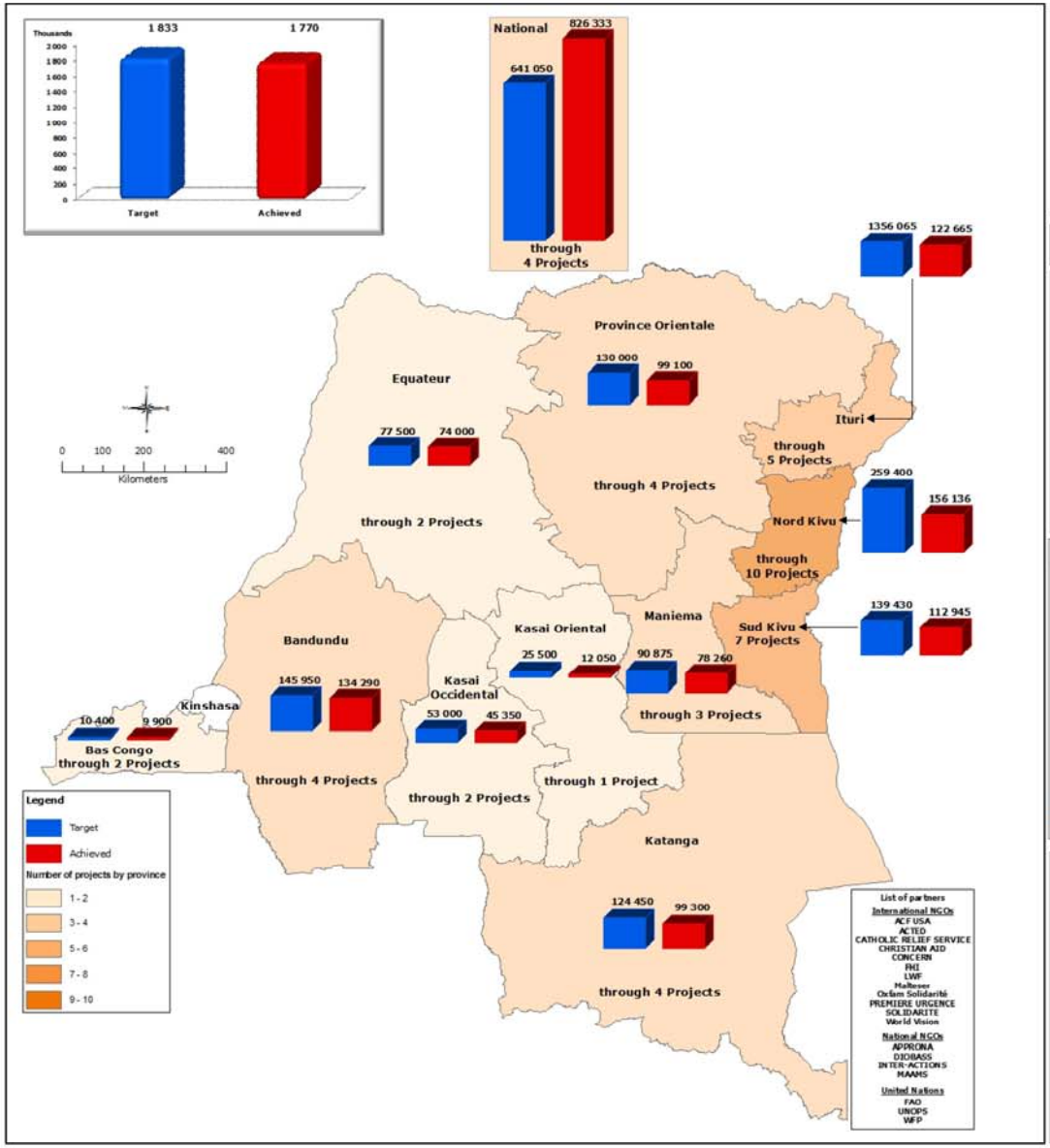
The key challenges for the education cluster in 2009 are:

- Disparities and the non-application of standards between projects and proposed guidelines created variances in project design and implementation causing confusion – e.g. for construction criteria, curriculum development and establishment of Parent Teachers Associations.
- Linked to the above – tighter monitoring of policy standards needs to be developed and put in place; e.g. 'light rehabilitation' is not understood by most partners. Huge disparities in term of costs for standard interventions raging from $1,700 up to $10,500 per classroom (salary and functioning costs excluded) whereas standards given by the cluster are around $6,000 per classroom building.
- Improved monitoring and evaluation and needs assessments to better focus interventions and strategy.
- Emergency Education interventions in conflict affected areas such as North Kivu have been difficult to identify because of lack of partners and lack of a clearly defined strategy.

The Education Cluster partners needs to agree and develop emergency education project strategies

Food security cluster

Beneficiaries by province



Overview

Over 60% of the DRC population is food insecure. An estimated 30-40% decline in agricultural food production and a decrease in food consumption to less than 1,700 calories per person per day, (daily required minimum is 2,300 calories) has exacerbated food insecurity. In some provinces (Bandundu and East Kasai) imbalanced food rations has led to the resurgence of diseases such as konzo and noma. In order to address these huge needs the distribution of some 103,000 metric tonnes of food would be required to assist 2.1 million beneficiaries. The cost as estimated in the 2008 HAP for food security was $280 million. The bulk of the funding requested was for food aid.

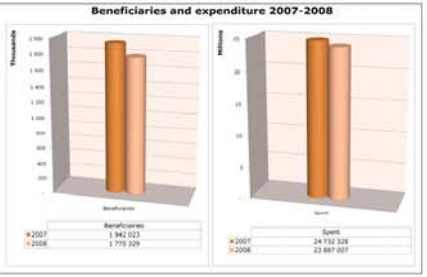
The timeliness of seed and tool procurement and quantities delivered has improved in 2008. The FAO has managed to adapt their procurement policies to the DRC context, favouring local purchase to international ones. In addition the strategic pre-positioning of inputs has facilitated the timely and quantitative access of inputs to partners (local and international) in the field.

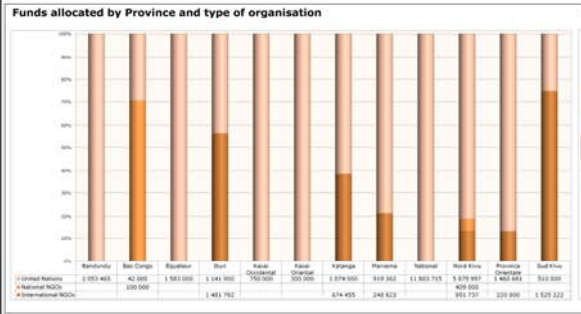
The results reported cover a total of 48 food security projects (15 funded in 2007 and 33 in 2008) by Pooled Fund and CERF at a total cost of $33 million. The projects funded aimed to ensure availability of emergency agricultural supplies for, IDPs, returnees/repatriated refugees and families with malnourished children. Food security monitoring was also supported. The Pooled Fund also contributed towards mitigating the impact of the global food crisis on the most vulnerable in DRC.

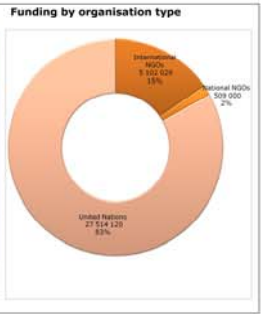
Beneficiaries target - achieved

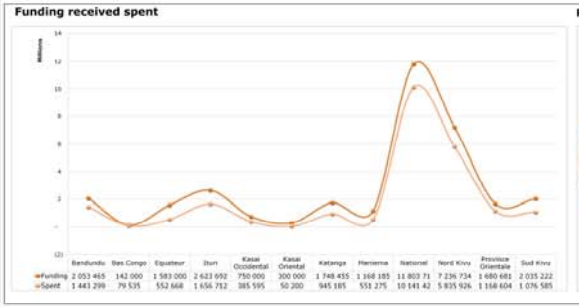
The target for Pooled Fund and CERF was 1,8 million people.
The cluster assisted 1,7 million people throughout the DRC. The main provinces benefiting from this assistance were North and South Kivu, Ituri, Bandundu and Katanga.

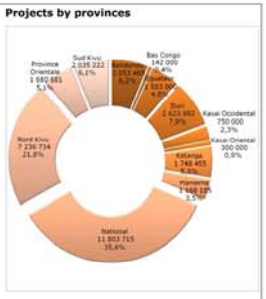
These results were achieved by funding UN agencies (83%) and NGOs (17%). The high level of UN funding reflects the CERF contributions that can only go to UN agencies.











Geographical source : Référentiel Géographique Commun de la RDC (www.rgc.cd)

Thematic source: Pooled Fund DRC

Production : Humanitarian Information Service - HIS (www.rdc-humanitaire.net)

Funded by :

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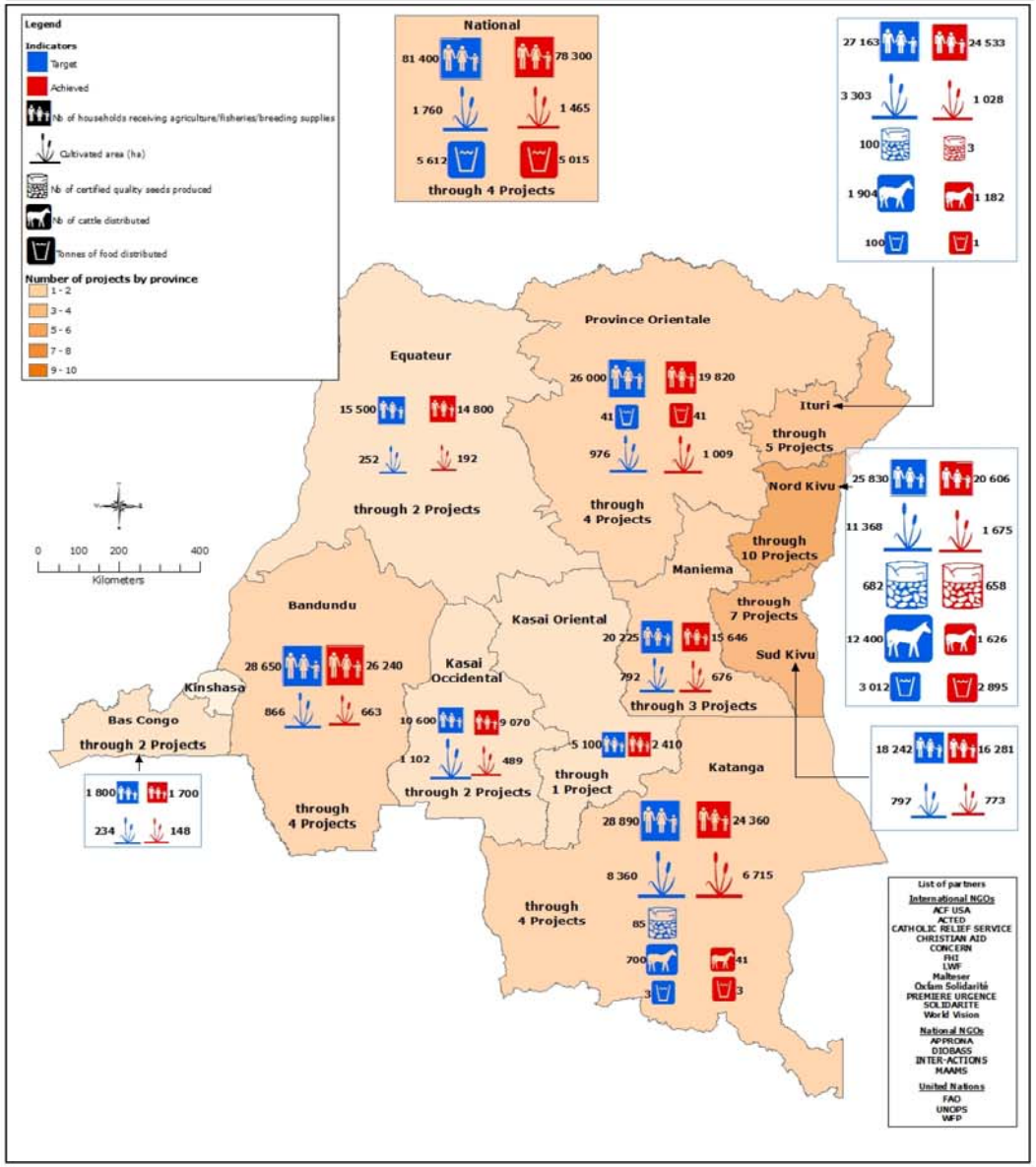
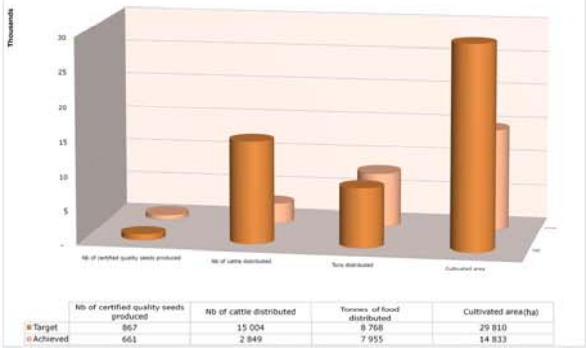
Food security cluster

Keys indicators

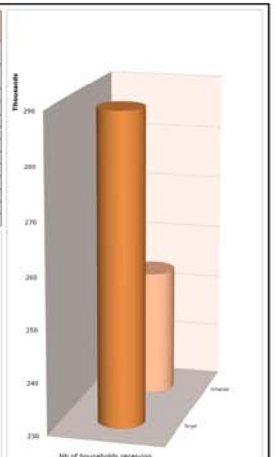


Results and key indicators (target - achieved)

Indicator	Target	Achieved	# Projects
Nb of people receiving food ration according to identified needs	310 910	501 108	5
Nb of households receiving agriculture/fisheries/breeding supplies	289 400	253 766	45
Nb of trained people (Agriculture)	49 246	22 674	43
Cultivated area (ha)	29 810	14 833	40
Tonnes of food distributed	8 768	7 955	9
Nb of dangerous areas identified	3 500	3 500	1
Nb of cattle distributed	15 004	2 849	16
Nb of health personnel benefiting of training	700	700	1
Nb of certified quality seeds produced	867	661	14
Type and nb of rehabilitated infrastructures	29	92	1
Nb structures rehabilitated and furnished	102	68	4
Nb of maintenance committees created	32	29	2
Nb of Km or road rehabilitated, built	86	13	3



	Nb of certified quality seeds produced	Nb of cattle distributed	Tonnes of food distributed	Cultivated area (ha)
Target	867	15 004	8 768	29 810
Achieved	661	2 849	7 955	14 833



	Nb of households receiving agriculture/fisheries/breeding supplies
Target	289 400
Achieved	253 766

Recommendations

The key challenges for the food security cluster in 2009 are:

Food security:

- More effort towards reaching common guidelines and standardisation is required.
- Cost effectiveness could be improved with the introduction of standardised unit costs.
- Whenever possible funding allocations should coincide with planting seasons.
- Links with other clusters should be strengthened, such as: nutrition, RRC, water and sanitation and education.

