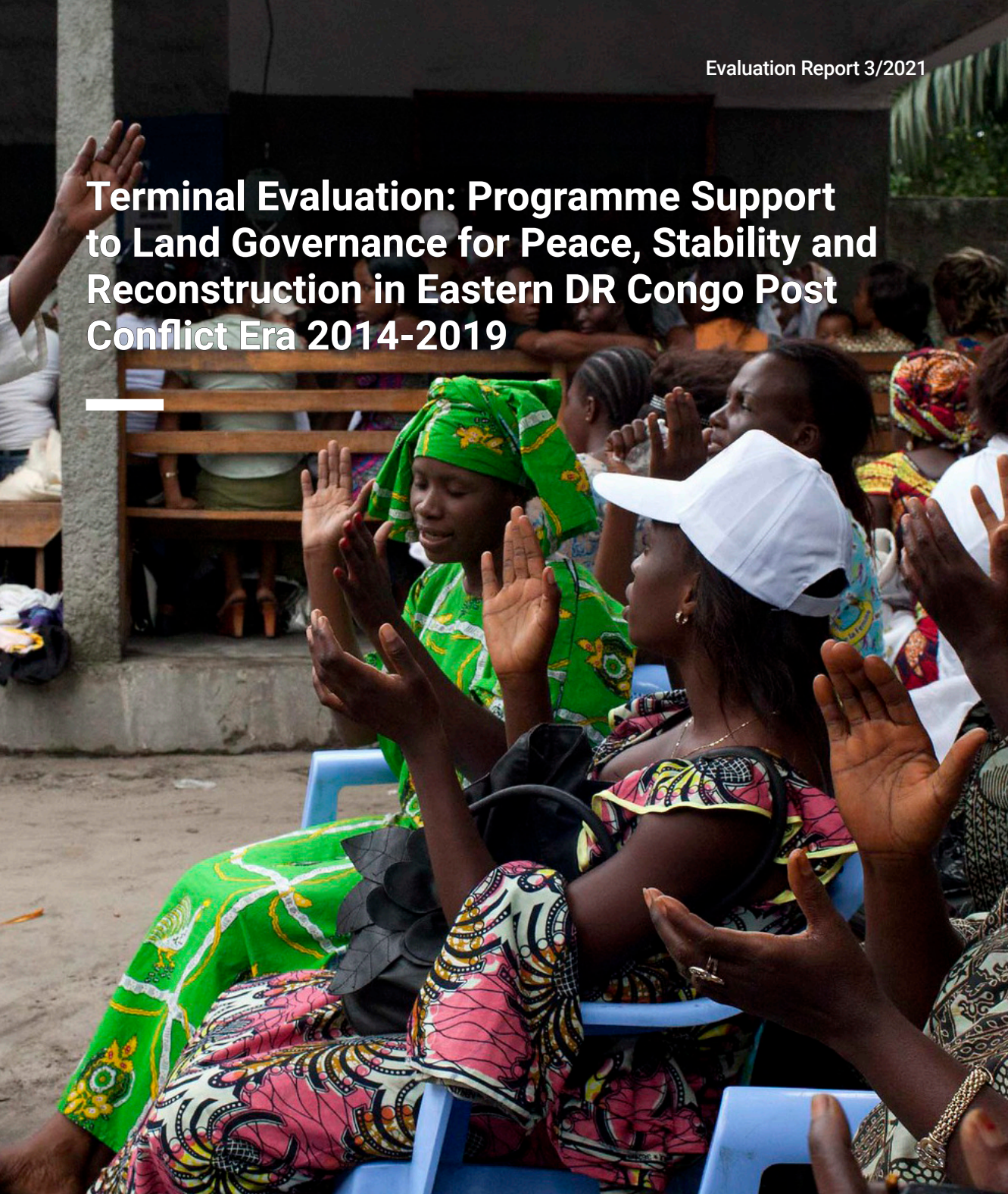


Terminal Evaluation: Programme Support to Land Governance for Peace, Stability and Reconstruction in Eastern DR Congo Post Conflict Era 2014-2019



Terminal Evaluation: Programme Support to Land Governance for Peace, Stability and Reconstruction in Eastern DR Congo Post Conflict Era 2014-2019

This report is available from <http://www.un-habitat.org/evaluation>
First published in Nairobi in December 2023 by UN-Habitat.

Copyright © United Nations Human Settlements Programme 2023
Produced by the Independent Evaluation Unit

United Nations Human Settlements Programme (UN-Habitat)
P. O. Box 30030, 00100 Nairobi GPO KENYA
www.un-habitat.org

Disclaimer

The designations employed and the presentation of the material in this publication do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers of boundaries.

The authors of this evaluation report are independent evaluation consultants, who conducted the study in Eastern DR. Congo, in the provinces of Ituri, North Kivu and South Kivu. The opinions expressed are those of the Evaluation team and do not necessarily reflect those of UN-Habitat. Responsibility for the opinions expressed in this report rests solely with the authors. Also, the designations employed and the presentation of the materials do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers of boundaries. Excerpts may be reproduced without authorization, on the condition that the source is indicated.

Acknowledgements

Author: **Ms. Anna Lidstrom and Ms. Françoise Mukuku**
Cover photo: © **UN Women/Marina Mestres Segarra**
Design and layout: **Andrew Ondoo**

Evaluation Report 3/2021

**Terminal Evaluation:
Programme Support to Land Governance for Peace,
Stability and Reconstruction in Eastern DR Congo
Post Conflict Era 2014-2019**



CONTENTS

List of Boxes, Figures and Tables	IV	Lessons-Learned	44
Abbreviations and Acronyms	V	Recommendations	48
Executive Summary	VII	List of Annexes	50
Introduction and context	VII	Annex 1: Terms of Reference for Terminal Program Evaluation of Support to Land Governance for Peace, Stability and Reconstruction in DRC Post Conflict	50
Evaluation Purpose, Objectives and Scope	VII	Background and Context	50
Approach and methodology	VIII	Mandate and Purposes of the Evaluation	52
Limitations and Mitigations	VIII	Objectives of the Evaluation	53
Mitigating the limitations	IX	Scope and Focus	53
Main Evaluation Findings	IX	Evaluation Questions	53
Lessons Learned	XVIII	Stakeholder Involvement	55
Recommendations	XX	Evaluation Approach and Methods	55
Introduction	1	Evaluation Management and Responsibilities	56
Background and Context	1	Qualifications and Experience of the Lead Evaluator	56
Overview of the Programme	3	Key Deliverables	57
The programme Approach and Design of Mediation phase (Phase I)	4	Resources and Payment	57
Programme Beneficiaries	4	Provisional Work Schedule	57
Geographical Scope of Implementation and Criteria for pilot sites	5	ANNEX 2: Theory of Change provided by UN-Habitat. 58	
CPLUP phase (Phase II): Addressing root-causes of land conflict	5	ANNEX 3: List of documents/publications consulted (not exhaustive)	59
Intent and assumptions of the CPLUP	7	ANNEX 4: List of Interviewees	61
Evaluation Purpose, Objectives and Scope	9	ANNEX 5: Management structure	63
Approach and Methodology of Evaluation	10	Annex 6: Programme budget	64
Application of the Theory of Change (ToC) in the evaluation	10		
Data Collection and Analysis	11		
Limitations to the evaluation and Mitigations	12		
Mitigations	13		
Evaluation Findings	15		
Appropriateness design, performance and achievements of the programme	15		
Extent to which the programme created Value- for- Money	23		
Assessing performance against the Evaluation criteria	24		
Mainstreaming of cross-cutting issues of gender and empowerment of women, youth, human rights and non-discrimination of pygmy people in the programme design and implementation	39		
Extent to which the recommendations from the mid-term evaluation were implemented	40		
Assessing other aspects covered by the TOR of evaluation	40		

LIST OF BOXES, FIGURES AND TABLES

List of Tables

Table 1: Performance PSLGPSR of Phase I at output and outcome levels	X
Table 2: Performance and achievements of CPLUP Phase at outputs and outcomes levels.....	XI
Table 1: Performance PSLGPSR of Phase I at output and outcome levels	17
Table 2: Performance and achievements of CPLUP Phase at outputs and outcomes levels.....	18
Table 1: The overall goal, outcomes and outputs of PSLGPSR implemented in two phases: 2014-2019.....	51
Table 2: Provisional Work Schedule	57

ABBREVIATIONS AND ACRONYMS

AAP	Aide et Action pour la Paix	NGO	Non-Governmental Organisation
APC	Action pour la Paix et la Concorde	OECD/DAC	The Organisation for Economic Co-operation Development's Development Assistance Committee
CAFI	Central African Forest Initiative		
CBO	Community Based Organisation	RBM	Result Based Management
CFI	The Ituri Land Commission	REDD	Reducing emissions from deforestation and forest degradation
CONAREF	The National Land Reform Commission	RFW	Results Framework
CPLUP	Community Participatory Land Use Planning	ROAf	The Regional Office for Africa
DFID	The Department for International Development	PSLGPSR	The Programme Support to Land Governance for Peace, Stability and Reconstruction
DRC	The Democratic Republic of Congo	SIF	Land information system
EDM	Electronic Document Management	SFCG	Search for Common Ground
EMB	Economic and Municipal Finance Branch	STAREC	The Stabilization and Reconstruction Plan for East DRC
ERG	Evaluation Reference Group	ToC	Theory of Change
GLTN	Global Land Tool Network	ToR	Terms of Reference
HQ	Headquarter	UN	The United Nations
IDPs	Internally Displaced Persons	UNEG	The United Nations Evaluation Group
INGO	International Non-Governmental Organisation	UNHCR	The United Nations High Commissioner for Refugees
IP	Implementing partner	UNV	UN Volunteers
MONUSCO	The United Nations Organization Stabilization Mission in the Democratic Republic of the Congo	UN-Habitat	United Nations Human Settlements Programme
MOU	Memorandum of Understanding		

Visit by UN Women and the Swedish Embassy to the rice fields of Kinshasa
with the Mikonga rice sector, RENAFER and the Association of Local Women
Rice Sellers (AFEVRL). © UN Women / Marina Mestres Segarra



EXECUTIVE SUMMARY

Introduction and context

This report presents the terminal evaluation of the Programme Support to Land Governance for Peace, Stability and Reconstruction (PSLGPSR). The programme was implemented by UN-Habitat, as the main implementing agency and other local partners, in North Kivu, South Kivu and Ituri provinces of Eastern DR Congo. It was funded by the United Kingdom Department for International Development (DFID-UK) with a total budget of US Dollars 20,525,3131 and the implementation covered the period of October 2014 to December 2019.