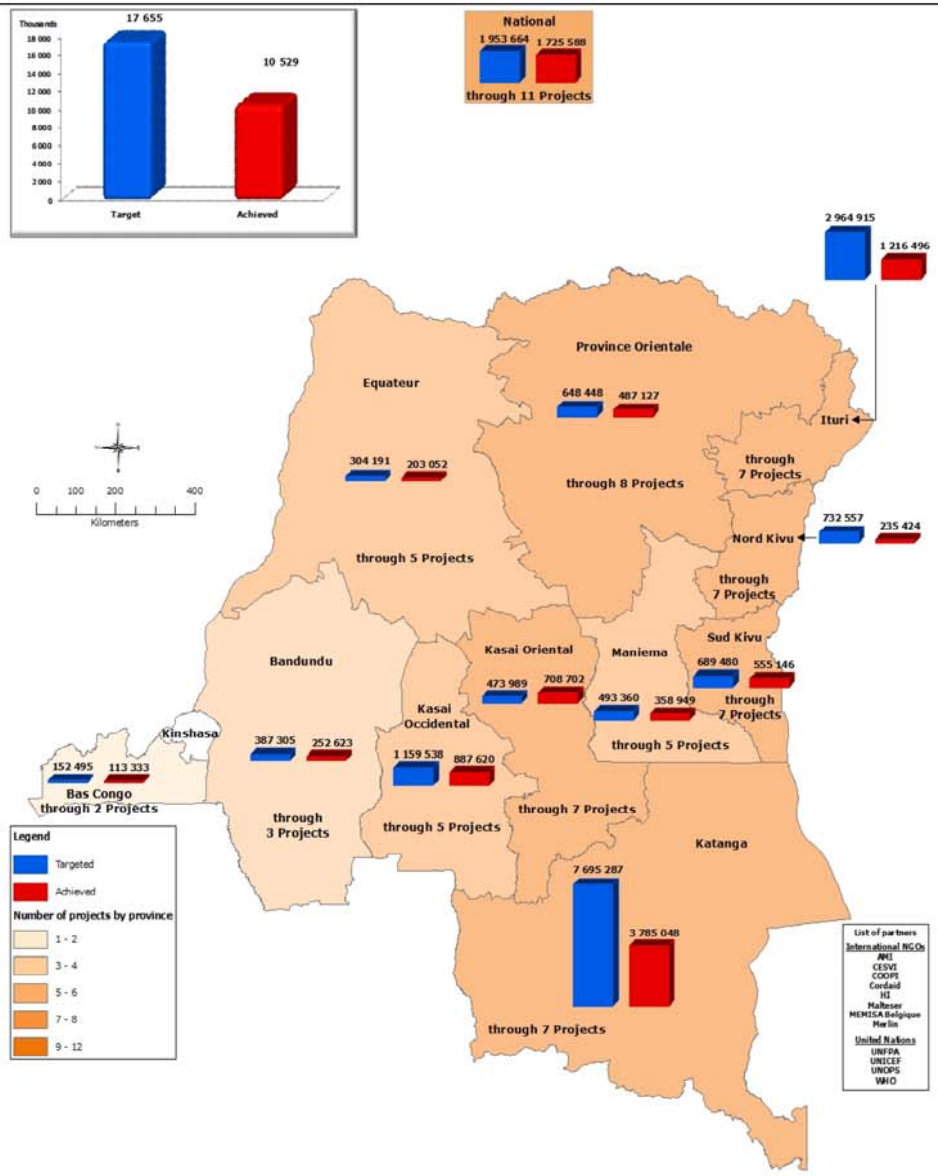
Food distribution,

- To reduce transport costs: where possible local or regional procurement should be encouraged to diminish these costs

Geographical data : Référentiel Géographique Commun de la RDC (www.rgc.cd)
Thematic data: Pooled Fund DRC
Production : Humanitarian Information Service - HIS (www.rdc-humanitaire.net)
funded by :

Health cluster

Beneficiaries by province



Overview

The DRC is confronted by a number of public health concerns. These include poor vaccination coverage, high maternal mortality levels, weak epidemiological surveillance and response capability and a health system that struggles to cope with demand. In the HAP 2008, the health cluster estimated the total cost of responding to health needs at $84 million.

The results reported cover a total of 74 health projects (34 funded in 2007 and 40 in 2008) by Pooled Fund and CERF at a total cost of $26.5 million. The projects aimed in particular to expand access to health services in the more remote and inaccessible areas.

Projects focused on expanding the epidemiological surveillance throughout the country, improving vaccination coverage against measles and other diseases, improving maternal health with obstetric and neo-natal services, supporting victims of sexual violence, rebuilding and equipping basic health centres and training national health personnel.

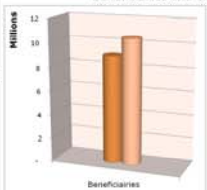
Beneficiaries targeted - achieved

Of the total targeted population of 17.6 million, 58% have been assisted or 10.5 million people. 71% of beneficiaries (7.5 million people) were in the east and 29% (3 million people) in the west.

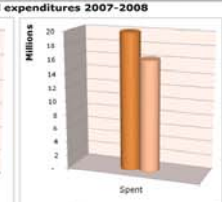
The number of beneficiaries reached is generally in-line with the amount of funding made available. However, the methodology used by the Cluster to determine both beneficiary targets and actual results is questionable. It would seem that the figures refer to catchment populations in project areas, rather than direct users or direct beneficiaries of health activities.

86% of the funding went to UN implemented projects and 14% went to International NGOs. This ratio demonstrates that NGOs have not benefited adequately from Pooled Fund Health funding.

Beneficiaries and expenditures 2007-2008

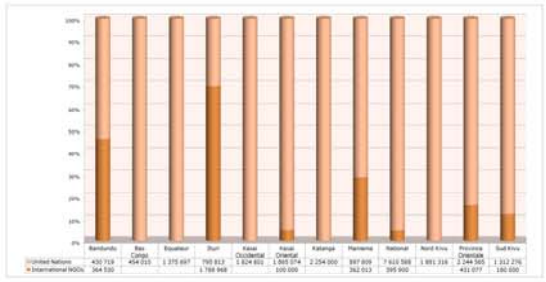


	Beneficiairies
2007	9 013 363
2008	10 529 108

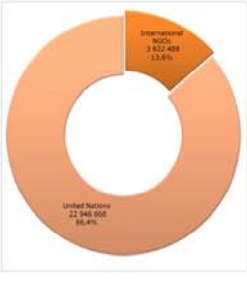


	Spent
2007	19 979 715
2008	16 214 595

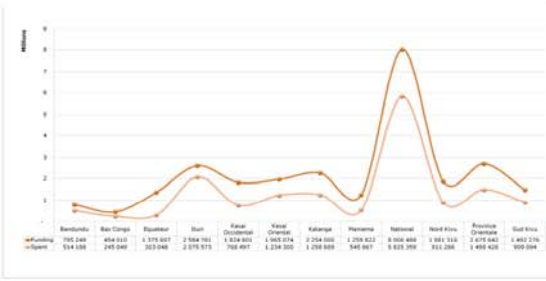
Funds allocated by Province and type of organisation



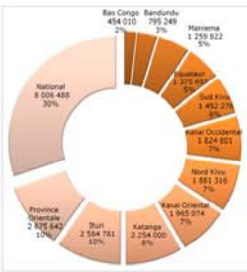
Funding by organisation type



Funding received spent



Projects by provinces



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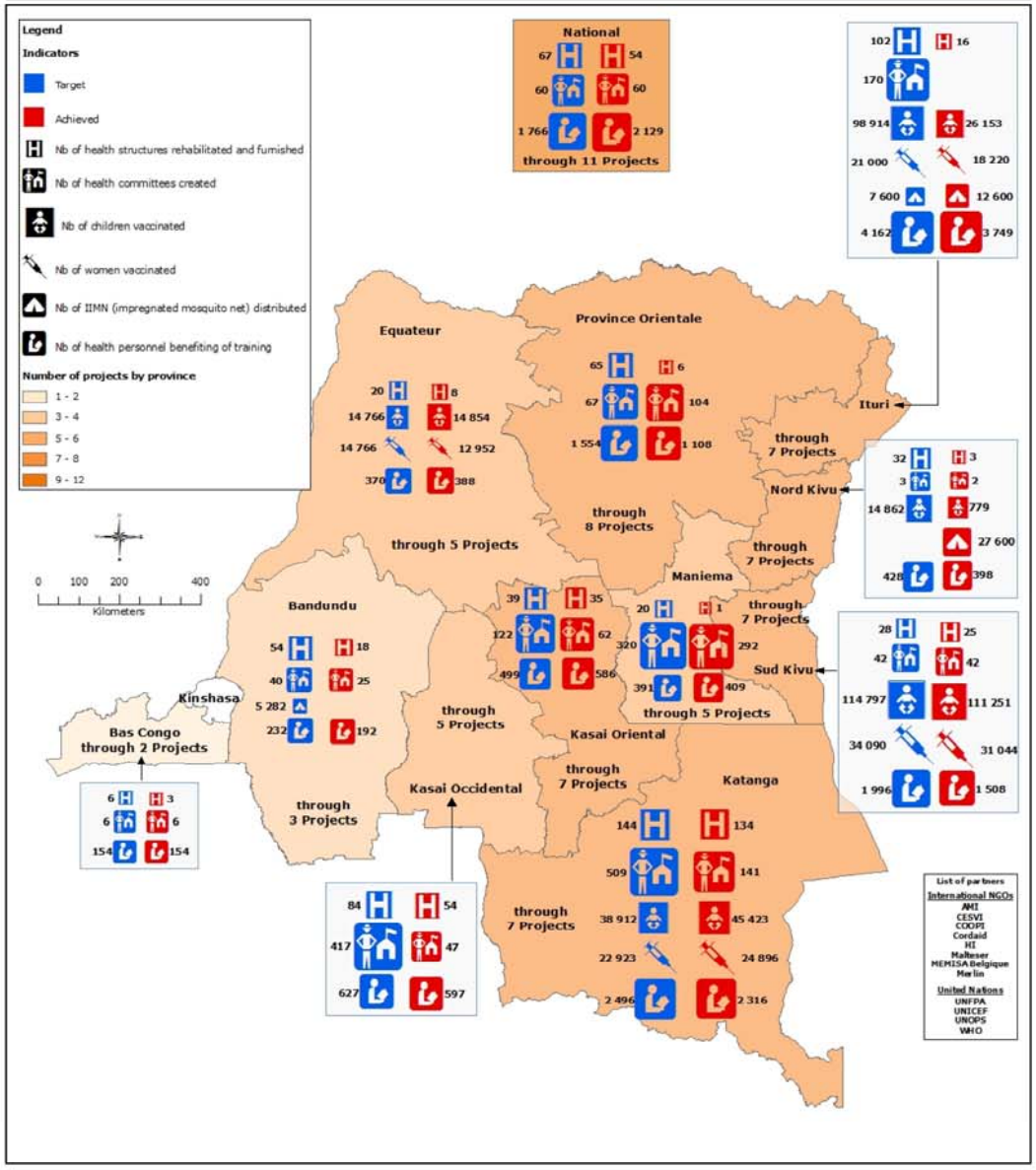
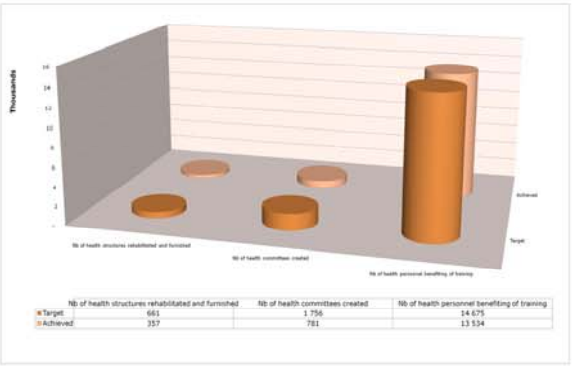
Health cluster

Keys indicators

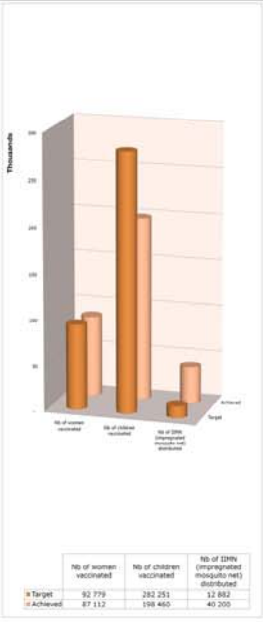


Results and key indicators (target - achieved)

Indicator	Target	Achieved	# Projects
Nb of direct beneficiaries of health services	14 730 699	8 603 865	58
Nb of children vaccinated (under 5)	282 251	198 460	8
Nb of women vaccinated	92 779	87 112	7
Nb of IIMN (impregnated mosquito net) distributed	12 882	40 200	8
Nb of health personnel benefiting of training	14 675	13 534	68
Nb of SVV medically treated	9 988	5 269	5
Nb of people receiving food ration according to identified needs	3 540	4 255	1
Nb of pregnant women receiving Multiple Dose Vaccinations	8 802	3 514	5
Nb of beneficiaries admitted in TFC/SFC	781	2 820	1
Nb of children discharged by nutrition centres	625	2 632	1
Nb of health committees created	1 756	781	33
Nb of health related public information material published	45 000	520	6
Nb of health structures rehabilitated and furnished	661	357	54
Nb of communication kits distributed and operational	210	25	2
Nb of latrines built (unit)	10	9	2



	Nb of health structures rehabilitated and furnished	Nb of health committees created	Nb of health personnel benefiting of training
Target	661	1 756	14 675
Achieved	357	781	13 534



	Nb of women vaccinated	Nb of children vaccinated	Nb of IIMN (impregnated mosquito net) distributed
Target	92 779	282 251	12 882
Achieved	87 112	198 460	40 200

Recommendations

The key challenges that remain for the health cluster in 2009 are:

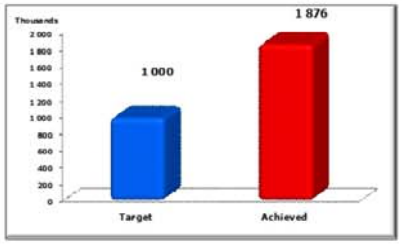
- Development of well defined guidelines and policy for the use of Pooled Funding, this especially regarding the distinction between humanitarian and development activities;
- Better inclusion of NGOs in the delivery and provision of services (UN agencies (mostly WHO) received more than 80% of the funding).
- Implementation capacity of partners should be better assessed in the selection process in order to improve service delivery. E.g the number of health centres rehabilitated reached less than 50% of the target.
- Reinforce the role of cluster co-facilitator in Kinshasa and in the provinces
- Improve the methodology in identifying direct beneficiaries. For example the Cluster members could better determine the numbers of users of services and not just the catchment population.

Geographical data : Référentiel Géographique Commun de la RDC (www.rgc.cd) Thematic data: Pooled Fund DRC Production : Humanitarian Information Service - HIS (www.rdc-humanitaire.net)

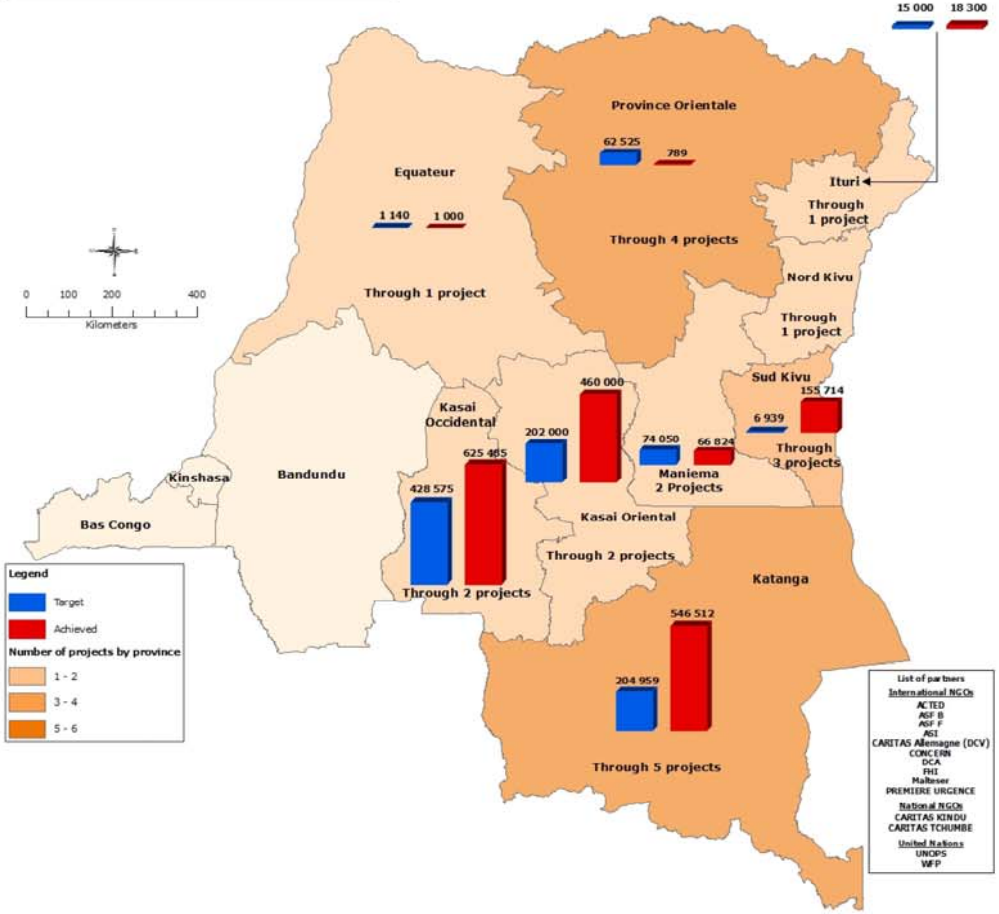
funded by :

Logistics cluster

Beneficiaries by province



National
4 800 1 600
Through 3 projects



Overview

Lack of transportation infrastructures is one of the major problems the humanitarian community is facing in the DRC. This vast country is estimated to have about 150,000 km of roads of which only a small fraction are viable , very few landing strips and an obsolete railroad infrastructure is indeed an enormous challenge.

The main concern of the logistics cluster is to respond promptly and efficiently to the logistics requirements of the humanitarian community in the field. This has been pursued by an integrated logistics service that aims to provide a mix of road, rail, water and air transport and storage facilities and services. In addition, the logistics cluster aimed to ensure access to previously inaccessible areas, this mainly through road rehabilitation projects.

Within the framework of the 2008 HAP, the objectives of the logistics cluster remain the same: to enable better coordination and improvement of the logistics response of the humanitarian community in the DRC with special attention to the humanitarian crisis in the eastern part of the country; assistance for the return of refugees and IDPs to their villages of origin; and access to health centres, schools and markets for vulnerable populations. The funding requirements of the logistics cluster in the HAP 2008 were estimated at $43 million.

The results reported cover a total of 24 logistics projects (8 funded in 2007 and 16 in 2008) by Pooled Fund and CERF at a total cost of $11.7 million

Beneficiaries target - achieved

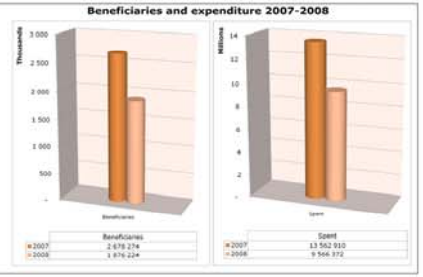
The target for Pooled Fund and CERF was to assist 1 million beneficiaries and the actual achievement was 977,000 beneficiaries, thus a coverage rate of 98%.

These results were achieved with $9.5 million spent out of $11.6 million allocated – or a spend ratio of 82%. 68% of projects were directly with NGOs and 32% were implemented by UN agencies.

The majority of projects were focused in Katanga and Kasai provinces.

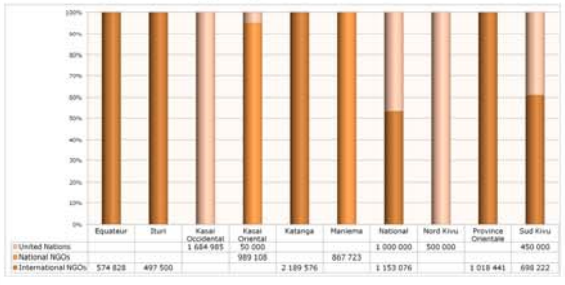
It should be noted that much of the road reconstruction in the eastern provinces is provided through the UN stabilisation fund and other sources of funding.The comparison between 2007 and 2008 data demonstrates a more realistic methodology for beneficiary identification.

Beneficiaries and expenditure 2007-2008



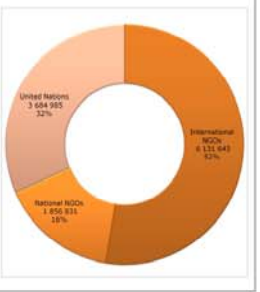
	Beneficiaries	Spent
2007	2 678 274	13 562 910
2008	1 676 224	9 566 372

Funds allocated by Province and type of organisation

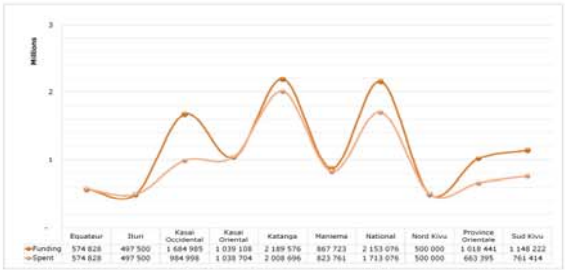


	Equateur	Ituri	Kasai Occidental	Kasai Oriental	Katanga	Maniema	National	Nord Kivu	Province Orientale	Sud Kivu
United Nations			1 684 985	50 000			1 000 000	500 000		450 000
National NGOs				989 108		867 723				
International NGOs	574 828	497 500			2 189 576		1 153 076		1 018 441	698 222

Funding by organisation type



Funding received spent

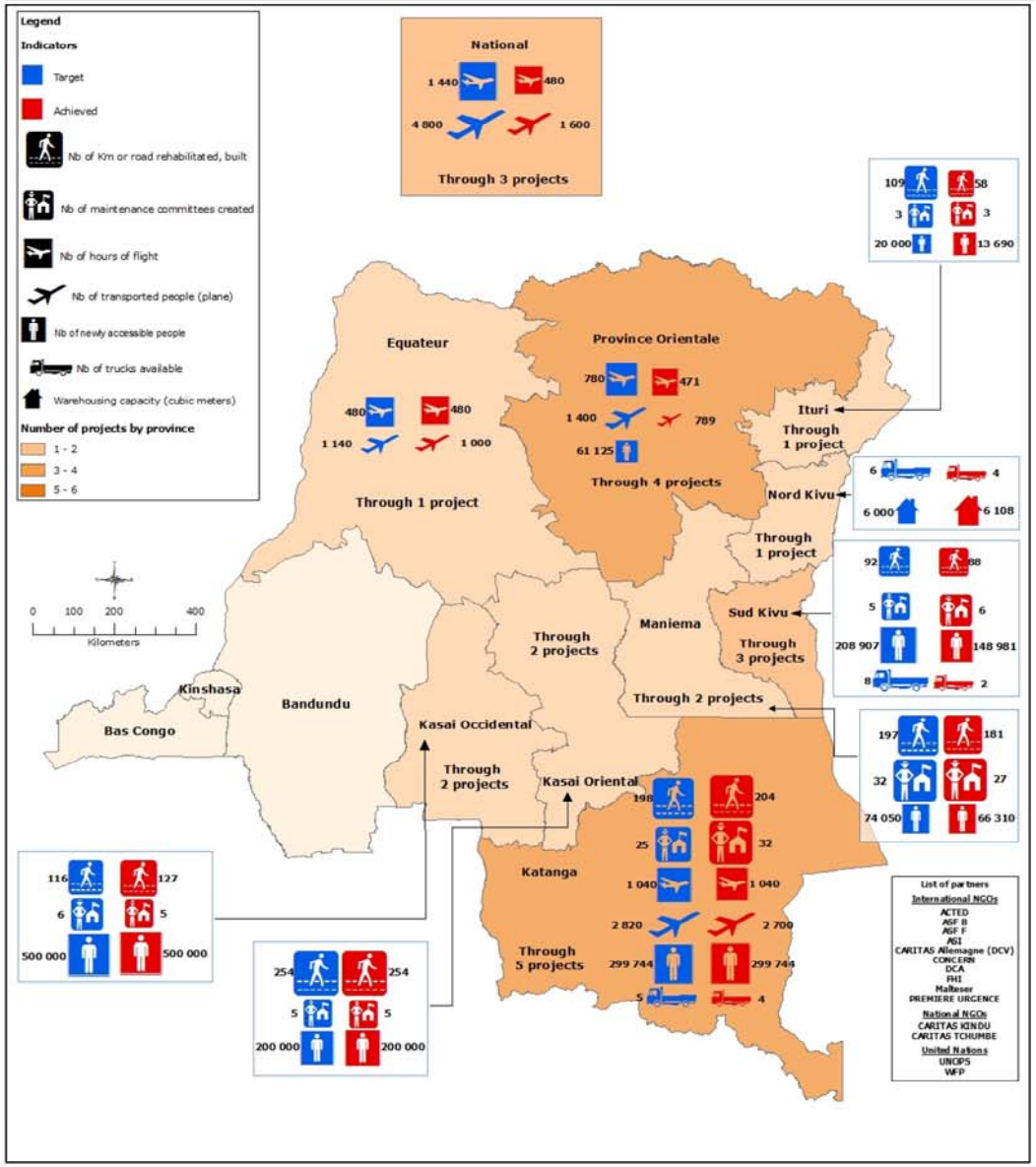


	Equateur	Ituri	Kasai Occidental	Kasai Oriental	Katanga	Maniema	National	Nord Kivu	Province Orientale	Sud Kivu
Funding	574 828	497 500	1 684 985	1 039 108	2 189 576	867 723	2 153 076	500 000	1 018 441	1 148 222
Spent	574 828	497 500	984 998	1 038 704	2 008 696	823 761	1 713 076	500 000	663 395	761 414

Projects by provinces

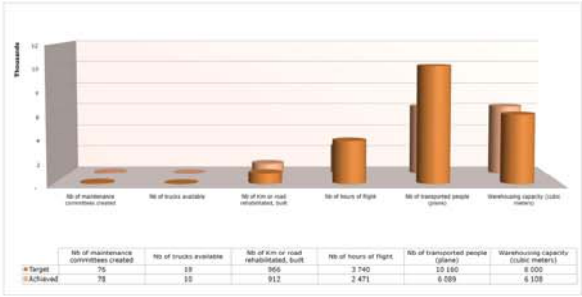
Logistics cluster

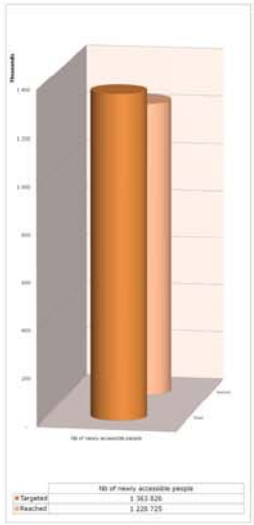
Keys indicators



Results and key indicators (target - achieved)

Indicator	Target	Achieved	# Projects
Nb of newly accessible people	1 363 826	1 228 725	14
Nb of temporary labour intensive jobs created	307 333	323 756	10
Kg of airfreight transported	44 540	28 351	6
Nb of tons transported (road, river)	10 200	6 702	5
Warehousing capacity (cubic meters)	6 000	6 108	2
Nb of transported people (plane)	10 160	6 089	7
Nb of hours of flight	3 740	2 471	7
Nb of Km or road rehabilitated, built	966	912	11
Type and nb of rehabilitated infrastructures	373	206	10
Nb of maintenance committees created	76	78	9
Nb of trucks available	19	10	3





Recommendations

The main challenges facing for the logistics cluster in 2009 are:

- Logistic strategies should aim to ensure sustainability and complement and promote the work and investment of the other clusters (e.g. road rehabilitation should be followed with other activities such as food security, health to achieve the largest impact)
- Linking the humanitarian reconstruction projects with longer term reconstruction projects and development or other funding;
- Greater implication of local authorities and beneficiaries in project implementation – e.g. creation of maintenance committees and the handover of works undertaken to local authorities;
- Some of the main lessons learnt in 2008 for successful project implementation are:
  - Technical aspect of works closely followed by suitable experts.
  - Involvement of local authorities from the start of project implication to enable the integration of communities at different stages of implementation.
  - Awareness raising and ownership of projects by communities.

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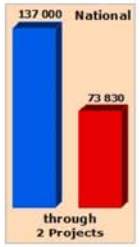
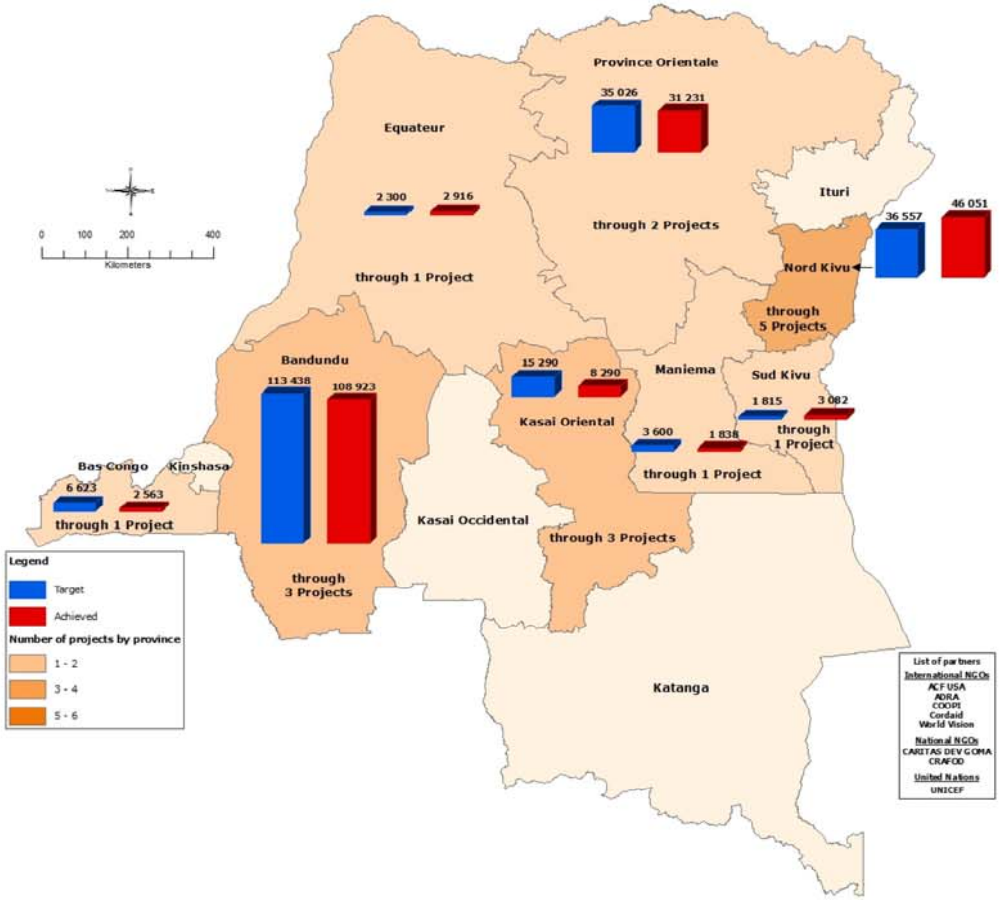
Nutrition cluster

Beneficiaries by province





Overview

The incidence of child malnutrition remains particularly high in the DRC. Chronic malnutrition affects 38% of children below the age of five. Acute malnutrition, which shows short-term nutritional deficiencies, is at 16%, above the 10% average for other countries in the region.

The focus in 2008 was on improving the treatment coverage for acute malnutrition and on strengthening the rapid response capacity to nutritional crises wherever they occurred in the country. In addition, projects aimed to strengthen the technical support to nutrition partners. The nutrition cluster worked in close collaboration with other key clusters such as food security, health and water and sanitation. In the 2008 HAP the nutrition cluster estimated funding requirements at $63 million.

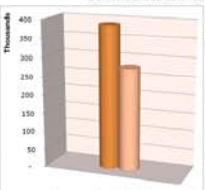
The results reported cover a total of 19 nutrition projects (7 funded in 2007 and 12 in 2008) by Pooled Fund and CERF at a total cost of $13 million. The projects funded aimed in particular to establish therapeutic and supplementary feeding centres, rehabilitate medical nutritional facilities and train health personnel in nutrition.

Beneficiaries target - achieved

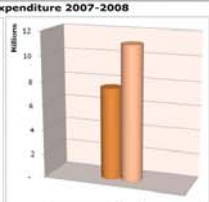
The target for projects funded by Pooled Funding and CERF was 350,000 beneficiaries (mainly children). The cluster assisted 278,000 beneficiaries or 79% of the original target with 84% of funds spent.

37% of funding went to UN agencies with 63% to international and national NGOs. Most of the nutrition projects targeted the provinces of Bandundu, Province Orientale, Kasai Orientale and North Kivu. This demonstrates that nutrition needs are spread across both conflict and non-conflict affected areas. Interventions are undertaken on the basis of needs assessments and thresholds have been set to trigger an intervention.