DR Congo has had a long going conflict. Since the end of the second Congolese war (1998-2003), several efforts by international and local development organizations to address different aspects of conflicts have been ad hoc and constrained by violence and political instability. UN-Habitat started addressing land conflicts in Eastern DR Congo, through its land peace and stabilization programme of 2009-2013. The programme focused on mediation of land disputes through prevention and management of land conflicts. An evaluation carried out by UN-Habitat in 2012, revealed the need to go beyond mediation and to bring key actors to work on critical land governance issues. The design of the PSLGPSR was therefore built on UN-Habitat's experience, lessons learned and recommendations of the past interventions. Initially, the programme was scheduled to close in October 2017. Following consultations between UN-Habitat and the donor, DFID, the programme was granted a cost extension up to April 2018 and two other non-cost extensions up to December 2019.

The programme was implemented in two phases. The first phase (Phase I), covering the period of 2014-2016 was designed and implemented to contribute to achieving two outcomes: (i) stimulation of peace and social cohesion through prevention and resolution of land disputes; and (ii) achieving efficient land management to contribute to peace and stability. The second phase, referred to as CPLUP phase, covering the period of 2016-2019 aimed at dealing with root causes of

the land conflicts and reducing land disputes through an integrated approach of Community Participatory Land Use Planning (CPLUP). The outcomes of the CPLUP phase were to: (i) ensure effective community participation to land use planning and management processes; (ii) improve land tenure security for peaceful community and economic growth; (iii) acquire functional tools and systems to improve land use and management; (iv) enhance capacities of community engagement in land use planning and management; and (v) influence and enhance land policies and reform. The programme was designed with an evaluation framework of mid-term and terminal evaluations. The mid-term evaluation was conducted in 2018. This report is of the terminal evaluation. It was produced by two evaluation external consultants, Anna Lidstrom and Françoise Mukuku. They conducted the evaluation between July 2020 and April 2021.

Evaluation purpose, objectives and scope

The evaluation is intended to serve the purpose of accountability by complying with requirements of UN-Habitat and DFID-UK cooperation agreement; and the learning purposes by reflecting on programmes' implementing experience, opportunities, challenges and lessons learned. The target audiences of the evaluation include: the donor (DFID), UN-Habitat and other implementing partners, other key stakeholders, including National Ministry of Land Affairs, provincial governments in North Kivu, South Kivu and Ituri, and the evaluation community that would be interested in evaluative information on land conflict issues in Eastern DR Congo.

The overall objective of the evaluation was to provide an independent and forward-looking appraisal of the PSLGPSR. Specific objectives, as provided by the Terms of Reference (TOR), include assessing appropriateness of the design; achievements of land conflict mediation and CPLUP approaches; 'value-for-money' of the programme; relevance, efficiency, effectiveness, sustainability, impact outlook, synergy, coherence,

1 UN-Habitat End of project financial report, April 2020

2 Evaluation à mi-parcours du projet « Appui à la gouvernance foncière pour la paix, la stabilité et la reconstruction en RD CONGO post-conflit 2014-2018, April 2018

partnership and cooperation arrangements; the extent to which crossing-cutting issues of gender equality and empowering of women, youth, human rights, and non-discrimination of minorities such as the Pygmy people were addressed and mainstreamed; the extent to which recommendations from the mid-term evaluation were implemented and innovations developed; and to identify lessons and provide recommendations that would further improve programming of land issues in similar conflict contexts. The evaluation covered two phases of the programme: the mediation Phase and the CPLUP Phase.

Approach and methodology

The evaluation was designed to achieve the evaluation purpose and objectives and to yield answers to the evaluation questions. The evaluation exercise was conducted in participatory and transparent manner. It involved key stakeholders and adhered to UN-Habitat Evaluation Policy and the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in the United Nations system. The re-constructed Theory of Change (TOC) – Annex 2 and key evaluation questions provided analytic framework for the evaluation. In addition, the evaluation team had several discussions with the Independent Evaluation Unit and the programme implementation team of UN-Habitat, during the inception phase, to get a better understanding the programme. The inception phase resulted in the inception evaluation report, which was approved by the Evaluation Reference Group (ERG), that was established as a consultative arrangement to maximize credibility, quality, and utility of evaluation results.

The evaluation employed a variety methods and analysis, including desk review of available relevant documents, semi-structured interviews and focus group discussions. In total, 39 relevant documents were reviewed (see annex 3). Key informants included donors, UN-Habitat staff and its implementing partners, DR Congo's national, provincial and local authorities, and beneficiaries of the programme, whose voices were heard through semi-structured interviews and focused groups discussions. In total, 115 persons were consulted of which 36 were directly interviewed and 79 consulted through focus group discussions (see annex 4). The anticipated surveys, for targeted stakeholders, focussing on some key aspects of the programme delivery were not administered due to logistical issues to reach suitable target groups.

Analysis of data also focused on gender, human rights and other cross-cutting issues. Data was triangulated to gain evidence supporting validity of information. A four-point rating scale (Unsatisfactory – Highly satisfactory) was used to appraise the programme performance (*refer to criteria for rating under Approach and Methodology Section in the main text*).

Limitations and Mitigations

The evaluation faced several limitations including:

Programme complexity. The programme was complex. It involved several stakeholders and was implemented in insecure, conflict challenging environment. It covered two phases and activities carried out in the two phases were not easy to demarcate as there was no exit strategy from phase I to phase II.

Challenges of contribution and attribution. The programme was poorly designed, with inadequate logic frameworks and TOCs. The quantitative indicators were inadequate to measure some of the outcomes such as social cohesion, peace and stability, economic growth and enhanced capacities; and the evaluation team made limited field work to observe results on the ground. However, the findings on achievements put forward in this report can be attributed to the programme intervention.

Security and safety challenges limited accessibility in Eastern DR Congo. These challenges were exacerbated by Covid-19 pandemic that lockdown countries and restricted travels to areas targeted by the programme. The evaluation was anticipated to be conducted between June and October 2020 but limited field visits were only possible in September 2020.

Poor design and documentation of the programme.

The programme lacked clear documentation and good quality progress reporting. Data in various reports was inconsistent. The inception phase and validation of evaluation findings took longer than expected as the evaluation team had among other things, to discuss and get clarifications on results framework and TOC, activities implemented and contradicting data in different reports. The evaluation could also have benefited from wider consultations with other implementing agencies in the land sector, government officials and members of the Civil Society.

Mitigating the limitations

The evaluation team mitigated the limitations by:

- (i) working closely with the programme team which together with evaluation objectives and questions provided the basis for evaluation. Analysis of relevant documents and triangulation of information through consultations and interviews took into consideration issues of inconsistent data and biases that could have emerged from self-reporting progress reports. The lead consultant (Anna Lidstrom), who conducted the evaluation remotely, worked closely with the national consultant (Francoise Mukuku) to mitigate challenges of accessibility to programme areas and to reach some key stakeholders.

Main Evaluation Findings

Evidence from document review, interviews, focus group discussion indicate that overall, the programme was successful in delivering its planned outputs. However, readily available evidence is limited in achievement of the expected accomplishments (outcomes) and objectives (impact). The sections that follow appraise the programme in line with the TOR.

Appropriateness of the design and performance of the programme

The design and performance of 2014-2016 phase 1, was **partially satisfactory**. The programme was ambitious in terms of its objective of improving land governance for peace and stability and setting up an environment conducive to both economic and social recovery in DR Congo post-conflict settings. Its two outcomes of (i) stimulating peace and social cohesion through prevention and resolution of land disputes; and (ii) efficient land management contributing to peace and stability were also ambitious, given that land issues are complex and multi-dimensional, encompassing social, political, economic and cultural aspects, as well as the legal and technical aspects.

The logic framework and TOC of phase I had gaps and missed useful elements, including the problem to be addressed, barriers to the achievement of results, critical assumptions and risks around which the evaluation could be designed. The design of the CPLUP Phase involved key stakeholders and elaborated pathways but still the logic framework and TOC were not optimum.