Beneficiaries and expenditure 2007-2008

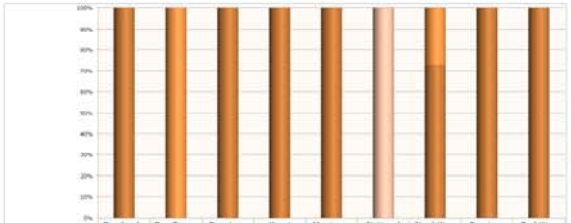


Beneficiaries	
2007	387 633
2008	278 724



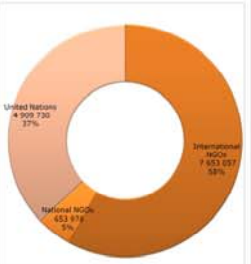
Spent	
2007	7 564 094
2008	11 096 731

Funds allocated by Province and type of organisation

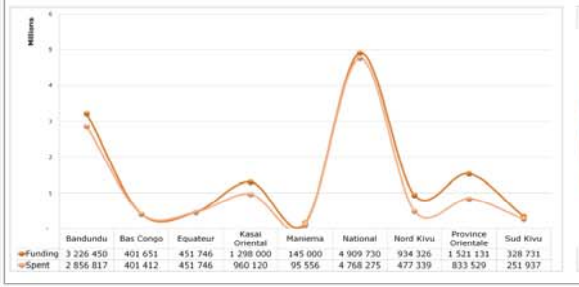


	Bandundu	Bas Congo	Equateur	Kasai Oriental	Maniema	National	Nord Kivu	Province Orientale	Sud Kivu
United Nations						4 909 730			
National NGOs		401 651					252 327		
International NGOs	3 226 450		451 746	1 298 000	145 000		681 999	1 521 131	328 731

Funding by organisation type

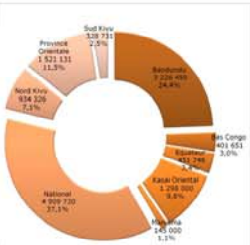


Funding received spent



	Bandundu	Bas Congo	Equateur	Kasai Oriental	Maniema	National	Nord Kivu	Province Orientale	Sud Kivu
Funding	3 226 450	401 651	451 746	1 298 000	145 000	4 909 730	934 326	1 521 131	328 731
Spent	2 856 817	401 412	451 746	960 120	95 556	4 768 275	477 339	833 529	251 937

Projects by provinces



Geographical source : Référentiel Géographique Commun de la RDC (www.rgc.cd)

Thematic source: Pooled Fund DRC

Production : Humanitarian Information Service - HIS (www.rdc-humanitaire.net)

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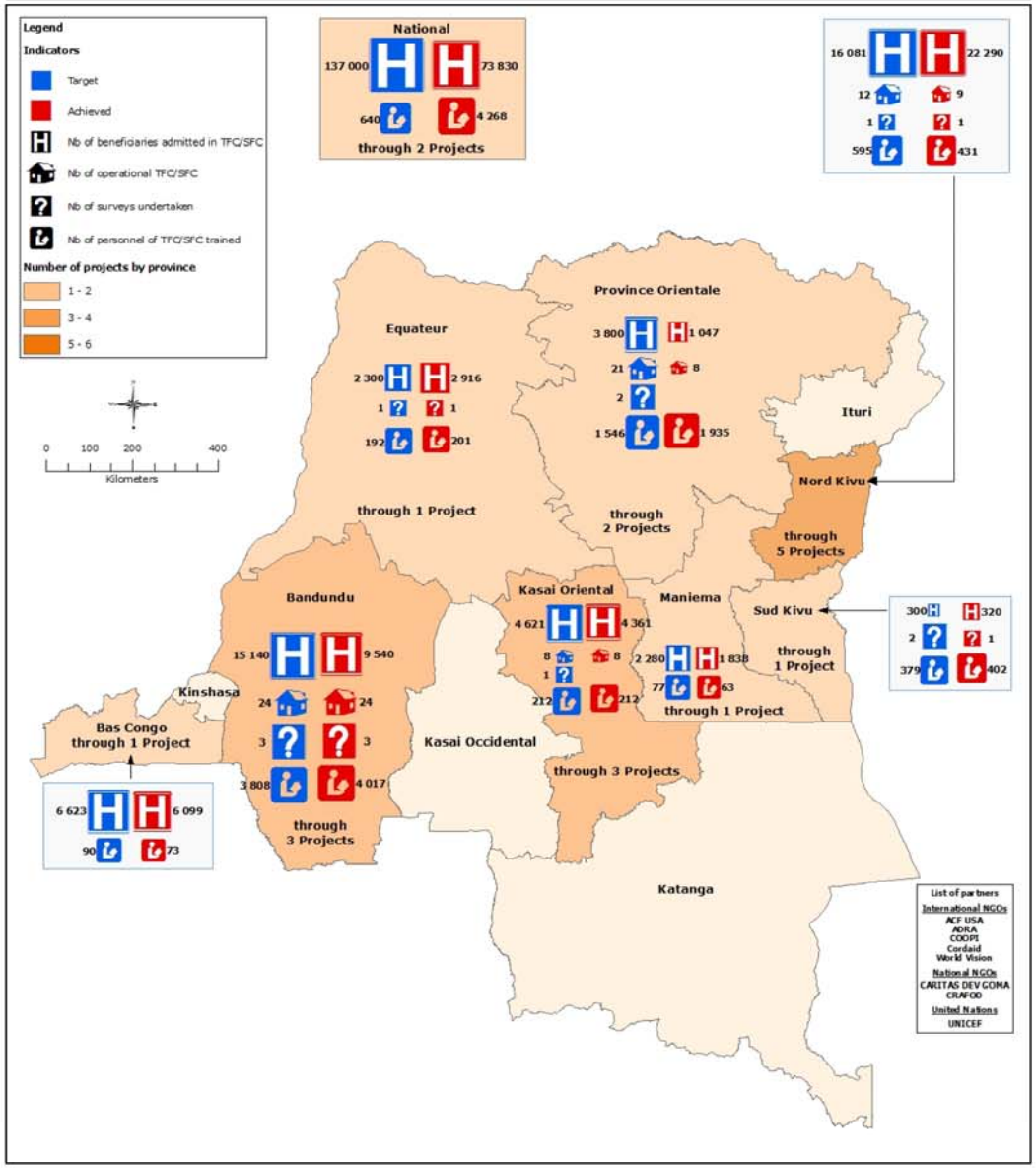
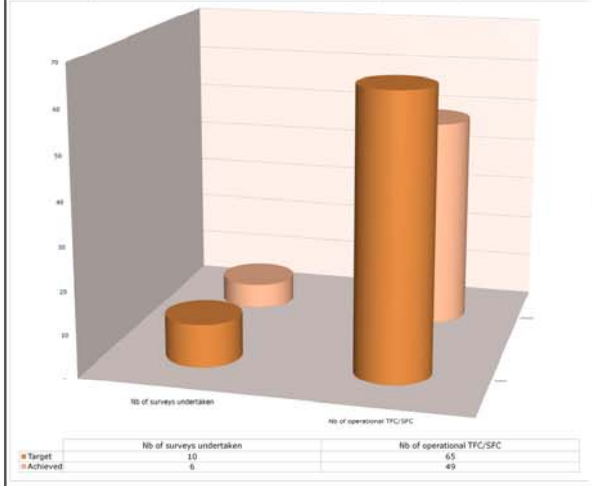
Nutrition cluster

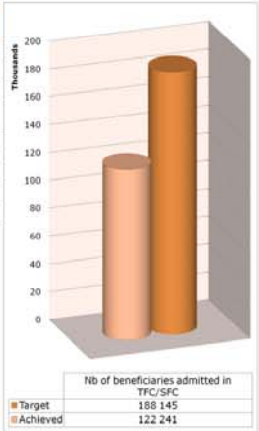
Keys indicators

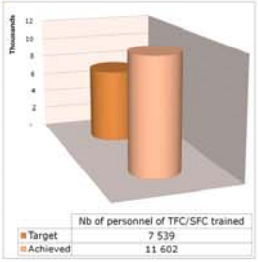


Results and key indicators (target - achieved)

Indicator	Target	Achieved	# Projects
Nb of beneficiaries admitted in TFC/SFC	188 145	122 241	19
Nb of children discharged by nutrition centres	24 271	94 338	19
Nb of personnel of TFC/SFC trained	7 539	11 602	15
Nb of people receiving food ration according to identified needs	3 540	4 255	1
Nb of health personnel benefiting of training	96	292	2
Nb of health structures rehabilitated and furnished	77	66	6
Nb of operational TFC/SFC	65	49	6
Nb structures rehabilitated and furnished	84	55	7
Nb of surveys undertaken	10	6	7







Recommendations

The key challenges for the nutrition cluster in 2009 are :

- To reinforce the supply chain of nutrition inputs and improve planning and coordination of all partners in this regard. As a short term measure exploring the possibility of local procurement by partners at the regional level could be undertaken.
- More attention to prevention activities. Better integration of nutrition activities with other components such as food security, water sanitation and health.
- Continue to roll out the national protocol, which integrates the community based approach to malnutrition.
- Training on nutritional behaviour should be a key component of projects.

Geographical data : Référentiel Géographique Commun de la RDC (www.rgc.cd) Thematic data: Pooled Fund DRC Production : Humanitarian Information Service - HIS (www.rdc-humanitaire.net) funded by :

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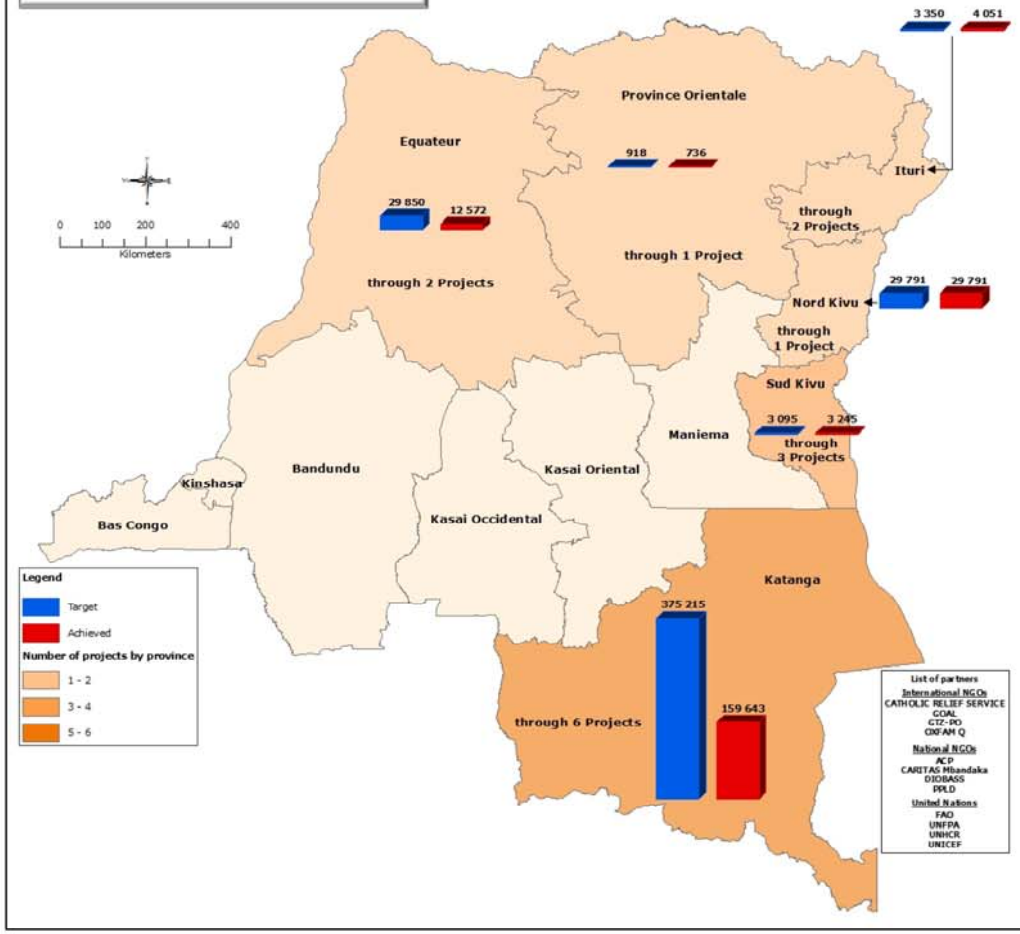
Return and reintegration cluster

Beneficiaries by province

National
60 000 46 040
through 1 Project



Overview

The RRC Cluster aims to support the return and reintegration of refugees and IDPs into their communities or areas of resettlement. In order to achieve this the RRC Cluster intends to be active in income-generating activities, capacity building, professional training, support to peace and community reconciliation activities, restoration of state authority in areas of return through rehabilitation of state infrastructures and strengthening of local capacities, promotion of good governance, support to provincial development plans, and advocacy for the creation of local development funds. These activities will be implemented within the framework of a transitional strategy of early recovery linking relief to development. Activities will be carried out on a community-based approach strengthening the social cohesion among the different categories of population into a single entity.

Multi-sector assessments with tools such as PEAR's Multisectoral assessment [MSA] or UNHCR's Vulnerability Assessment and Mapping [VAM] will be initiated to identify assistance requirements of the returnees and enable the formulation of joint programmes in the areas considered as priority by cluster members at provincial level.

The funding requirements of the RRC Cluster in the 2008 HAP were estimated at $28.5 million.

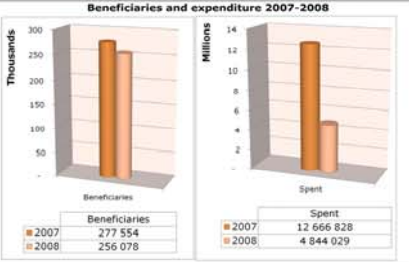
The results reported cover a total of 16 return and reintegration projects (5 funded in 2007 and 11 in 2008) by Pooled Fund and CERF at a total cost of $6.5 million.

Beneficiaries target - achieved

The target for Pooled Fund and CERF was to assist 500,000 and the actual achievement was 256,000 beneficiaries, thus a coverage rate of 51%. These results were achieved with $4.8 million spent out of $6.5 million allocated – or a spend ratio of 75%. 45% of projects were directly with NGOs and 55% were implemented by UN agencies.

It would seem that in reviewing the funding received – spent data, implementation difficulties appear in Katanga province – the cause for this will be explored by the JPFU.

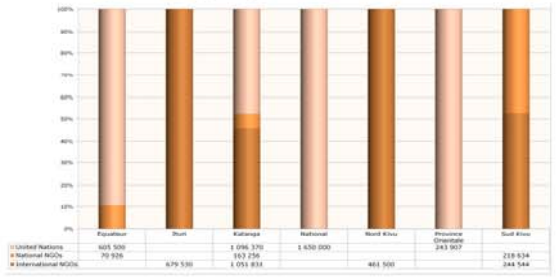
Beneficiaries and expenditure 2007-2008



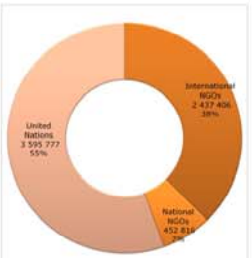
	Beneficiaries
2007	277 554
2008	256 078

	Spent
2007	12 666 828
2008	4 844 029

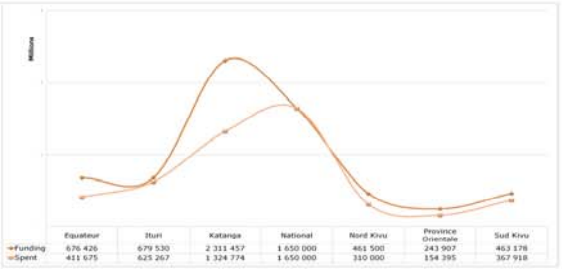
Funds allocated by Province and type of organisation



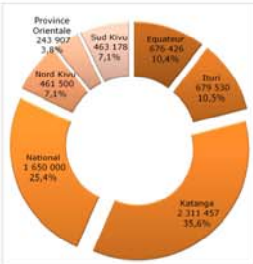
Funding by organisation type



Funding received spent



Projects by provinces



Geographical source : Référentiel Géographique Commun de la RDC (www.rgc.cd)
Thematic source: Pooled Fund DRC
Production : Humanitarian Information Service - HIS (www.rdc-humanitaire.net)
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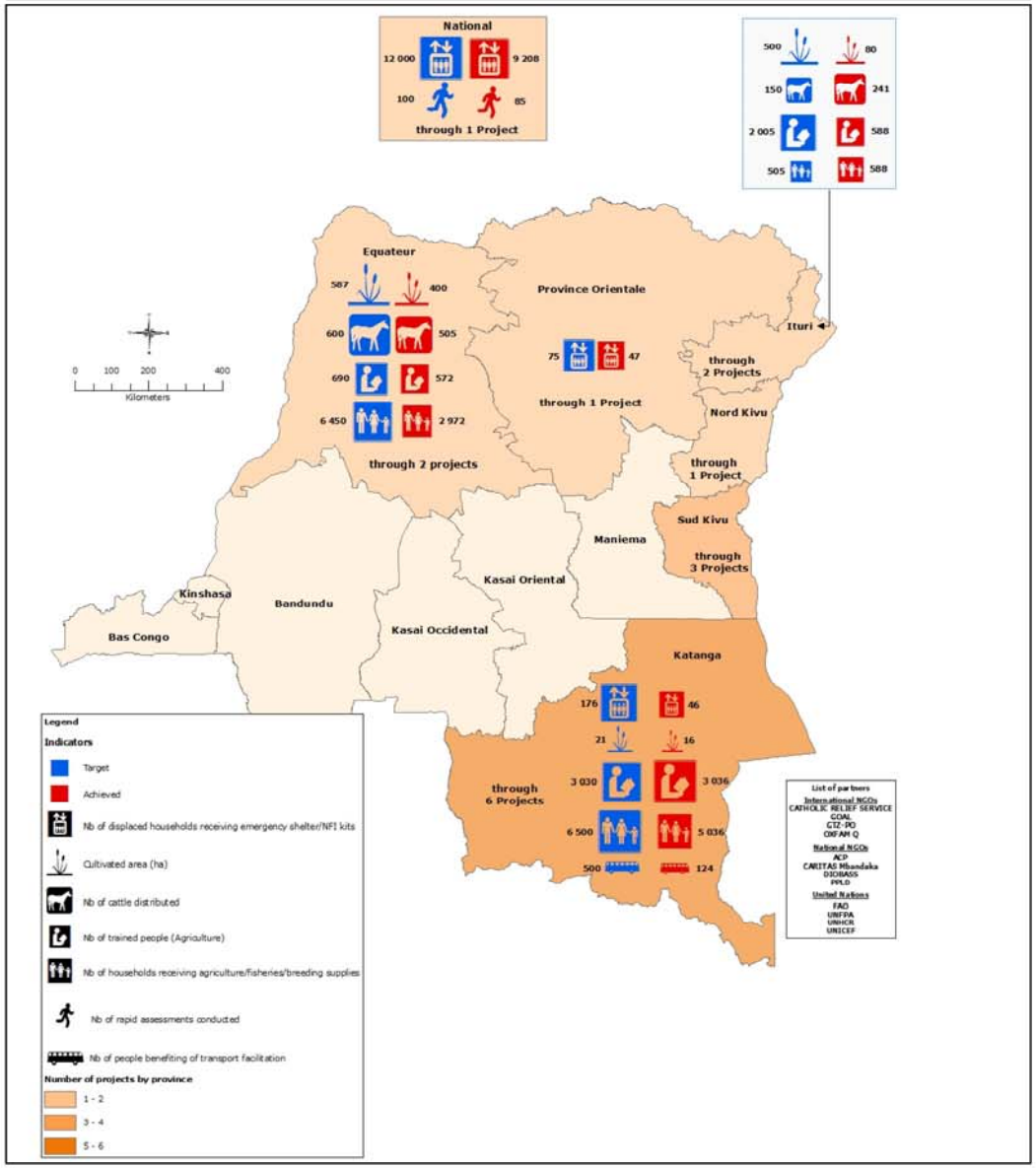
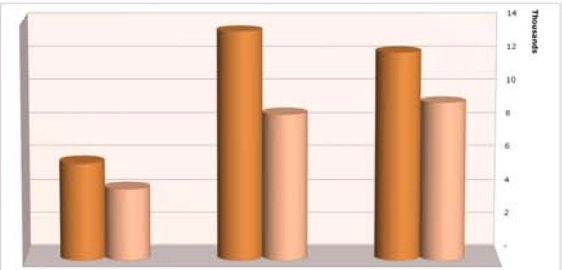
Return and reintegration cluster

Keys indicators

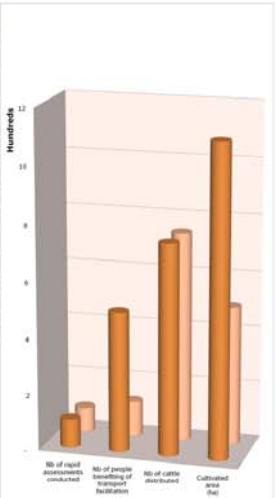


Results and key indicators (target - achieved)

Indicator	Target	Achieved	# Projects
Nb of returning shelter kit distributed	12 685	9 868	4
Nb of displaced households receiving emergency shelter/NFI kits	12 251	9 301	3
Nb of households receiving agriculture/fisheries/breeding supplies	13 455	8 596	7
Nb of trained people (Agriculture)	5 725	4 196	6
Nb of beneficiaries admitted in TFC/SFC	360	2 168	1
Nb of temporary labour intensive jobs created	2 000	2 000	1
Nb of SVV socially and economically reintegrated	3 115	1 132	4
Nb of cattle distributed	750	746	2
Cultivated area	1 108	496	3
Nb of people benefiting of transport facilitation	500	124	1
Nb of children accessing school	180	90	1
Nb of rapid assessments conducted	100	85	1
Nb of maintenance committees created	35	35	2
Nb of water and sanitation maintenance committees created	11	22	2
Nb of Km or road rehabilitated, built	15	15	1
Nb of rehabilitated and furnished classrooms	22	13	3
Nb of wells, sources and dwells	12	8	1
Nb structures rehabilitated and furnished	4	4	2
Nb of health structures rehabilitated and furnished	4	2	3



	Nb of trained people (Agriculture)	Nb of households receiving agriculture/fisheries/breeding supplies	Nb of displaced households receiving emergency shelter/NFI kits
Targeted	5 725	13 455	12 251
Achieved	4 196	8 596	9 301



	Nb of rapid assessments conducted	Nb of people benefiting of transport facilitation	Nb of cattle distributed	Cultivated area
Targeted	100	500	750	1 108
Achieved	85	124	746	496

Recommendations

The main challenges for the RRC cluster in 2009 are:

- The Return and Reintegration cluster lacks policy guidelines. The technical revision of projects was made difficult due to a lack of distinction between RRC projects and other sector projects. In general, the quality of projects submitted was poor and difficult to assess.
- The cluster is led by two UN agencies. The cluster clearly lacks expertise and requires more commitment from cluster members.
- The RRC cluster needs to define a clear strategy, vision and agreed upon implementation methodology. This should in particular be developed for the allocation of Pooled Funding which has a specific mandate on humanitarian work.
- The RRC Cluster needs to develop a stronger return strategy to support the process of return that has already started in the eastern provinces.

Geographical data : Référentiel Géographique Commun de la RDC (www.rgc.cd)
Thematic data: Pooled Fund DRC
Production : Humanitarian Information Service - HIS (www.rdc-humanitaire.net)
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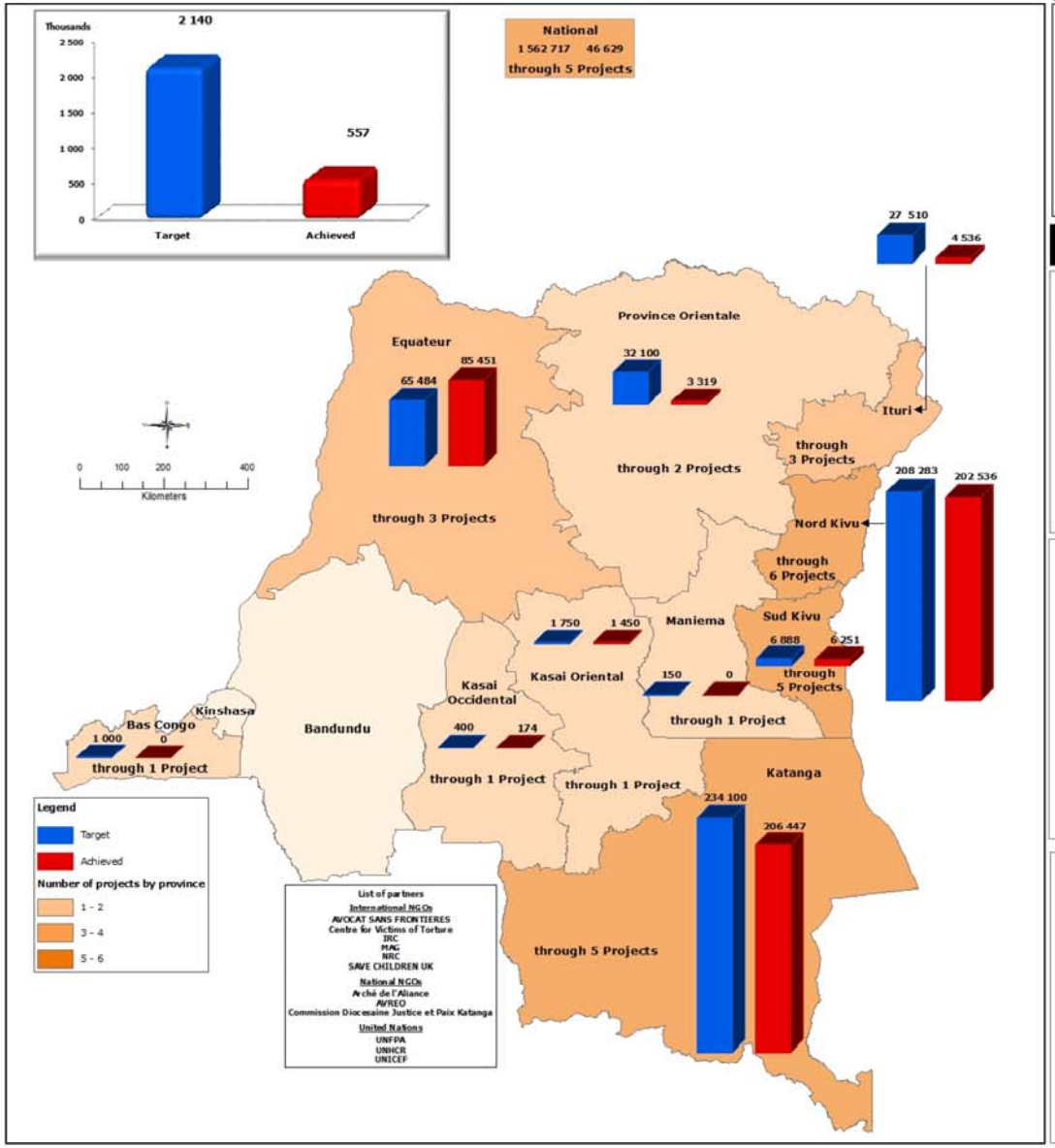
Protection cluster

Beneficiaries by province

National
1 562 717 46 629
through 5 Projects



Overview

Numerous protection issues exist in DRC, the most serious of which include: widespread human rights abuses by armed groups against civilians, sexual and gender based violence (SGBV) and the recruitment of child soldiers.

The prime responsibility for the protection of the civilian population resides with the Government of DRC. In attempting to address this issue members of the protection cluster have intensified their efforts to train civil servants on human rights and the guiding principles related to population displacement. In addition, the specific needs of children associated with armed groups, unaccompanied or separated children have been treated as a priority.

In the HAP 2008 the Protection cluster estimated funding requirements at $34.8 million.

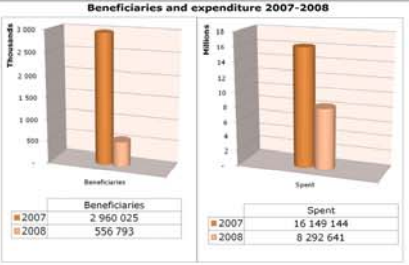
The results reported cover a total of 33 protection projects (18 funded in 2007 and 15 in 2008) by Pooled Fund and CERF at a total cost of $12.7 million. These projects covered protection monitoring, registration and profiling of IDPs, medical and psychological support to victims of SGBV, reintegration of child soldiers, promoting reconciliation, camp management and mine action.

Beneficiaries target - achieved

The target for Pooled Fund and CERF was to assist 2,1 million and the actual achievement was 556,000 beneficiaries, thus a success rate of 26%.

The poor results could in part be explained by the low rate of expenditure (65%). On the other hand more realistic beneficiary data was produced in 2008 compared to 2007, this could explain the lower or beneficiaries reached.

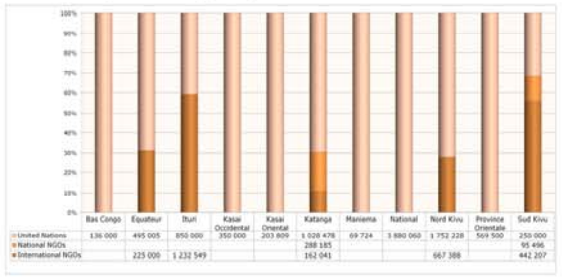
Beneficiaries and expenditure 2007-2008



	Beneficiaries
2007	2 960 025
2008	556 793

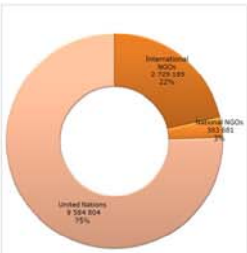
	Spent
2007	16 149 144
2008	8 292 641

Funds allocated by Province and type of organisation

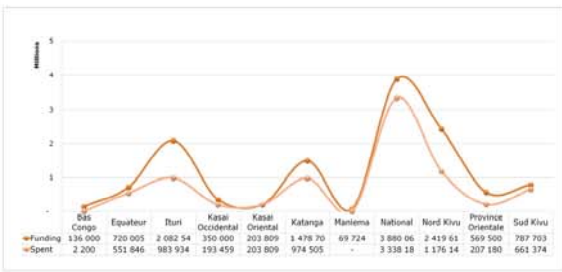


	Bas Congo	Equateur	Ituri	Kasai Occidental	Kasai Oriental	Katanga	Maniema	National	Nord Kivu	Province Orientale	Sud Kivu
United Nations	136 000	495 005	850 000	350 000	203 809	1 028 478	69 724	3 880 060	1 752 228	569 500	250 000
National NGOs						288 185					95 496
International NGOs		225 000	1 232 549			162 041			667 388		442 207

Funding by organisation type



Funding received spent



	Bas Congo	Equateur	Ituri	Kasai Occidental	Kasai Oriental	Katanga	Maniema	National	Nord Kivu	Province Orientale	Sud Kivu
Funding	136 000	720 005	2 082 54	350 000	203 809	1 478 70	69 724	3 880 06	2 419 61	569 500	787 703
Spent	2 200	551 846	983 934	193 459	203 809	974 505	-	3 338 18	1 176 14	207 180	661 374