The quantitative indicators of achievement lacked a Performance Measurement Plan (PMP) to detail what was to be measured on each indicator in tracking progress and trends for programme delivery.

The programme could have benefitted from a stronger dialogue with implementing partners for stronger results and impact. The exchange of experiences between the communities could have helped to improve delivery of the programme. The programme could have done more to address complex conflicts. Some stakeholder groups had specific needs (youth, minority pygmies) that were not addressed to a large extent. Issues related to secure land rights, economic recovery could have been implemented in coordination and complementarity with other key stakeholders in the land sector at national, provincial and local levels; and involvement of other UN-Habitat branches such as Economic and Municipal Finance Branch (EMFB).

Concerns were also raised in relation to staffing, in terms of having the right skills set, whether they were based in the appropriate location, if the line of command and management structure was appropriate for such programme and the insecurity challenging context. Other issues raised were whether the programme was inadequately staffed to meet requirements and standards in terms of financial management and oversight. What ought to have been done for better preparedness for continuous conflict analysis and risk assessment. It was difficult to understand the changes brought about by the programme as indicated in the progress reports, which mostly focused on indicator and output level achieved with weak link to outcomes of the programme. The programme also lacked a robust documentation which affected its overall follow-up. The non-completion of planned activities that were planned to be completed in April 2018, resulted in the programme being given a no cost extension up to September 2019, and extended again up to December 2019 when it was officially closed. Tables 1 and 2 summarize performance of phase I and phase II at output and expected Accomplishment (outcome) levels.

Table 1: Performance PSLGPR of Phase I at output and outcome levels

Colour scoring Code	Highly satisfactory	Satisfactory	Partially Satisfactory	Unsatisfactory
Expected Accomplishment (EA) (outcomes)	Planned outputs	Actual Achievements at output and outcome levels	Performance Status	
EA 1: Peace and social cohesion are stimulated through prevention and resolution of land disputes	<p>Community members have access to mechanisms to prevent and mitigate land disputes.</p> <p>Favourable land and return conditions for IDPs and refugees established</p>	<p>A total of 16 local structures were established and supported (exceeding the set target of 10 structures for 2017) as resolution and mediation mechanisms. Through these structures, a total of 320 land disputes were identified of which 170 were mediated and resolved. 85.5% activities related to raising awareness, community mobilization, supporting local initiatives and strengthening women and youth were implemented. Profiling of IDPS, refugees and returnees were conducted. Assessment of land tenure and resettlement conditions for returnees was conducted. From the mid-term evaluation of 2018, planning of resettlement in conflict targeted areas was 50% achieved.</p>	Satisfactorily Achieved	
EA 2: Efficient land management contributing to peace and stability is achieved	<p>Integrated and administrative system reconciling formal and informal rights is developed</p> <p>Options for formalizing and managing land customary systems are developed</p> <p>Enabling land system framework is put in place.</p>	<p>Most of programmed activities and outputs planned under EA 2 were carried forward and programmed in CPLUP phase. Results from the Mid-term evaluation indicate that 40% of the activities were implemented, including the needs assessment for land administrative functions and assessment of key land related issues. Implementation of planned capacity building activities in land administration was 50% met, while activities related to inventory, digitization and updating of existing records were not implemented at all (0%). 42% of planned activities to contribute to formalizing and managing land customary systems were implemented and activities contributing to land governance and reform framework were implemented by 38.4%.</p>	Unsatisfactorily Achieved	

Table 2: Performance and achievements of CPLUP Phase at outputs and outcomes levels

Expected Accomplishments	Planned outputs	Actual Achievements	Performance Status
EA 1: Effective Community participation in land use planning and management process ensured	1.1 Establishment and support of provincial and local community steering committees 1.2 Carry out participatory basic studies on land tenure and socio-demographic context 1.3 Carry out studies on Political Economic Analysis 1.4 Raising awareness and information on the community participatory land use planning 1.5 Build capacity of community members and partners on Participatory Land Use Planning	In total, 230 structures against a target of 100 structures were established. The committees helped to create inclusive enabling environment for communities to engage and participate in land use planning processes. 8919 (132.3%) men and 6054 (89.6%) women (against a total of 10,000 men and women) actively participated in the CPLUP processes. Basic studies (socio-demographic) were conducted to get good understanding of the context. Awareness raising, sensitization, capacity building activities conducted have equipped relevant stakeholders and beneficiaries with knowledge in land use planning and management. Evidence from the 2019 survey indicate that 78% of community members in pilot areas were satisfied with participation in land use planning; 100% women and 62% men (against the target of 70%) perceived land being managed in a participatory manner; and 64% of women and 55% of men perceived that frequency of new land disputes had reduced as result of resolution mechanism implemented through CPLUP. Local 33 partners against a target of 12 were effectively engaged in land governance, across three provinces, serving community in mediation and mobilization, this demonstrates the potential of the approach in bringing on board more partners.	Satisfactorily Achieved
EA 2: Improved Land tenure security for peaceful community and economic growth	2.1 Survey, Mapping and analysis of concessions, community land and individual ownership 2.2 Inventory of land tenure system and rights and concessions 2.3 Establish a mutual charter with the land administration on Improving Land Governance system per province 2.4 Build capacity of the land administration on land use planning, management and n key elements of land governance (transparency, land and property taxation, legal framework). 2.5 Set up a database system for registration of land rights, (collective and individual) using Social Tenure Domain Model 2.6 Update the cadastral information/maps at Provincial level	Participation in mapping, analysis of concessions, inventory of land tenure security rights, analysis of concessions, community and individual land and property was appreciated. Results from the 2019 survey in 3 provinces show that 78% community members were satisfied with CLUP approach. and surveys (one survey per province), validation of survey results, registration processes, and demarcation; resulted in access to secure land rights by 148 occupants (66% of men and 34 % women.) obtained legally recognized documents in the 3 provinces; and 1428 households headed by women (520) and men (908), including vulnerable groups had access to the land administration services. The mutual charters between land administration and local communities were signed to build trust and find new ways of collaboration on issues of land management and governance. Guidelines to fill the knowledge gap, in CPLUP processes, was developed. Capacity building and trainings were offered in areas of transparency, land governance legal land frameworks, property tax . Establishment of a database system, in each province, for registration of land rights and updating cadastral information resulted in production of various maps including administrative maps of the pilot sites, relief maps and three provincial land use maps.	Partially Satisfactorily achieved

Expected Accomplishments	Planned outputs	Actual Achievements	Performance Status
<p>A 3: Tools and systems to improve land use and management acquired and functional</p>	<p>3.1 Participatory land demarcation at the community level</p> <p>3.2 Enumeration, mapping and zoning of land use</p> <p>3.3 Establishment of mechanisms to deal with land disputes to support the community</p> <p>3.4 Establishment of visual maps for provinces</p> <p>3.5 Development of land use plan conceptual framework</p>	<p>CPLUP used new Information Technologies, to conduct surveys, GPS mapping, and satellite images in the three pilot provinces. The systems and tools led to land administration improved skills resulting in carrying out their work faster and with more accuracy. Through the use of GIS and participatory zoning and demarcation, 1,807 (36.1%) plots of land were demarcated against the targeted 5,000. Also, three visual Land use plans were established for the three provinces. Specialized trainings were offered on the use of equipment and software. 30 persons dealing with land administration from each province were trained aspects of mapping, assessment of land tenure, use of GPS. Technical aspects of GIS as it is applied to land issues was offered by the GLTN through the Bilingual Christian University of Congo (UCBC). 19 technicians from land administrative offices were trained. Electronic Documentation Management (EDM) system was implemented in three pilot sites. Both the database information system and EDM contribute to land tenure security and the reduction of land conflicts. However, there were delays in rehabilitation of the land administration offices to host land information systems and other equipment in South Kivu and Ituri provinces due to procurement rules. There is also a need to strengthen capacity in information systems.</p>	<p>Partially Satisfactorily achieved</p>
<p>EA 4: Enhanced capacities of community engaged in land use planning</p>	<p>4.1 Training on enumeration and participatory mapping</p> <p>4.2 Dialogue on land regulations and institutional framework</p> <p>4.3 Training of Trainers/community leaders (inc youth & women) on land acquisition for public interest and</p> <p>4.4 Sensitization on Governance for Responsible Land Tenure and Framework for Land Policy</p> <p>4.5. Engaging youth in CPLUP process</p> <p>4.5. Engaging women in CPLUP process</p>	<p>Enhancing capacity is an integral part of the CPLUP. it was done through trainings, sensitization and awareness campaigns, targeting community members, community leaders, women and youth groups, government land administration officials, training of trainers in the civil society, local implementing partners and UN-Habitat staff. Women and youth are now recognized as equal partners with men in land dialogues CPLUP also strengthened technical and operational capacities of land administration and customary authorities in land governance issues. Stakeholders at national, provincial and local levels were trained on participatory methods of how to carry out community mapping and specific training for land administration focused on computer skills, mapping and GIS, land governance, use of customized land information system using Social Tenure Domain Model (STDM). 42 surveyors, including 30 men and 12 women, were trained in data collection methodologies, analysis and manipulation. Some beneficiaries during groups discussion indicated that some trainings, especially in information technology, including GIS were short in nature and need more practical training.</p>	<p>Satisfactorily achieved</p>