Projects by provinces

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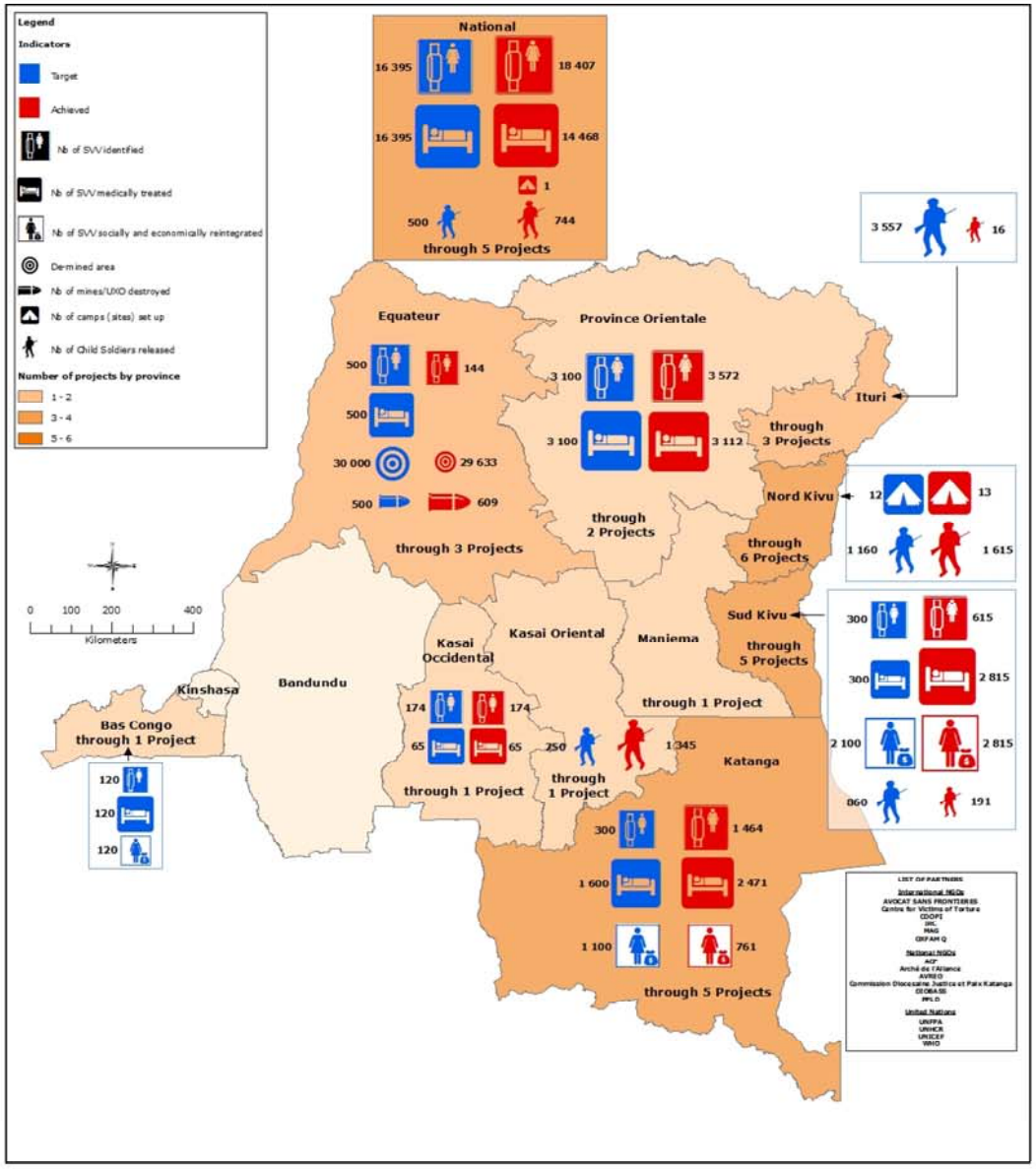
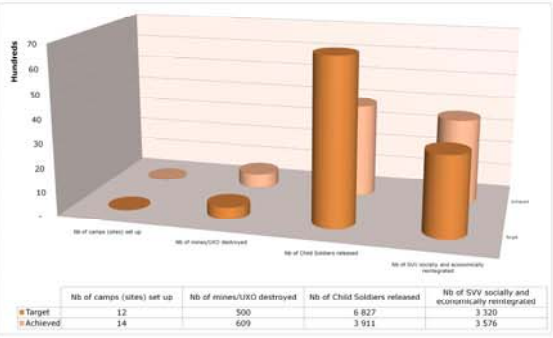
Protection cluster

Keys indicators

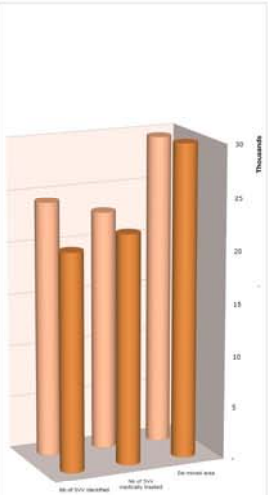


Results and key indicators (target - achieved)

Indicator	Target	Achieved	# Projects
De-mined area	30 000	29 633	1
Nb of SVV identified	20 889	24 376	9
Nb of SVV medically treated	22 080	22 931	10
Nb of beneficiaries attending mine awareness session	4 500	9 096	1
Nb of SVV psychologically treated	10 563	8 545	11
Nb of Child Soldiers benefiting of school/economic/training support	4 872	7 775	6
Nb of Child Soldiers released	6 827	3 911	6
Nb of SVV socially and economically reintegrated	3 320	3 576	8
Nb of people benefiting of transport facilitation	35 000	1 732	1
Nb of people receiving food ration according to identified needs	35 000	1 732	1
Nb of children accessing school	2 994	1 629	7
Nb of incidents recorded	2 502	1 148	4
Nb of mines/UXO destroyed	500	609	1
Nb of PEP kit distributed	540	540	3
Nb of Child Soldiers in transit centres/families	13 705	458	2
Nb of health personnel benefiting of training	410	258	4
Nb of unaccompanied/separated minors identified	150	65	1
Nb of PI material published	3 135	35	5
Nb of camps (sites) set up	12	14	2
Nb of Child Friendly Spaces created	55	13	4



	Nb of camps (sites) set up	Nb of mines/UXO destroyed	Nb of Child Soldiers released	Nb of SVV socially and economically reintegrated
Target	12	500	6 827	3 320
Achieved	14	609	3 911	3 576



	Nb of SVV identified	Nb of SVV medically treated	De-mined area
Target	20 889	22 080	30 000
Achieved	24 376	22 931	29 633

Recommendations

The key challenges for the Protection cluster in 2009 are:

- Implementation capacity of all the cluster partners needs to be improved to better achieve project objectives.
- The sustainability of projects could be improved by strengthened coordination with local authorities, learning from experience and reinforced synergy with other clusters to provide multi-sector response;
- Better analysis of context, identification of need, selection of beneficiaries and project design (clear practical implementation strategies);
- Better define areas of intervention and enable interventions to provide impact (avoiding dilution of activities in too many areas with reduced impact on the most vulnerable).
- The cluster to work on improving and reducing the number of indicators using SMART methodology.

Geographical data : Référentiel Géographique Commun de la RDC (www.rgc.cd)
Thematic data: Pooled Fund DRC
Production : Humanitarian Information Service - HIS (www.rdc-humanitaire.net)
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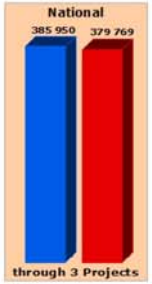
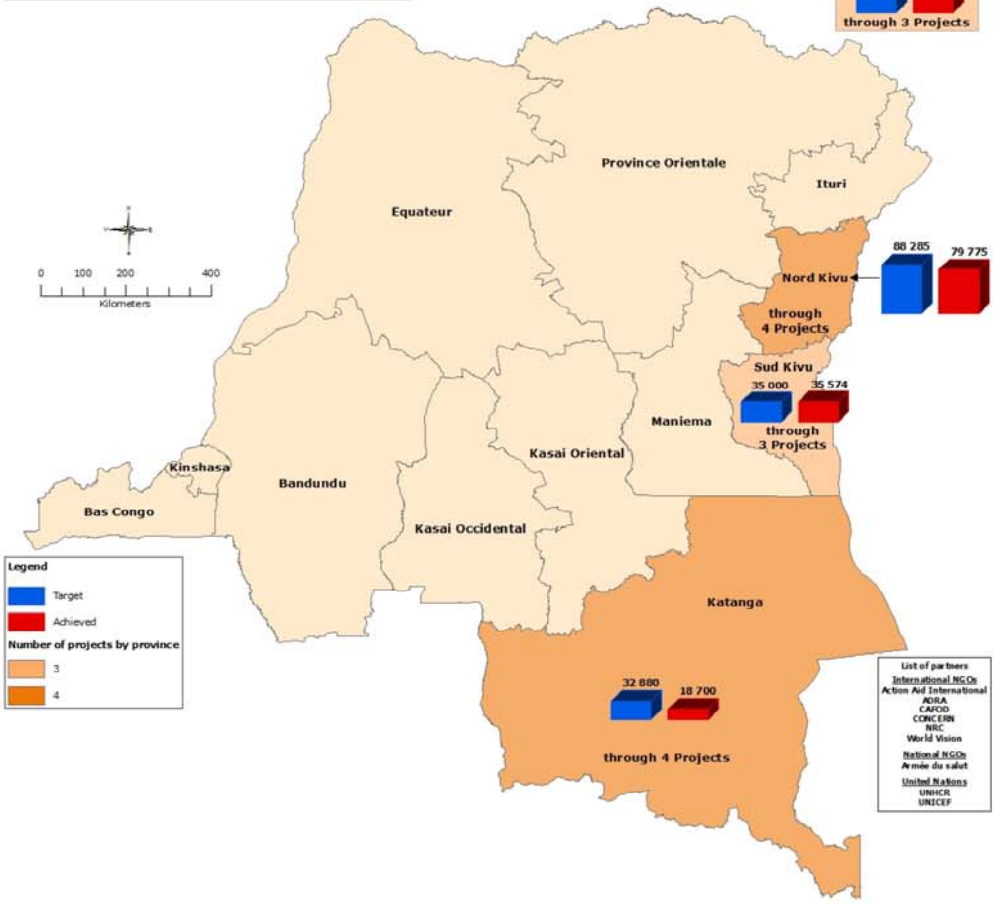
Shelter and non food items cluster

Beneficiaries by province





Overview

The majority of the NFI & Shelter needs are covered by the Rapid Response Mechanism (RRM), the details of which can be found in the Coordination and RRM section of this report.

The two main categories of beneficiaries of shelter and NFI are the displaced and the returnees. The main locations of intervention are North and South Kivu, Katanga and Ituri. The cluster estimates that 90% of needs are covered. Particular emphasis has been placed on the specific needs of women and young children. Alternative strategies are being developed by the cluster to implement pilot programmes for vouchers and controlled cash.

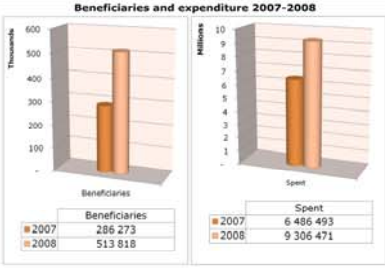
The results reported cover a total of 14 shelter and non food items projects (3 funded in 2007 and 11 in 2008) by Pooled Fund and CERF at a total cost of $10.7 million. The projects aimed to cover the needs of vulnerable IDPs and those affected by crises. In addition, the needs of vulnerable returnees and repatriated refugees were also prioritised. In the HAP 2008 the shelter and non food items cluster estimated its funding requirements at $64 million.

Beneficiaries target - achieved

The target for Pooled Fund and CERF was to assist 542,000 beneficiaries and the actual result was 513,000 beneficiaries, thus a success rate of 95%. The result was achieved using 86% of the funding. This demonstrates good planning and efficient implementation.

In comparing the data from 2007 and 2008 this reveals coherence in the ratio of funds spent and beneficiaries reached.

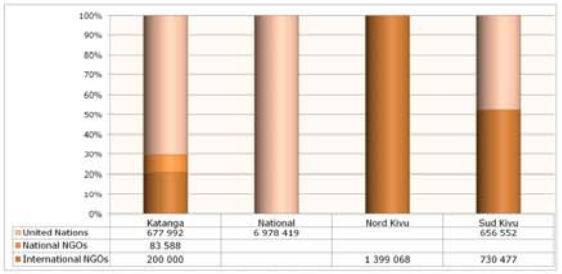
Beneficiaries and expenditure 2007-2008



	Beneficiaries
2007	286 273
2008	513 818

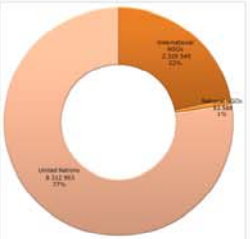
	Spent
2007	6 486 493
2008	9 306 471

Funds allocated by Province and type of organisation

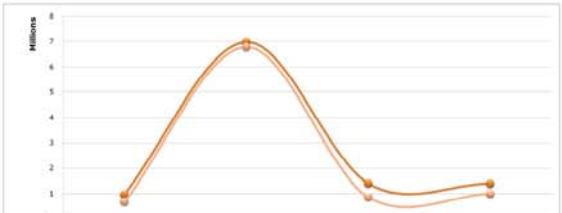


	Katanga	National	Nord Kivu	Sud Kivu
United Nations	677 992	6 978 419		656 552
National NGOs	83 588			
International NGOs	200 000		1 399 068	730 477

Funding by organisation type

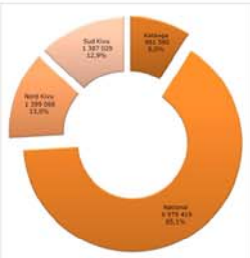


Funding received spent



	Katanga	National	Nord Kivu	Sud Kivu
Funding	961 580	6 978 419	1 399 068	1 387 029
Spent	667 895	6 781 036	863 008	994 532

Projects by provinces



Geographical source : Référentiel Géographique Commun de la RDC (www.rgc.cd)
Thematic source: Pooled Fund DRC
Production : Humanitarian Information Service - HIS (www.rdc-humanitaire.net)
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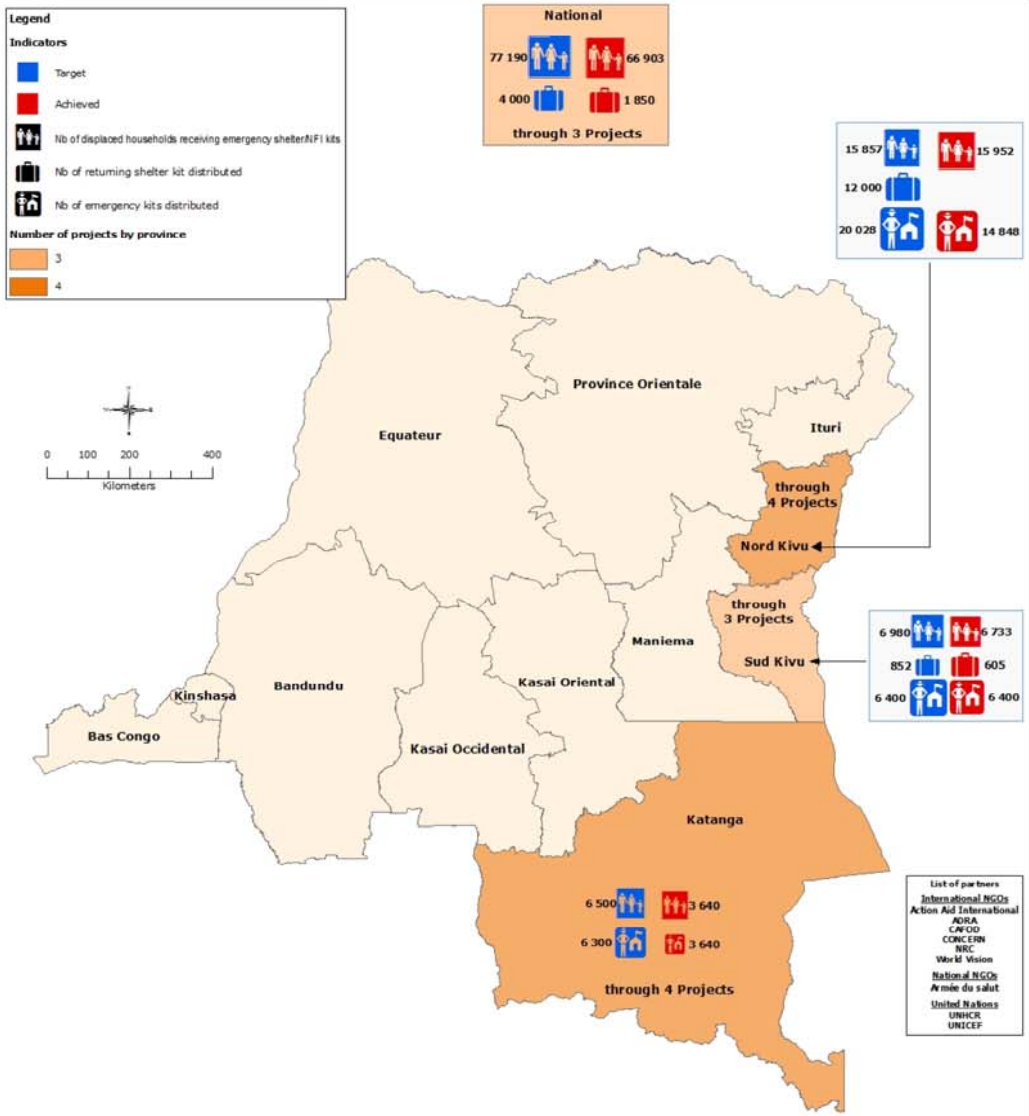
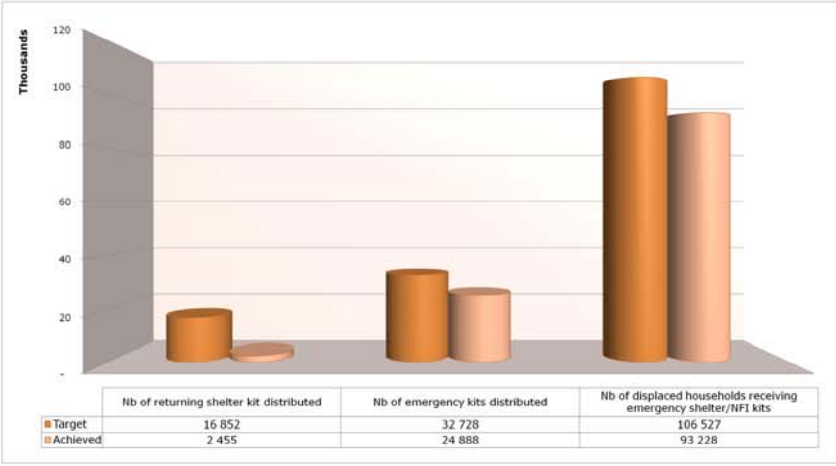
Shelter and non food items cluster

Keys indicators



Results and key indicators (target - achieved)

Indicator	Target	Achieved	# Projects
Nb of displaced households receiving emergency shelter/NFI kits	106 527	93 228	11
Nb of emergency kits distributed	32 728	24 888	5
Nb of returning shelter kit distributed	16 852	2 455	4
Nb of temporary labour intensive jobs created	3 000	2 352	2
Nb of households receiving agriculture/fisheries/breeding supplies	800	400	1
Nb of returning households receiving emergency shelter/NFI kits	372	372	2
Nb of temporary labour intensive jobs created	3 000	2 352	2
Nb of households receiving agriculture/fisheries/breeding supplies	800	400	1



	Nb of returning shelter kit distributed	Nb of emergency kits distributed	Nb of displaced households receiving emergency shelter/NFI kits
Target	16 852	32 728	106 527
Achieved	2 455	24 888	93 228

Recommendations

The key challenges for the NFI & Shelter cluster in 2009 are:

- Reinforce the shelter strategy, particularly in relation to returnees. This should include better standardization of the type of shelters built as well as improved coordination between the actors of the cluster and the local authorities.
- Attention to be paid to vulnerable populations receiving NFI/shelter who are often facing integration problems and increased tension with host populations.
- Vulnerability criteria to be refined to take into account the evolving humanitarian situation. This should include work with local authorities to better inform host communities of distribution rationale and criteria.
- Alternative shelter construction models should be developed taking into consideration the availability of local materials (with due consideration taken to environmental impact).

Geographical data : Référentiel Géographique Commun de la RDC (www.rgc.cd) Thematic data: Pooled Fund DRC Production : Humanitarian Information Service - HIS (www.rdc-humanitaire.net)

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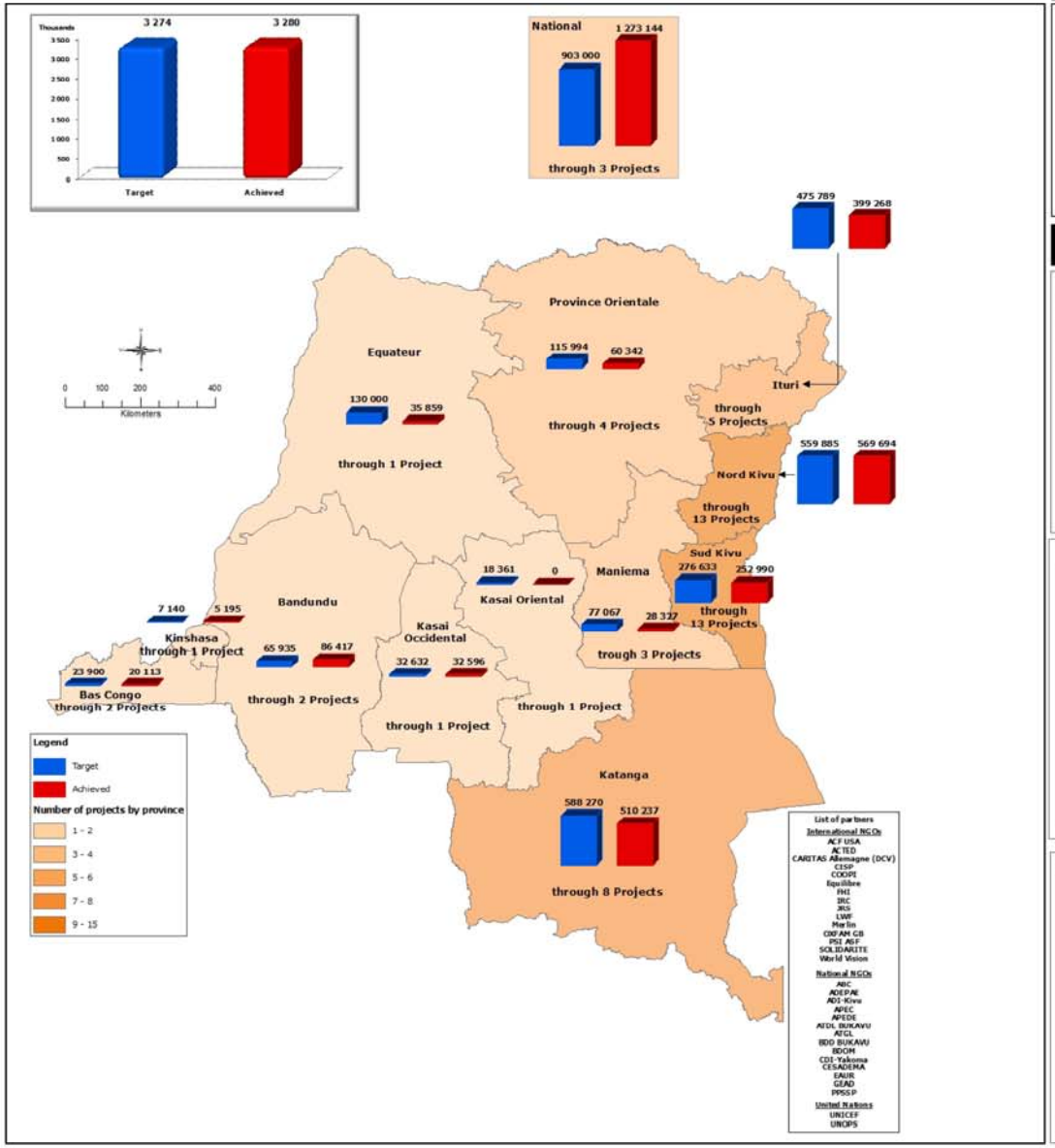
Water and sanitation cluster

Beneficiaries by province



Overview

Access to clean and potable water and sanitation facilities is lacking for a large proportion of the DRC population. In some areas this heightens the risk of water borne diseases such as Cholera and in areas of high displacement the risks can be particularly acute.

The WASH Cluster strategy targeted: IDPs, host families, cholera response, durable WASH solutions for households and schools to provide clean potable water (spring protection and well construction), sanitation (latrines), public health education etc.

The WASH Cluster estimated total requirements in the 2008 HAP at $85 million.

The results reported cover a total of 57 water and sanitation projects (26 funded in 2007 and 31 in 2008) by Pooled Fund and CERF at a total cost of $32.1 million.

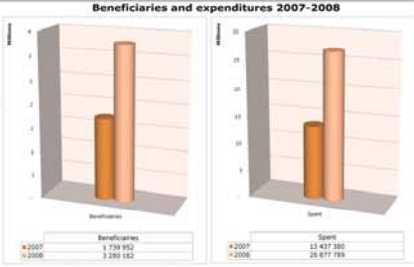
The Pooled Fund and CERF projects helped provide clean water for vulnerable and disaster affected populations, water trucking, spring protection, cholera response, public health education, establishment of water committees. The main areas of response were in North and South Kivu and Katanga.

Beneficiaries target - achieved

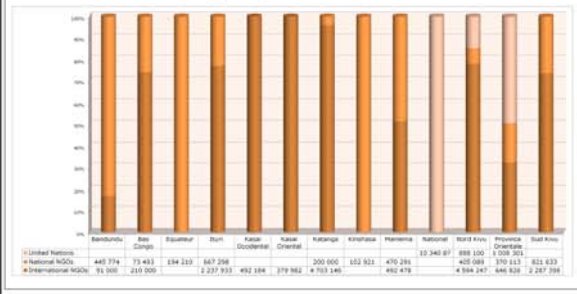
The target for Pooled Fund and CERF was to assist 3.2 million and the actual achievement was 3.3 million beneficiaries, thus a success rate of 102%.

These results were achieved with $26 million spent out of $32 million allocated – or a spend ratio of 84%. 62% of projects were directly with NGOs and 38% were implemented by UN agencies.

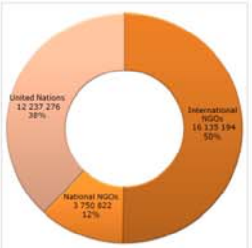
Beneficiaries and expenditures 2007-2008



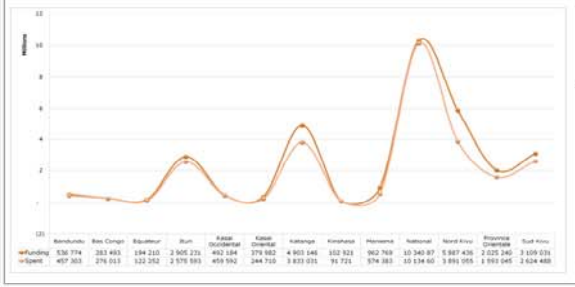
Funds allocated by Province and type of organisation



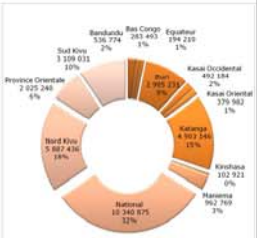
Funding by organisation type



Funding received spent



Projects by provinces



Geographical source : Référentiel Géographique Commun de la RDC (www.rgc.cd)

Thematic source: Pooled Fund DRC

Production : Humanitarian Information Service - HIS (www.rdc-humanitaire.net)

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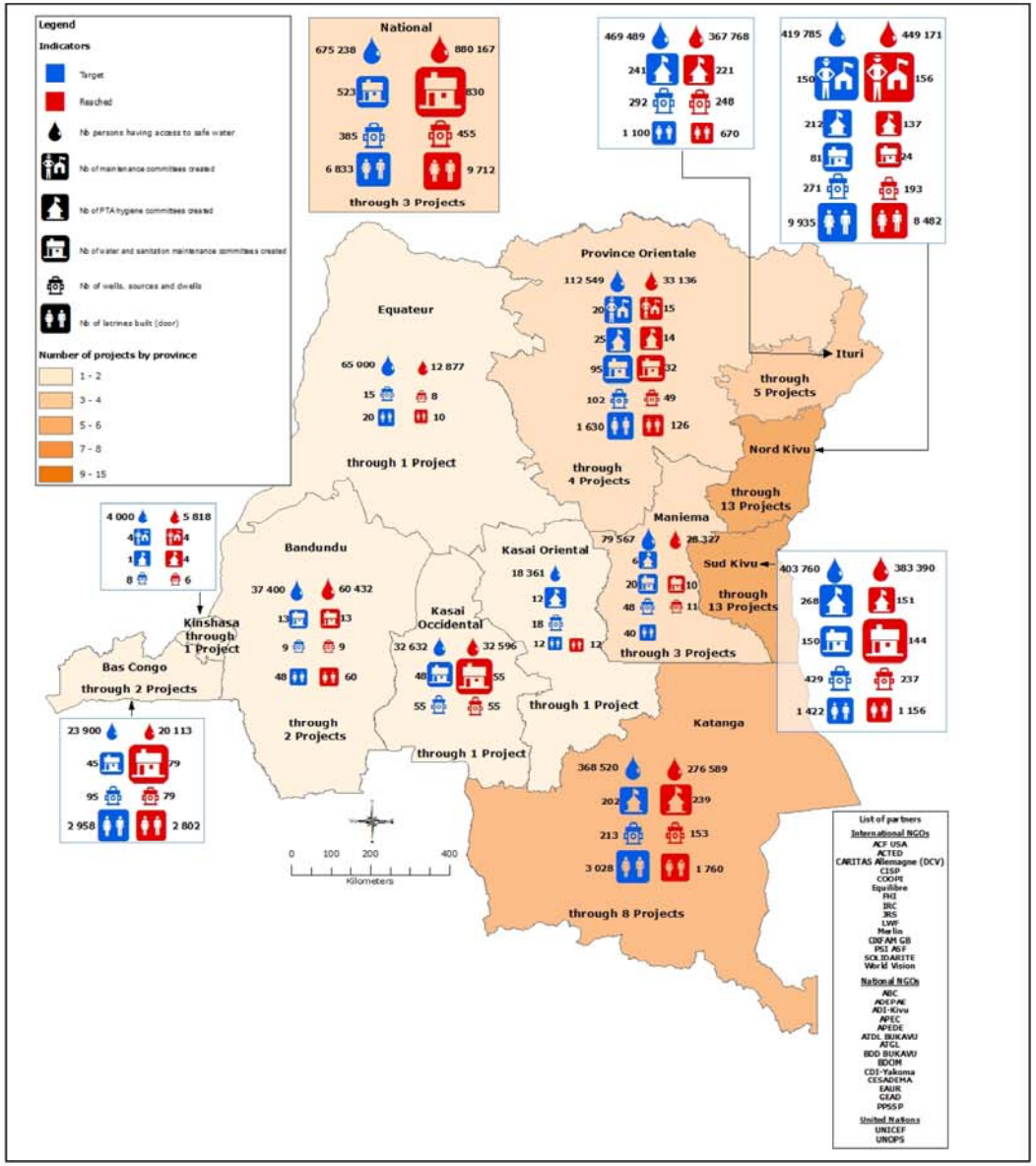
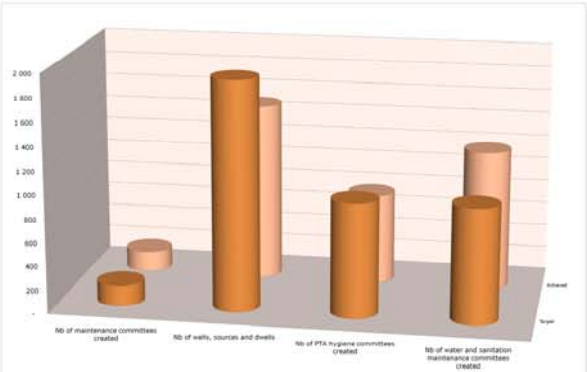
Water and sanitation cluster

Keys indicators

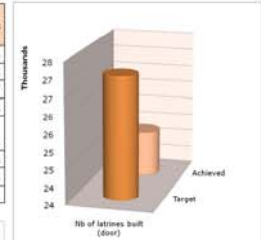


Results and key indicators (target - achieved)

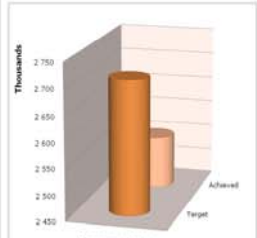
Indicator	Target	Achieved	# Projects
Nb persons having access to safe water	2 710 201	2 550 384	56
Nb persons having access to minimum WASH package	1 354 051	1 248 082	45
Nb of latrines built (door)	27 026	24 790	47
Nb of wells, sources and dwells	1 940	1 503	48
Nb of water and sanitation maintenance committees created	975	1 187	23
Nb of PTA hygiene committees created	967	766	28
Nb of maintenance committees created	174	175	3
Nb of health personnel benefiting of training	34	16	1



	Nb of maintenance committees created	Nb of wells, sources and dwells	Nb of PTA hygiene committees created	Nb of water and sanitation maintenance committees created
Target	174	1 940	967	975
Achieved	175	1 503	766	1 187



	Nb of latrines built (door)
Target	27 026
Achieved	24 790



	Nb persons having access to safe water
Target	2 710 201
Achieved	2 550 384

Recommendations

The main challenges for the WASH cluster in 2009 are:

- Continue to standardise and develop best practice based on experience and lessons learnt in DRC.
- More emphasis on training and awareness raising in order to measure the impact of projects i.e. systematic behaviour surveys (KAPs) at the beginning and end of each project.
- Efforts should be made to improve awareness raising activities with harmonized training modules, messages.
- Preparations should be undertaken by the Cluster for the transition to development activities and funding

Geographical data : Référentiel Géographique Commun de la RDC (www.rgc.cd) Thematic data: Pooled Fund DRC Production : Humanitarian Information Service - HIS (www.rdc-humanitaire.net) funded by :

8. The impact of common humanitarian funding in DRC

In 2008 humanitarian aid flows to DRC increased by approximately 30% compared with 2007. The use of common humanitarian funds has been a prominent feature during 2008 to improve coordination.