Expected Accomplishments	Planned outputs	Actual Achievements	Performance Status
EA 5: Land policies and reforms influenced and enhanced	<p>5.1 Enhance the provincial and local land coordination mechanisms</p> <p>5.2 Support the Development of provincial strategy to improve land governance</p> <p>5.3 Capacity development for Provincial parliaments and judicial representatives on best practice in Land registration/ transparency, Land disputes resolution and Land legislative process</p> <p>5.4 Provincial adoption of the 3 land use plans</p> <p>5.5 Capitalising the CPLUP to inform national land use planning and policy development</p> <p>5.6 Map conflict sensitivity related to land registration and use at territorial level</p> <p>5.7 Capacity development on land use and territorial for provincial authorities</p> <p>5.8 Establishment of an inter-ministerial land use planning group and support to CONAREF</p>	<p><i>CPLUP was designed to contribute to National Reform Process that was initiated in 2012. However, despite, some of the planned activities implemented, its contribution to land reforms was minimal. Activities implemented included: support of thematic and dialogue meetings at provincial and territorial levels; Consultative workshops on the improvement of land governance. Training seminars, National adoption workshop on Land Use Plans, Development and the dissemination of a progress report on land policy development for Ministries, Support to facilitation meetings, to CONAREF operational costs, international study tours and participation at international conferences.</i> During an Interprovincial workshop held in Bukavu in 2018, to draft national land policy, CPLUP approach was presented and offered a potential to integrate some of its innovations in the draft Land Policy. Also, during the International Land Conflicts conference sponsored by the Dutch Government in June 2019 to discuss the 2018 draft National Policy, fragility of informal and customary land ownership, particularly in conflict affected areas was emphasized. Training seminars that were planned to develop capacity of provisional parliamentarians on best practices in land registration, transparency and dispute resolution and legislative processes did not take place due to General election processes. In July 2019, during the launch of the national consultations on the draft National Land Policy (NLP), developed in 2018, as part of the land reform, UN-Habitat and GLTN in particular were commended for strengthening land administration at national and provincial level through the support to CONAREF. Four inter-ministerial committees (national and provincial) on land and national spatial development reforms were planned to be established and supported but, only one (25%) was established.</p>	Partially Satisfactorily achieved

From Table 1 and Table 2, and based on outputs produced and indicators of achievement, three expected accomplishments were **satisfactorily** achieved, three were **partially satisfactorily** achieved and **one unsatisfactorily achieved**. The programme established land conflict mediation mechanisms and contributed to prevention, resolution and reduction of land disputes in piloted areas. The CPLUP is perceived at provincial, territorial and community levels as a useful approach for land use management. Their increased awareness, strengthened capacity and participation in land use planning and management by both the land administration structures as well as among the population in the targeted pilot areas. Here the achievement in engaging women stand out in particular. The focus on youth was comparably weaker. Also, the involvement of minority groups could also have been more systematic. The CPLUP has facilitated community members in pilot areas to obtain secure tenure documents in the existing overlapping legal frameworks of customary and statutory land framework.

Acquisition of tools, equipment and information systems and trainings resulted in modernization of land administrative services and improved capacity skills of personnel working in land administration. It has also improved efficiency in working faster and with more accuracy. The growing improvements in land administration has improved the relationship between community members and land administration.

However, despite output delivery towards achievement of the outcome of influencing and enhancing the land policies and reform, initiated in 2012³, the land reform process is still on-going and by the time of the evaluation, the draft National land policy was being discussed at different levels throughout the country.

Key factors that influenced achievement and non-achievement of results

Commitment and dedication of local partners despite irregular funds and other obstacles contributed to the programme delivery and achievement of results to some extent. However, the programme was implemented in a limited geographical area, which reduced the overall impact of the programme. Other aspects such as limited coherence and coordination between implementing partners and other actors weakened the effectiveness of the programme. Also, the programme faced administrative and financial Management challenges that negatively affected the programme implementation. In addition, weak risk analysis made programme not to adopt to context changes.

Extent to which the programme created 'value-for-money'

The programme's "value for money" was **satisfactory** in terms of cost in correlation of what was achieved to meet the beneficiary needs. The programme contributed to reduction of land disputes in selected pilot areas through the mediation mechanism (phase I) and implementation of land use planning (Phase II) .

The programme contributed to vulnerable groups, including women, youth, IDPs, returnees, refugees and pygmies knowing their land rights and can demand for them. The programme supported acquisition and creation of information systems, created user maps, and tools for effective administration of land. However, in some places, the tools were not used and there were issues related to training and sustainability of results achieved. Also, there were inconsistency in views of whether the user maps were properly validated without satellite imageries and written statements on social economic and environmental conditions in the pilot sites⁴. However, perceptions of various stakeholders reveal that the programme laid a foundation for land use planning and management, and is a catalyst for peace and prosperous in DR Congo with improved opportunities for communities and individuals⁵.

According to the analysis of value for money⁶ , the initial costs of planned programme items were adjusted based on comparative alternatives. For instance, in staffing, there was savings of US\$1,204, 898; in operations there was savings of US\$ 274,758. These savings were used to accomplish essential activities during the no cost extensions of the programme. However, there were several aspects of weaknesses in the financial management that resulted in for example unpaid contracts. The Mid-term evaluation pointed to the fact that the operating costs of the project correspond to 54% of the total value of the project during the first phase and 65% at the midpoint of the second phase (most of these costs being represented by salaries UN-Habitat staff in DRC and Nairobi). It further recommends that that UN-Habitat should ensure a more realistic cost estimates for activities in the field⁷. According to UN-Habitat, the recommendation was implemented and this resulted in money being saved on several activities that was used for the improvement of the land administration offices.

3 The land reform process in DR Congo was officially launched in July 2012 in Kishasha: Reference is: <https://gltm.net/2012/07/31/congo-dr-initiates-land-reform/>

4 Jossy Materu, 2019, Independent Consultancy report on awareness raising campaigns conducted under CPLUP.

5 https://www.usaid.gov/sites/default/files/documents/Public_CDCCS-DRC-12-2025.pdf

6 Analysis of value for money in staffing and operations, 2019, where UN-Habitat Used/Collaborated with other UN agencies in the implementation of PSLGPSR. The savings gained facilitated in covering the budget required during the non-cost extension of the CPLUP up to September 2019

7 Mid-term Evaluation report of PSLGPSR 2018 p. 8

Performance of the programme measured against evaluation criteria of relevance, efficiency, effectiveness, sustainability, impact outlook, coherence and synergy, and Partnership and cooperation arrangements

The programme's relevance was highly satisfactory.

It took into account of the Eastern DR Congo conflict situation and addressed priorities identified in DR Congo's policy documents and its eastern provinces, in particular, the UNDAFs, the DR Congo five year programmes (2012-2016 and 2017-2021) and five year provincial programmes of Ituri, North Kivu and South Kivu. It was also aligned with International Security and Stabilization Support Strategy (ISSSS) 2008, and Stabilization and Reconstruction Programme (STAREC) which stressed the need to tackle the roots causes of land conflicts.

The programme was in alignment with UN-Habitat strategic plan of 2014-2019, specifically on Focus Area 6, on poor land management, land use and tenure, economic recovery and livelihood, and communities disadvantaged by crisis⁸. The programme was also in line with the New Urban Agenda (NUA). Paragraph 155 stresses the need for investments to empower vulnerable groups. It aligned with various SDGs goals specifically, SDG goal 16 on promotion of peaceful and inclusive societies for sustainable development; SDG goal 1 on poverty, since conflict exacerbates poverty as IDPs and refugees are forced to leave behind their assets and investments; SDG goal 2 on hunger as land conflicts disrupts agricultural production. Closure of a health facility (SDG goal 3 on health) because of violent conflict can lead to increased outbreak of communicable disease, as was the case of Ebola eruption in 2018. And access to education (SDG Goal 4 on education) can be programmatic when there is conflict. However, the programme design did not take into consideration of the diversity and heterogeneity of the three provinces and environment issues remained limited in the design.

Efficiency was unsatisfactory as there were so many issues that affected efficient implementation and

delivery of the planned activities and outputs; complying with implementation time schedules; administrative, financial and management modalities; institutional arrangements to deliver the results and mechanisms of monitoring and reporting. Initially mediators' specialists were used to support communities in mediating land disputes. However, this modality was changed, and grassroots organizations (implementing partners) were used. These were Ituri Land Commission (CFI), CARITAS in North Kivu and Action for Peace and Concord (APC) in South Kivu. However, the programme notably faced internal financial and administrative obstacles, some of this was understood by the evaluation team to partially relate to the transfer to a new UMOJA financial management system globally. Often funds were delayed being disbursed to implementing partners in time and this affected the implementation schedules and delivery of activities and outputs in time.

The programme was extended twice at no cost extension, to September 2019 and then to December 2019, to allow completion of planned activities. Although, the utilization rate of the programme funds was 98% by time of evaluation, evidence from several interviews indicate that there was pressure and a sense of push to implement all planned activities, which effected the quality of outputs and results. Implementation arrangements were also not optimum. For instance, the programme involved various stakeholders with specific roles and responsibilities, but financial resources were only extended to few, including implementing partners and women and youth groups, who signed cooperation agreements to deliver specific outputs. The transitional from phase I to phase II had not exit strategy. The restructuring also involved staff changes as several contracts were terminated as new positions were drawn up. The programme lacked a robust documentation, monitoring and evaluation framework to provide continuous feedback to inform decision-making and mid-course adjustments.

Other challenges that affected efficiency and delivery of the programme in timely and cost-effective manner were beyond UN-Habitat's control. These included: the 10th outbreak of Ebola virus in 2018, often attacks by armed groups in some of the pilot sites especially in North Kivu province, the general elections in 2018 that raised political temperatures and resulted in absence of provincial governments for several months⁹, and inaccessibility of project sites during the rain seasons. For instance, it is documented that Ituri province, CPLUP implementation was delayed for six months because of land conflicts in the Pimbo community. As a result, only 11 villages out of 32 villages were demarcated¹⁰.

Effectiveness was partially satisfactory as most results targets were partially achieved. The programme logical framework was revised several times over the lifetime of the project. The highly quantitative nature of the indicators did not fully capture progress towards outcome and impact of the programme. Effectiveness could also have been limited by the programme logic. For instance, the CLUP was supposed to be implemented following a sequence of pathways. However, the specified sequence was not followed as some of the activities that were supposed to be implemented initially to understand the context and establish baselines e.g. land tenure studies on socio-demographic economic and development of framework and action plan took time to be completed after the programme had started and they were not used to revise baselines.

However, according to the project's draft closure report, November 2020, percentage women and men who perceived that land was managed in an inclusive and participatory manner at the community level as a result of CPLUP approaches were 100% and 62% respectively. Women and men who perceived that frequency of new land disputes had reduced because of the conflict resolution mechanisms implemented were 64% and 55% respectively. And a number of indirect beneficiaries who successfully resolved land conflicts were 110,850 against the target of 260,000 (43%). There are also visible changes at community level including increased awareness and participation in land management issues; decrease in number of interpersonal and communal land disputes; and improvements within the land administration system, as a result of considerable strengthening of capacities both within the land

administration structures as well as among the population in the targeted villages. Here the achievement in engagement women groups is outstanding in comparison with engagement with youth groups, and the involvement of minority groups (pygmies) could also have been more systematic.

However, the programme could have been more effective in contributing to improved land tenure security, improved information systems for land administration and management, creating enabling economic opportunities, and functional Land policies and reform. Also new refugees continue to come into the project sites. If not checked and controlled, the planned development in the project sites will be negatively affected. Materu's report, 2018, notes that in Kisigari, three hundred and fifty (350) new refugees were registered to have arrived after the Community Participatory Land Use Plan by UN-Habitat was developed.

Sustainability was partially satisfactory. The programme was designed with substantial efforts to ensure sustainability of the programme results, including capacity development of local actors, empowerment of local communities including women and youth, establishing fit for purpose land administration and prevention of land disputes and CPLUP was to be anchored within the provincial strategy to improve land governance. As result, some outputs may be sustained. For instance, in the first phase, the mediation centres received support to set up some income generating activities. At the time of the evaluation, the mediation centres were still active, addressing more interpersonal conflicts. More could possibly have been done to ensure that the mediation centres also would tackle more complex community conflicts and disputes.

CPLUP is generally seen as a community driven model that would inform land use planning at local and provincial levels, serving as a more sustainable and equitable approach to land management. Some of the results and outputs such databases and information systems for land administration, the generated community level land use maps are all likely to be sustained. Moreover, UN-Habitat is already building on what was achieved after the programme was completed to apply it to other programmes such as Central African Forest Initiative (CAFI) programme. However,

⁹ April – June 2019 quarterly report on implementation of CPLUP

¹⁰ April -June 2019 Quarterly report on implementation of CPLUP

sustainability of other aspects remains uncertain. For instance, capacity was developed for sustainability, but considerable gaps remain considering the rapid turnover of provincial staff. The fees charged by government for title deeds in the project sites are not affordable by the poor communities. For example, in Kisigari, Rutshuru territory, it was clear that the US dollars 500-700 required for the issuance of one title deed was not affordable by the majority of the members of the villages. Overall, sustainability of the programme in DR Congo post conflict, will require continuous peace building efforts. It will also require formal legislation to be passed by national and local governments to safeguard the land rights of the marginalized groups. The harmonious environment created by the programme for inclusive environment in land dialogue should be nurtured.

Impact outlook was partially satisfactory. The programme resulted in a number of positive results. It supported digitization of the cadastral processes, strengthened the capacity of land administration with improved systems and training. There has been improved relationship between local and land administration and community members. There is increased awareness and knowledge in villages, where the programme was implemented, in understanding of land rights, land use plans and increased trust in local authorities. There is also increased capacity of civil society and concessionaries in dealing with land conflicts and in land use planning and management.

Coherence and Synergies were partially satisfactory. The Programme worked on similar issues as other international and local development actors. Although the programme had great potential for co-ordination this aspect was rather weak. The implementing partners in the provinces often worked on several programmes. The evaluation team found the aspect of complementarity of the programme was rather weak. There were several 'missed opportunities' in the field where programming could have been co-ordinated better. There are examples of duplicating work, where the implementing partner of UN-Habitat worked with other donor programmes in the same village without co-ordination.¹¹

Partnership and cooperation arrangements were rated

partially satisfactory. UN-Habitat/ GLTN have developed a guide for country level interventions on tenure security responsive land use planning in collaboration with GIZ and the Technical University of Munich. In Mambasa, Ituri province, UN-Habitat partnered with UNDP, UNESCO, IMO, FAO and local partners to implement the "Amani ni njija ya maendeleo" project that aimed at enhancing peaceful co-existence and increased support for stabilization process, improved land governance and reinforcement of social cohesion and community resilience.¹² In North Kivu, UN-Habitat partnered with UNFPA, UNESCO and other local partners to implement "Pamoja Kwa Amani na Maendeleo" project, which aimed at improved land governance, increased social cohesion and community resilience through re-integration and socio-economic recovery of youth and promotion of gender equity¹³. In south Kivu, UN-Habitat was involved in the "integer du North Kelehe" project with aimed at increased support of local provincial and national actors for stabilization of government services, re-enforcement of social cohesion and community resilience through re-integration and social economic recovery.

Mainstreaming cross-cutting issues of gender and empowering of women, youth, human rights, and non-discrimination of Pygmy in the programme

The programme, by design, sought to integrate the needs of different groups and promote gender equality and human rights. However, their integration during the implementation was **partially satisfactory**. Stronger human rights-based approach in programme development, design and implementation could have strengthened the programme. The programme was seeking to involve women and youth groups in series of awareness raising activities and carried out information campaigns. In total, 60 youth members (41 men and 19 women) trained in GIS. According to the Project Closure Report of PSRGPSR, the involvement of youth and women in participatory mapping, with the support of village elders and traditional chiefs in the mapping of the boundaries of CPLUP pilot localities, created a basis of trust between the communities that led to the clarification of external boundaries based on a consensual approach and to the resolution of a

¹¹ In the Bukavu region the Land administration office had received equipment approximately a year before the UN-Habitat programme. There are examples where EU invested in office in the targeted provinces, where UN-Habitat later also were doing the same. The programme carried out by ZOA, was working on similar issues in the same small community where UN-Habitat later decided to initiate work.

¹² Project closer report, November 2020, page 93.

¹³ ISSSS Factsheet: Supporting stabilization in DR. Congo; October 2017.

boundary conflicts involvement of youth and women in participatory mapping of the boundaries of the CPLUP pilot localities¹⁴. Materu's consultancy report 2019, indicate that interviewed pygmy people, ¹⁵ said that after they were removed from the park they were given a piece of land to settle on by the chief of the community (chef de chefferie de groupement) but they have been victims of constant displacement by rich people who claim to have obtained title deeds for the same land. Their leader is now a member of the Local Executive Committee for Land issues in the community. They gave testimonies on how the CPLUP project has changed mindsets on the part of the Government Land administration in dealing with their land disputes and that they now feel that they are respected as people.

Extent the recommendations from the mid-term evaluation were implemented

The mid-term evaluation conducted in 2018, identified gaps and challenges and gave 19 recommendations that were intended to improve strategies and delivery of the programme for the remaining period of implementation. By time of this evaluation, 13 recommendations (60%) had been implemented, 4 were in progress and 2 had not started. The recommendations cover aspects of relevance, efficiency, effectiveness, communications and capacity building and Human Rights and Gender Equality. They were related to: implementing partners to improve implementation of programme activities and adopting them to cultural, economic and security contexts; addressing issues related to development of plots acquired by beneficiary population, particularly fee cost for pilots considered to be expensive; addressing environment and climate change issues; documenting and sharing lessons learned with beneficiary communities; production of implementation progress reports in line with DFID formats; monitoring the programme; updating the communication strategy, building capacity not only for implementing partners in the field but also UN-Habitat staff; documentation of good practices and lessons learned at national, provincial and local levels; and increasing cooperation with other organizations dealing with land issues and economic recovery in Eastern DR Congo.

The recommendations were intended to improve programme strategies and performance for the remaining period of the programme.

Lessons Learned

Overall, the programme achieved some results. There were also some malfunctioning processes, weaknesses and challenges that affected the programme implementation. The identified lessons learned could be considered by UN-Habitat for the future programming to improve quality of delivery of similar programmes/projects.