In-line with the global trend of increased humanitarian aid in recent years, sustained donor commitment to humanitarian action in DRC and overall confidence in the Humanitarian Action Plan in particular has been noted. The increase in funding for overall humanitarian assistance has also been accompanied by a proportional increase (+24%) of funding to the 2008 HAP; which is noteworthy considering the +7% of increased HAP budget requirements after the mid-year review.

Table 22 – 2002 -2008 Humanitarian Aid within and outside CAP/HAP

Appeal Year	CAP/HAP Revised Requirements (RR in $)	Increment (%)	CAP/HAP Funds Received (in ($)	Revised Requirements Funded (%)	Increment within CAP/HAP (%)	Total Humanitarian Aid to DRC (in $)	Increment of total humanitarian aid (%)
2002	202 201 192		98 431 641	48,7		136 949 679	
2003	229 407 473	13,5	107 559 830	46,9	9,3	186 514 587	36,2
2004	162 602 463	-29,1	118 881 484	73,1	10,5	224 034 403	20,1
2005	219 757 245	35,2	142 500 101	64,8	19,9	273 265 395	22,0
2006	696 024 728	216,7	353 949 116	50,9	148,4	441 324 148	61,5
2007	686 591 107	-1,4	462 166 169	67,3	30,6%	502 617 260	13,9
2008	736 511 765	7,3	573 569 152	77,9	24,1%	654 693 158	30,3

Source: This table was prepared on the basis of standard reports of the Financial Tracking System, JPFU, March 2009.

Donors (whether contributing to the DRC Pooled Fund or not) increased humanitarian aid to DRC. Funding for the HAP represented 87.6% of the total humanitarian aid received in DRC. In 2007, funds channelled through the HAP represented 92%. The reduction may be explained partly due to late donor contributions at the end of 2008. Common funding mechanisms, i.e., the DRC Pooled Fund and E-CERF, represented 32% of the total 2008 HAP funding.

2008 confirmed the predominant use of the HAP as a strategic framework for an increasingly coordinated use of humanitarian aid and more joined-up decision-making on funding.
Considerable efforts have been made to reduce the dispersion of resources. In this regard, the Pooled Fund has been instrumental in enhancing donor coordination and complementing other bilateral donor funds. Major humanitarian donors such as USAID/OFDA and ECHO regularly share information on funding decisions with the Pooled Fund and the Financial Tracking Service (FTS).

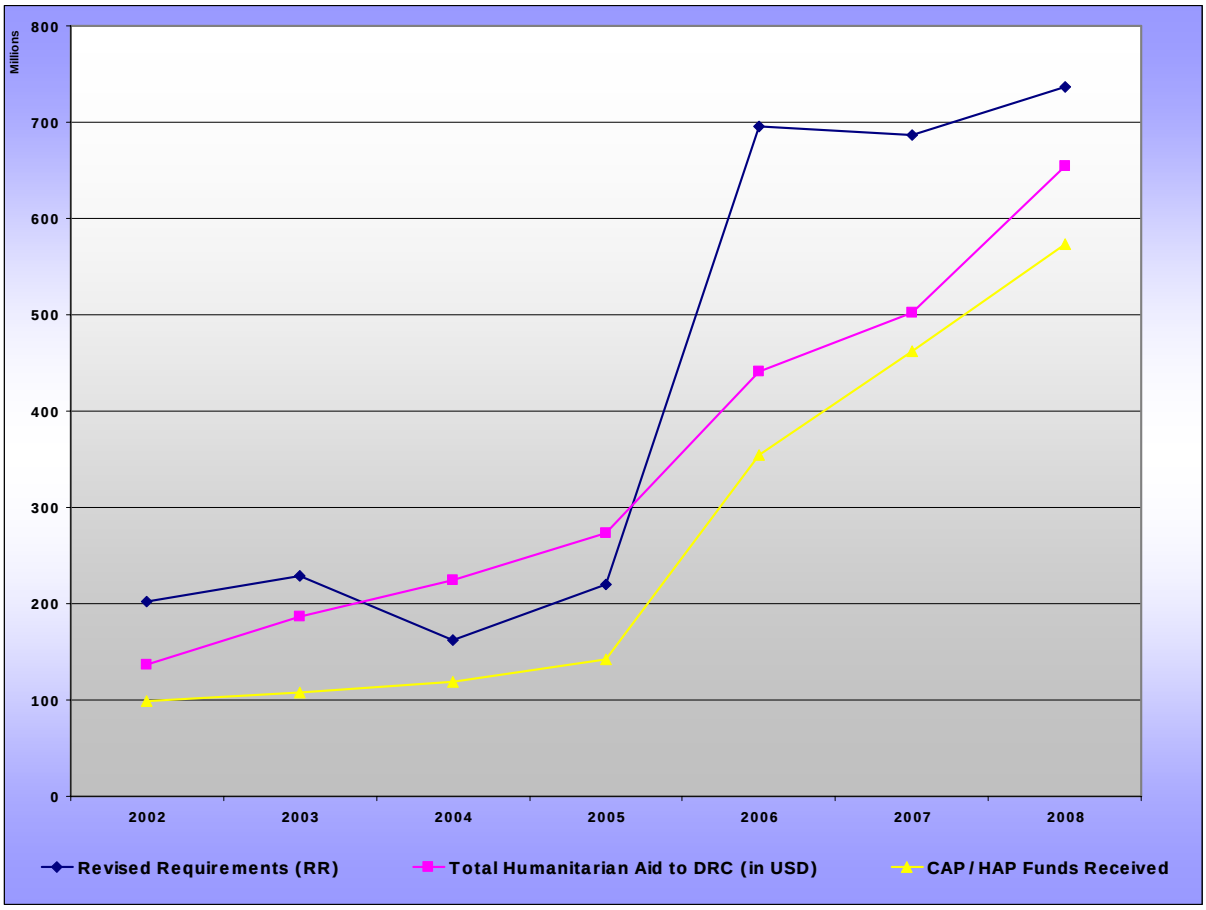
Table 23 - 2002 – 2007 DRC Humanitarian Aid CAP/HAP against total humanitarian funding

Appeal Year	Revised Requirements (RR)	Total Humanitarian Aid to DRC (in $)	CAP/HAP Funds Received	Outside CAP/HAP	CAP/HAP funding against total funding
2002	202 201 192	136 949 679	98 431 641	38 518 038	71,9%
2003	229 407 473	186 514 587	107 559 830	78 954 757	57,7%
2004	162 602 463	224 034 403	118 811 484	105 222 919	53,0%
2005	219 757 245	273 265 395	142 500 101	130 765 294	52,1%
2006	696 024 728	441 324 148	353 949 116	87 375 032	80,2%
2007	686 591 107	502 149 237	462 166 169	39 983 068	92,0%
2008	736 511 765	654 693 158	573 569 152	81 124 006	87,6%

Source: This table above was prepared on the basis of standard reports of the Financial Tracking System, JPFU, March 2009.

The following graph shows the trend of humanitarian requirements, overall funding and funding channelled through the HAP. This trend not only confirms the progressive improvement of the HAP as a planning and strategic tool to provide more accurate projections of needs and financial means required to address the needs, but also confirms the trust donors have given to this tool by proportionally increasing the levels of funding.

Graph 7 - 2002 – 2008 Trends in Humanitarian Aid (Within and outside CAP/HAP)



Source: This graph is prepared on the basis of data reported by the Financial Tracking System, JPFU, March 2009.

9. DRC Pooled Fund 2006-2009: Perspectives

9.1. Actions taken

Several initiatives were undertaken in 2008 to improve the management and functioning of the DRC Pooled Fund. These initiatives were entirely based on the experience and feedback obtained during 2006-2007, summarised in the recommendations from the second (2007) donor evaluation report on common funding mechanisms[25].

UN agencies and NGOs have expressed their confidence on the Pooled Fund; whilst underlining the need for further streamlining of the allocation process, aiming for more efficient use of resources.

These comments and recommendations, as well as a series of inputs provided by NGOs at the national level, were at the origin of a number of decisions and new developments endorsed by the HC, in consultation with the Board, which came progressively into effect throughout the 2008:

- The revision of the procedures for the standard allocation process.

- New HC guidelines for UN agencies, NGOs, national and provincial clusters and CPIAs for 2008 fund allocation procedures. The guidelines were prepared in detail and in a timely manner in order to allow for better understanding and time for consultation, guidance and advice to appealing organisations by members of the PF Unit and PF Board donor members.

- The full establishment of the UNDP-OCHA Joint Pooled Fund Support Unit. In particular UNDP had to progressively increase its capacity in terms of staffing ensure field-based monitoring and evaluation activities, administrative support at the national level to deal with the increased number of projects resourced via the fund and financial follow up in compliance with UNDP obligations.

- JPFU information management tools reinforced**.** To this end, essential support was provided during the reporting period by the Information Management Section of OCHA/DRC. The need of a dedicated tool tailored around the specificities of the Pooled Fund had been identified in 2007 and in 2008, special attention was paid to the development of tools to manage the annual cycle of fund allocations. ; including tracking tools to ensure timely fund disbursement, funds utilisation and project expenditures and the dedicated PF database on project monitoring. Improved data management to better inform HC and Board decisions. The quality of data shared with the HC and the Board members has been gradually but steadily improving throughout the year. The consolidation of the data base has been essential to this end, but it still requires efforts of standardization.

- Some progress was made in regard to the communication and information strategy of the Fund. In 2008 the website "rdc-humanitaire" has opened a Pooled Fund dedicated section; a leaflet summarizing the mechanisms has been produced and progressively distributed finally a logo for the Fund has been designed.

- A consolidated and standardized reporting system has been developed and put in place. The basis of a standard reporting system were laid down in 2007. In the reporting period, an important achievement was the identification of a list of key

[25] *Common Funds for Humanitarian Action in Sudan and the Democratic Republic of Congo: Monitoring and Evaluation Study*, Centre on International Cooperation (CIC), New York University in collaboration with The Humanitarian Policy Group, Overseas Development Institute (ODI), December 2006.

result-based indicators for each cluster. Agreed upon by the national clusters, the list of indicators, originally introduced in January 2008, has been used to standardize the analysis of results and achievements of projects receiving PF resources. Systematic and accurate use to the agreed indicators is verified during the technical review process. Then, twice a year and at the end of each project period the JPFU team ensures information gathering on project results against targeted indicators. Data are entered in the database offering an overview on project implementation, achievements and absorption of funds for the entire Pooled Fund.

- Upgraded formats have been produced in accordance with key changes of the HAP. In order to accommodate key changes in the HAP strategy, in particular the repartition of funding requirements by strategic objective, the projects sheet has been revised and updated. Detailed information on project activities, project coverage (by region and number/type of beneficiaries), and project budget utilisation is regularly required and verified during project monitoring.

- Progressive implementation of the Harmonized Approach for Cash Transfer (HACT). In accordance with the guidelines for HACT implementation, the Joint Unit has progressively taken the necessary steps to complete the partners' risk analysis and introduced relevant HACT formats for its full implementation. By the end 2008, DRC was considered HACT compliant although the system was not being fully implemented at the time of reporting.

- Delegation of authority to UNDP country office. MDTF has delegated the authority to UNDP country office with regard to the AA function. UNDP decided to have dedicated human resources to cover this area of responsibility which will not fall under the JPFU given that the delegation covers any other potential fund managed by UNDP in its capacity of Administrative Agent.

9.2. 2009 priority actions

Although progress has been made, some areas of improvement remain. In 2009, the HC, supported by the JPFU, will pursue the following priority tasks:

- Ensures a fully operational and staffed JPFU. An updated human resources plan will be developed, as the increasing number of projects resourced via the fund will require additional human resources. The JPFU is central in providing support to the HC, the Board and partners. Therefore, the need to progressively match capacity with tasks needs to be ensured.

- Ensure systematic follow-up on timeliness of project cycle steps, focusing on corrective actions to avoid delays reported in 2008 resulting from administrative bottlenecks or cumbersome procedures.

- Refinement of the risk analysis exercise. Improved coordination with other UN Agencies and donors on the potential impact of HACT introduction. Although generally welcomed by partners, the risk analysis needs to be better conceived internally within the Pooled Fund and its implementation harmonized with other agencies involved. Donors will be involved. Deployment of necessary efforts toward the finalisation of the missing steps to get DR Congo HACT implemented should also be ensured (via the integrated office) as the positive impact of its implementation should benefit the Pooled Fund and partners.

- Enhance the active participation to the technical review process. Reviving the interest around the process, beyond cluster leads and the JPFU team members is

necessary, to avoid this task becoming entirely delegated to the JPFU and cluster leads.

- Expansion and consolidation of information management. The consolidation of the database will require additional efforts. Not only is it expected to strengthen the management of the project cycle addressing weaknesses identified in 2008, but also its expansion to increased communication and visibility is needed. The need to improve access to project data has been repeatedly underlined, and it will represent one of the priority areas for the next year. An on-line web option will be explored to provide increased access to the JPFU database.

- Reinforced communication. Despite important progress made in 2008 an area to be reinforced remain the communication and information

- Options to integrate the monitoring and evaluation of Pooled Fund resourced projects within the larger spectrum of M&E activities related to the HAP will be explored. Specific M&E functions related to the UN Participating Organisation role played by UNDP with regard to NGO implemented projects cannot and will not be changed.

- Although important progress have been made with regard to the monitoring and evaluation and the reporting system, there is the need to further explore possibilities of an integrated monitoring system for UN implemented projects in collaboration with national cluster leads and donors.

- Continue support to clusters and CPIAs. Reinforcement of the knowledge and common understanding of the PF mechanism and procedures is essential. This will be done by augmenting the capacity of the JPFU to conduct field support missions.

- Follow-up on the impact of the announced changes in MDTF role and responsibilities with regard to the Pooled Fund at the country level. Particular attention will be paid regarding the need of revise the MOU, LOA and TOR, as well as the changes on reporting obligations and requirements.

- Strengthen discussions with UNDP HQ on simplified rules and regulations. Despite the good will demonstrated in the past at the UNDP country office level, the more and more thorough application of UNDP rules and regulations result difficult for implementing partners, not tailored to the specificities of humanitarian interventions and in some cases they cause additional costs for the fund (double audit for projects implemented, even for a very limited time, in two different years which obliged in 2008 the HC to provide additional financial support to cover these costs). It seems useful thought to provide a detailed analysis of difficulties and or inefficiencies that may be caused by rules originally defined for the development context.

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