Programme design. Programme design in line with strategic documents such as the consensual roadmap on land reform and the stabilization strategy of the country (STAREC). It also contributed to the draft of National Land Policy document that was drafted during the course of the programme implementation. Stronger stakeholder involvement in programme development and creating better conditions for coordination and synergies with other interventions on local, provincial and national levels could have improved the delivery of the programme. There were intentions to create coordination structures in each province for relevant stakeholder, these coordination efforts could have helped to strengthen the links between different actors. Also, the exchange of information between the various actors was weak. There was a missed opportunity to pool resources together for stronger results.¹⁶ Examples of stakeholders involved in Land related issues in the targeted.

Inadequacy of the Theory of Change and Logical Frameworks. The programme documents lacked Theory of Change (TOC)s (i.e. both for phase 1 and phase 2), describing building blocks (specifying causal – and -effect links) required to achieve the intended results. The TOC helps to understand how the programme is supposed to work to achieve the intended results, working underlying assumptions and risks. The programme also lacked adequate logic framework that would aid measurements and assessment (both qualitative and quantitative) of progress against targets and goals. The Logic Frameworks and TOC are useful tools for programming and provide useful framework around which evaluation can be designed.

14 Closure Report of PSRGPSR,2019, Page 12

15 Professor Jossy Materu's consultancy report on training and awareness raising campaigns conducted under the CPLUP at the Community, Territorial and Provincial levels, 2018.

16 Based on statements in interviews.

Stakeholder involvement. The programme involved a number of actors, but active stakeholder involvement was weak. The programme intended to have co-ordination at all levels. The co-ordination and partnerships could have been stronger on several points. The liaison within the Ministry for land administration could have been strengthened and stronger links between the in-house consultant funded by UN-Habitat and the rest of the ministry should have been created. The programme anticipated to establish, or activate co-ordination groups, the functioning of the co-ordination groups however had mixed results. UN-Habitat collaborated with a number of implementing partners, which in turn worked with various locally based CBOs.

Programme management. Project management is vital for success of any project and misaligned project management team create negative impact on the outcomes of the project. The evaluation pointed to some challenges and weaknesses in the overall management of the programme. Challenges were raised in relation to staffing, whether the hired staff has the right skills set, if they were based in the appropriate location, whether the line of command and management structure was appropriate for the mission size and the challenging context. Other issues raised included the appropriateness of the way the UN-Habitat programme was staffed in order to meet the UN requirements and standards in terms of financial management and oversight.

'Value for Money' The programme management and Value for money are connected. There were several aspects of weaknesses in the financial management that resulted in for example unpaid contracts. There are also some cases where community CBOs and community members claimed that there are funds that belonged to them that has not been repaid. The Evaluation team also understood that there were issues where stakeholders were sent to a course out of the country, where the participants then had to stay for more than two weeks, while UN-Habitat was trying to provide the funds to pay for the travel back to DRC. Meanwhile participants had to pay out of their own pocket.

Result Based Management. Application of Results based management approach improves programme design, implementation, better communication, reporting on progress and results. The evaluation team found considerable gaps and weaknesses in terms of the RBM approach in the programme. There were weaknesses

in the result framework. It was difficult to understand various changes of the programme over time, and how the reports reflected these changes. This was further complicated by the fact that donor reporting often focussed on indicator and output level. The link and reporting on the outcomes was difficult to track. Also, the change of the programme indicators, made it difficult to follow changes between the two phases of the programme as well as to compare the progress reports.

Conflict sensitivity and Risk management. Conflict sensitivity to be effective and maximize impact should be mainstreamed within the programme design and implementation. The programme aimed at addressing root-causes to conflict in Eastern DR Congo. The programme also developed mechanisms for addressing land disputes which was successful in addressing some of the land disputes and conflict in the targeted communities.

Strategic choices for the future. There is still a need to work on land issues. The programme provided an opportunity to work on regional and local levels. At the local level, the programme was well received and recognised. There is a great potential to make use of the methods and manuals developed as well and the experience on how to strengthen and build capacity within the land administration and broaden the scope in targeted areas. Technical support for the continuation of implementation of plans and the development of maps should be put in place, in order to secure and sustain what has already been achieved.

Partnerships, cooperation and collaboration. UN-Habitat working in stronger, long term partnership with implementing partners and taking a more active role in liaising with other donors, INGOs and other actors working within the field of land management and land dispute would be vital. Taking a leading role in co-ordination and bridging between the government and other actors working within the field, UN-Habitat could improve performance of its programmes and projects. Co-ordination should be done with other actors working with similar issues to ensure stronger synergies and avoid overlaps. There is also potential work to facilitate and seek stronger ownership from governmental structures in taking over some of the programmes as a long-term well-adapted sustainability plan of donor support

Recommendations

Recommendation 1: A new programme should be developed with strong participatory and consultative approach and liaising with other stakeholders. Active engagement and ownership from the government should be secured. The new programme should make use of the of the new legal framework and ensure aspects of technical support to ensure what has been achieved so far is sustained are incorporated in the new programme.

Recommendation 2: For future programming, UN-Habitat should carefully carry out comprehensive study/analyse of the context and identify needs of targeted groups. This would help to define where to create strongest impact and added value. A clear phased-out plan should always be established to ensure effective implementation, achievement of planned results and sustainability of what is achieved.

Recommendation 3: A solid Theory of Change (TOC) should be developed as part of the programme development. The TOC should be tested and adjusted during the programme implementation for more efficient implementation and stronger impact. The adjusted TOC should be documented, communicated and reported on throughout programme implementation.

Recommendation 4: New programme/project development should consider and incorporated evaluation findings, lessons learned, recommendations of this ended programme for a more appropriate and fit for purpose programming.

Recommendation 5: Involvement and stronger participation of key stakeholders should be ensured at the programme development stage. This would ensure a stronger relevance in focus and design, improve relationship with stakeholders and partners in the programme and create conditions for better coordination and synergies with other interventions on local, provincial and national levels.

Recommendation 6: UN-Habitat should work more on community level conflicts, even if this might mean a fewer number of resolved cases in actual numbers, the impact in the community would at the same time increase.

Recommendation 7: The programme implementation should ensure robust programme documentation that are widely shared and communicated with implementing partners and stakeholders. Continuous dialogues

and communication should be kept throughout the implementation; to have preparedness to adapt the programming to contextual changes.

Recommendation 8: Project administration should be brought closer to the areas of intervention and solid follow-up and transparency should be ensured. UN standards and UN-Habitat procedures should be followed throughout the programme implementation.

Recommendation 9: UN-Habitat should to improve partnerships and co-ordination throughout the programme design and implementation. This would involve relation building, liaising and dialogue as crucial for an effective implementation and not a side activity. This also means to build relations with local capacities and local experts where they exist.

Recommendation 10: Partnership with implementing partners should be built on a well-articulated roles and responsibilities and ensure stronger stakeholder involvement during planning and implementation for sustainable results

Recommendation 11: The programme design and implementation should focus on achieving impact. It should be developed with good measurable indicators, both quantitative and qualitative indicators, to measure progress towards achieving outcomes and impacts. It means application of Results- based Management in design, implementation, monitoring, reporting and evaluation of the programme.

Recommendation 12: A sustainability plan of the programme should be developed and adopted paying stronger attention to strengthening sustainability in planning and design phase of the programme as well as throughout programme implementation. It is crucial to have measures and procedures of sustainability at the start of the programme on how the programme will phase-out and sustain the achieved results.

Recommendation 13: Programme documents should be appropriately formulated and institutionalized throughout the organisation. If documents are amended, changes should be carried out in collaboration and the engagement with implementing partners. If it is clarified how activities are anticipated to contribute to outputs and objectives, monitoring and the assessment of the programme effectiveness will improve and make it easier to adapt the programme to contextual changes and challenges for better results.

INTRODUCTION

The Programme Support to Land Governance for Peace, Stability and Reconstruction (PSLGPSR) was funded by DFID with a total budget of USD 20,525,313. It was implemented by UN-Habitat in collaboration with local implementing partners in the Eastern DR Congo, in the provinces of Ituri, North Kivu and South Kivu. It was initially planned to start in October 2014 and end in October 2017. A review of the programme in 2015 necessitated a need to change the strategy from mediation to Community Participatory Land Use Planning (CPLUP) and the programme was granted a cost extension up to April 2018. Subsequently, the programme had two other non-cost extensions and ended in December 2019.

The programme was designed with an evaluation framework of mid-term and terminal evaluations. The mid-term evaluation was conducted in 2018. This report is of the terminal evaluation of the programme. It was conducted by two evaluation external consultants, Anna Lidstrom and Francoise Mukuku. They conducted the evaluation between July 2020 and March 2021. The report has been prepared in conformance with the Norms and Standards of the United Nations Evaluation Group (UNEG). The comments of the Evaluation Reference Group (ERG) were sought on the draft report, and were taken into account in the preparation of this final report.

Background and Context

DR Congo has had a long going conflict. It is widely recognized that in Eastern DR Congo, land issues are crucial sources of conflict, which have broader context of historical tensions, inherent in the socio-economic, political fabric, Governance of the country. Critical-related factors contributing to land conflict and disputes include inadequate land governance forms; overlapping legal frameworks of customary and statutory land laws; competition of land among communities, IDPs, refugees and returnees; weak performance of the administration and justice system in the reconciliation of land disputes; and increased competition between elites for control over land.

Since the end of the second Congolese war (1998-2003), several initiatives were developed and implemented by international and local development organizations to address different aspects of conflicts. Most of the initiatives have been ad hoc and constrained by violence and political instability. Initiatives, which dealt with land related issues, focused on mediation of local-level land disputes and on legal protection and assistance. While the efforts have had some effects on individual and short-term level, they had limited effect on the structural and root causes of land disputes. And although the Government has reformed several laws which have a bearing on land issues, such as the Agricultural Code, the Mining Code and the Forestry Code often these laws have contradictory positions on land ownership and use¹⁷; and the Government is yet to complete the land reform, initiated in 2012, to address the land question in substantial, coordinated and systematic way leading to a national land policy.

UN-Habitat started addressing land conflicts in Eastern DR Congo, through its land peace and stabilization programme 2009-2013. Like other international partners in the land sector in Eastern DRC, UN-Habitat focused on mediation of land disputes through prevention and management of land conflicts. The mediation efforts were coherent with the efforts of the local conciliation communities established as part of the Government stabilization plan (STAREC). For instance, the Ituri Land Commission (CFI) is a model of community-based structure established by the Government of DR Congo in 2008 with the mandate to support communities in social dialogue and to deal with land disputes. The CFI has benefitted from various programs of UN-Habitat and is increasingly CFI is one of the references points on land conflict resolutions in the province of Ituri. It has established sub-offices in various localities and has become accessible to community members dealing with violence and land conflicts. An evaluation carried out by UN-Habitat in 2013, revealed the need to go beyond mediation and to bring key actors to work on critical land governance issues.

Fifi Baka is a feminist and human rights activist living in the Democratic Republic of the Congo (DRC). A social entrepreneur, she works on gender, leadership, empowerment and human development. As the executive secretary of the Gender and Women's Rights Network. © UN Photo/Ley Uwera



OVERVIEW OF THE PROGRAMME

In 2014 UN-Habitat received financial assistance from the DFID to continue its land mediation efforts through a project which was titled "Programme of Support for Land Management for Peace, Stability and Reconstruction in DR Congo post-conflict" covering the of 2014-2018. The programme was to be implemented in the provinces of Ituri, North Kivu and south Kivu.

The prevalence of land conflicts in the absence of an efficient state land administration; complex ethnic dynamics in the Eastern DR Congo; increasing competitions for land because of return and re-integration for IDPs and refugees; power and territorial strangles for pasture and agricultural production; livelihood and increase of land economic value, and security situation continue to fuel land disputes and conflicts and is a major concern for peace, stability and economic recovery in eastern DR Congo.

In addition, lack of transparency and inadequate land governance framework has contributed to fueling land conflicts. The land law act of 1973 of DR Congo is outdated and not in realities on the ground. It contributes to two conflicting land management systems: statutory, customary A and a variety of informal land management practices. With lack of transparent land management and governance framework, when disputes arise, there are different tribunals where people can have their cases heard and this creates situations of legal insecurity. The General Property Law of 1973 (amended in 1980) states that land belongs to the state and the state has the right to issue land titles. However, 'traditional' or customary laws and practices have the biggest influence as unwritten rules that guide land beliefs and behaviours in communities and much of the land is still under customary law. By late 1980s only 3% of the total land in DR Congo was registered under the statutory system¹⁸.

According to land Governance assessment framework interim report of DR Congo, February 2013, more than 80% of the cases pending before court in DR Congo were related to land¹⁹. From 2009 -2013, UN-Habitat identified more than 4,618 land disputes in the provinces of North Kivu, South Kivu, Ituri and Equateur, during its land mediation programme implementation. Women are the mostly affected by land conflicts because of prevalence of customary practices denying them rights of ownership to land. Therefore, tackling land issues in the stabilization process in DR Congo is critical for achieving peace, social harmony and to set an enabling environment for economic recovery. This requires a holistic approach to deal with land disputes by addressing root causes of the land governance.

The design and implementation of the PSLGSPSR built on UN-Habitat's experience and lessons learned from the past positive experiences gained by UN-Habitat while conducting land mediation activities in North Kivu and Ituri during 2009-2013, in which pilot activities on Participatory Land Use planning led to 500 pygmies' communities being able to have access to land in Mugunga site, in North Kivu. This was made possible through a joint initiative between the Provincial Government, customary authorities, and UN-Habitat. Also in 2012, UN-Habitat developed another pilot Participatory Land Use Plan in Luhonga along the Virunga National Park. Here 700 returnee's households gained access to land and to basic infrastructures such as public markets, roads and public spaces.

18 Leizs (1998) Zaire country profile in Bruce (Ed) Land tenure centre University of WisconsinH

19 Substantive Closer Report for PSLGSPSR, 2020.

The programme Approach and Design of Mediation phase (Phase I)

The programme building on past experiences and ongoing interventions in the land sector aimed at bringing more transparency and community participation in land disputes resolution and land governance system. The target groups were the communities in provinces exposed to conflicts resulting from land disputes; returnees, IDPs and refugees; ministries concerned with land at both local, provincial and national levels to gain from technical support; and the National Land Reform Commission (CONAREF).

The programme design took into consideration the outcomes of the national land consultation seminar held in July 2012, in Kinshasa, which was organised by the Ministry of lands in collaboration with UN-Habitat to promote an inclusive framework for dialogue among stakeholders to reach consensus on land reform process. During the seminar, donors, governmental representatives and key stakeholders agreed upon a road map for a comprehensive land reform.²⁰ Mediation was to be an entry point to better analyse causes of land disputes and to raise awareness on land issues in post conflict situations.

The overall objective of the PSLGPSR was to improve land governance for peace and stability and to set up an environment conducive to both economic and social recovery in DR Congo post-conflict settings. The programme was designed with two Expected Accomplishments (Outcomes) as specified below:

Outcome 1: Peace and social cohesion are stimulated through prevention and resolution of land disputes.

- Output 1: Community members have access to mechanisms to prevent and mitigate land disputes.
- Output 2: Favourable land and return conditions for IDPs and Refugees are established.

Outcome 2: Efficient Land management contributing to peace and stability is achieved

- Output 1: Integrated land administration system reconciling formal and informal rights is developed.
- Output 2: Develop options for formalizing and managing land customary systems
- Output 3: An enabling land reform framework is put in place

Programme Beneficiaries

The primary beneficiaries of the programme were community members in pilot areas where the programme was implemented. The impact could be beyond but the objective was to advocate and campaign at all levels for change on land governance, for the sake of peace and stability IDPs, returnees and refugees were another category of beneficiaries. Disadvantaged groups including women groups, youth groups and the pygmy families were targeted. Land administration was also a major target since many land disputes result from poor service delivery of land administration. Similarly, Ministries concerned with land at both provincial and national level were to access to technical support to better protect community land rights and to play a positive role in transforming land disputes.

The project was designed to involve a wide range of key stakeholders in addition to the UN-Habitat. The stakeholders were assigned specific roles to play in the implementation of the project, but technical and financial resources were only made available to Implementing Partners and who had to sign an Agreement of Cooperation with UN-Habitat to deliver specific outputs. Implementing partners were Ituri Land Commission (CFI) in Ituri provinces; CARITAS which is a faith-based organization in North Kivu and Action for Peace and Concord (APC) in South Kivu.

The National Land Reform Commission (CONAREF), which was formed in 2013, following the adoption of the road map for land reform, constituted a powerful framework for linking provincial and national levels in the search of durable solutions to land issues in Eastern DR Congo. UN-Habitat was to work with and support the CONAREF and other key stakeholders in land sector to encourage and spearhead land reform and the development of the land policy and land law. Major objectives of the land reform process are to:

- Mitigate land disputes and violence deriving from land,
- Promote land tenure security for both public and private persons, with focus on the vulnerable (local communities, women), and
- Stimulate land-based investment, taking into account social and environmental sustainability.

The PSLGPSR started in October 2014 and was initially scheduled to closure in October 2017. Up until 2015, this programme was implemented on the basis of two outcomes mentioned above. Following consultation between UN-Habitat and the DFID, it was agreed to change the strategy from mediation to focus more on addressing the root causes of land conflicts and strengthening support to national, provincial and local authorities through the Community Participatory Land Use Planning (CPLUP) and the programme was granted a cost extension up to April 2018²¹, and two other subsequent non-cost extensions up to December 2019.

Geographical Scope of Implementation and Criteria for pilot sites

The programme was implemented in pilot sites selected in North Kivu, Ituri and South Kivu provinces as follows: The villages of Kako, Kalengera and Nyabirehe in Kisigari 'groupement', Rutshuru Territory, in North Kivu Province; Pimbo/Pitso in Djugu Territory in Ituri province; and Butumba in Buzi 'groupement', in Kalehe Territory in South Kivu Province. The management structure of CPLUP is annexed in Annex 4.

Among the criteria that influenced the choice of the pilot site in those provinces were prevalence of land conflicts, presence of state authority, return areas, accessibility, commitment of local authorities, possible synergy with actors working on land/and stabilization, (Level of perception of) political sensitivities, minimum exposure to do no harm risks (Existence of pre-conditions for minimising the effect of the programme on the beneficiaries) and a minimum stability is guaranteed in the site for sustainability of intervention.

CPLUP phase (Phase II): Addressing root-causes of land conflict

Until the end of 2015, the PSLGPSR focused more on mediation of land conflicts. Transitioning from land mediation to the CPLUP phase (2016-2019), which is referred to as phase II of PSLGPSR was necessitated by the quest to address the root causes of the land conflicts, in an environment where the country does not have a land legislative framework and land issues are connected to dynamics of violence and conflict²². With multiple and often contradictory land rights, a weak governance and insufficient justice framework, and given the ways in which land related conflicts are embodied in social, environmental, economic, political, customs and technical issues, CPLUP was perceived as a robust tool with the capacity to bridge the gap between formal and informal land rights, and between customary authorities and land administration based on dialogue and participation from community members; to improve land governance for peace and stability and setting up a conducive environment for both economic and social recovery in Eastern DR Congo.²³

The overall objective of the CPLUP was to reduce land disputes in selected conflict affected zones through an integrated approach of land use planning and management based on both ownership and participation of a variety of stakeholders and institutional key actors²⁴. It had five Expected Accomplishments (outcomes):

²¹ The Mid-term evaluation of the Programme Support to Land Governance for Peace, Stability and Reconstruction in Post-conflict DR Congo 2014-2018.

²² Jossy Materu, 2019, Independent Consultancy report on training and awareness raising campaigns conducted under the CPLUP, page 3.

²³ Community Participatory Land Use planning (CPLUP) in North Kivu, South Kivu and Ituru phase: 2016-2018, page 6

²⁴ Program Support to Land Governance for Peace, Stability and Reconstruction in DR Congo post conflict (Phase 2016-2017)

- i. Effective community participation to land use planning and management process ensured
- ii. Land tenure security for peaceful community and economic growth improved
- iii. Tools and systems to improve land use and management acquired and functional
- iv. Capacity of community engaged in land use approach developed
- v. Land policies and reform influenced and enhanced

Apart from creating the basis for community management of land and related resources, the CPLUP was to foster social inclusion between communities by establishing scope for conflict resolution, discussion around land related issues (land allocation, improving tenure security, equal access to land, control of land resources), set up rules and regulation at the local level to better manage land rights while dealing with displacements and economic recovery.

The approach CPLUP involved starting with land conflict analysis, carrying out a sense of trend of land conflicts and related legal and institutional matters in the targeted provinces (North Kivu, South Kivu and Ituri), carrying out political and economy analysis's to understand the deep injustice on land access and security. Mapping of existing land related conflicts and reviewing existing government framework and local authority structures and capacities. Designing strategies and actions to strengthen coordination between different activities and actors, re-enforcing capacities of communities, land administration and the government; and reinforcing of local customary and state authorities in land security strategies. And development land reform policy based on lessons learned from pilot programmes.²⁵ Mediation efforts should be supported but revised and strengthened to have impact on larger land disputes and participation of communities' members and institutions at various levels.

Although, in the DR Congo, the land law states that the land belongs to the state and has the right to issues land titles, however, 'traditional' or customary laws and practices have the biggest influence as unwritten rules that guide beliefs and behaviours in communities. Those customary land systems very often disadvantaged vulnerable groups such as women and youth. Traditionally, women in DR Congo have no right to inherit land in the family hierarchy. The limited access of land for young men can be one of the underlying causes of land disputes. Often, women are not allowed to register land in their name. And if they have the courage to fight for their right to own land, women would for example still need the money and authorization of a man to start a lawsuit. Although gender inequality and land are very important drivers of conflict and fragility, these factors are regularly overlooked in the peace and security debate and let alone that they are linked to the discovery of better solutions to a peaceful and stable DR Congo.²⁶

Youth access to the land is also a factor that was to be addressed. Few options exist for youth to control land while their parents are still alive, and sub-divided plots among siblings are often too small to support viable livelihoods. Discriminatory cultural barriers, social norms and customary rights make it even more difficult for young women to access land. More generally, this over-reliance on inheritance limits choices in terms of timing, size, quality and location of land. The DRC context is very challenging, not only in terms of managing programmes and results in a highly contested and political environment, also the post-conflict and conflict outbreaks has affected implementation. The DRC society is moreover high risk on corruption and suspicion of international interventions that needs to be properly managed.

25 Community Participatory Land Use planning (CPLUP) in North Kivu, South Kivu and Ituri phase: 2016-2018, page 28.

26 Women's access to land in eastern DRC, women for women international, <https://www.womenforwomen.org.uk/what-we-do/issues/womens-access-land-eastern-drc> accessed on June 9th, Land, Power and Identity Roots of violent conflict in Eastern DRC, International alert, 2010

It is also difficult for poor small holders to register their land rights because the process is complex, involving travel to major cities. In North Kivu, for example, the cost of registering a plot can go up to US\$1,000, which is very expensive for the majority. And given weaknesses in both customary and state structures, many development organizations have trained people in mediation skills, and some have established mediation centres. However, mediation tends to be effective in assisting local level disputes between parties of similar status. Where power struggles and disparities are more acute, especially in areas of armed conflicts, the effectiveness to mediation process is limited.

The PSLGSPR Programme had recognised and targeted the specific needs of women and youth within the programme and the programme was successful in supporting women acquiring land tenure documentation. The specific needs of youth were however not fully incorporated, and the evaluation team considered it a missed opportunity. The programme could potentially have done more to mainstream the participation of both women and youth in all programme activities which would have contributed to improve the position of both women and youth even more, not only within the programme, but also in contributed to strengthen them in relation to land management issues in their communities.

The UN-Habitat also developed an arrangement with the GLTN, the Global Land Tool Network for supporting the CPLUP program through technical support and implementation of tools, capacity development and improvement of governance approaches with various stakeholders in the pilot sites. Other actors engaged has been National Ministries for Land Affairs, Regional Planning and Agriculture, Provincial Ministries of Land Affairs, Local and Provincial Land Administration. At the local level Traditional authorities (Mwami, customary chiefs, and landowners), Civil Society Organisations, Community based organisation have been engaged.

The programme was aligned with UN-Habitat's Strategic Plan 2014-2019, focus area 1: 'Urban legislation, land and governance' and aimed at addressing root causes of land conflicts by improving land mediation, with interventions both at the provincial level (three provinces of eastern DRC) on conflict mediation, and at national and provincial levels within the ongoing land governance reform process and was mainly carried out by UN-Habitat staff in the targeted regions.

Intent and assumptions of the CPLUP

The CPLUP can foster social inclusion between communities by establishing a sound scope for conflict resolution, discussion around land related issues (land allocation, improving tenure security, equal access to land, control of land resources), and to set up rules and regulation at the local level to better manage land rights while dealing with displacements and economic recovery. The intent and assumptions were:

(i) To enhance Social Cohesion and Community

Mobilization: The application of the CPLUP approach would be able to contribute to the prevention of land disputes, strengthen social cohesion and community mobilization through the following a: People centred approach that would enable all stakeholders to reach consensus on the best use of land (agriculture land, forest, mining and community land). The ineffective participation of community members in the land allocation process generates conflicts between land administrators and community leaders.

(ii) To enhance Tenure Security: With the prevalence of customary land rights and informal transactions, many community members are exposed to risk of expropriation. The CPLU was to provide alternative mechanisms to provide tenure security to community (individual or collective) by using a basic approach and registration to overcome the high cost associated with land administration.

(iii) To Deal with resettlement of returnees and IDPs: Benefiting from the achievements of the land mediation in the pilot sites, the CPLUP was to create an enabling environment between the community members to identify and determine the affectation of land based on participatory mapping techniques. The process would give way to resettlement planning in a smooth manner to overcome resistance from community where inter-ethnic tension is recurrent.

(iv) To create conditions for secure access of women and young people to land: The CLUP approach is based on human rights principles but also equity. Land being the first capital for rural populations in which women and young people are the majority and the main forces, access to land and security of land rights should be part of the solutions adopted in order to a sustainable stabilization. The program will develop actions to bring members of different communities to improve their local practices on access to land and recognition of women's and youth land rights.

(v) To create enabling conditions for economic opportunities: The CPLUP is based on the principle of zoning that allows protection of agriculture and productive lands, thus contributing to revenue generation and providing a viable alternative to livelihood. In North Kivu and Ituri, where land concessions play a key role in job creation, the CPLUP was to contribute to agriculture development and in turn to food security in compliance with the Voluntary Guidelines for Responsible Land tenure management, fisheries and forest (VGGTs), adopted by the international community.

(VI) To reconcile legitimacy and legality frameworks: The CPLUP was to bring together traditional authorities and formal land administration. The CPLUP would lead to the establishment of an integrated land administration system (fit for purpose) bringing together various stakeholders in the decision-making process. Evidence shows the current land administration was generating conflict because of lack of consultation with local community, access to relevant land information and transparency.

EVALUATION PURPOSE, OBJECTIVES AND SCOPE

The evaluation is intended to serve the purposes of supporting accountability for resources used and results achieved, by complying with requirements of UN-Habitat and DFID-UK cooperation agreement; and the learning purposes by reflecting on programmes' implementing experience, opportunities, challenges, lessons learned and recommendations to inform UN-Habitat and its partners on future programming and implementation of interventions in similar conflict contexts. The target audiences of the evaluation include: the donor (DFID), UN-Habitat and other implementing partners, other key stakeholders, including National Ministry of Land Affairs, provincial governments in North Kivu, South Kivu and Ituri, and the evaluation community that would be interested in evaluative information on land conflict issues in Eastern DR Congo.

- a. The overall objective was to provide an independent and forward-looking appraisal of the PSLGPSR. Specific objectives, as provided by the Terms of Reference (TOR) are: Assess the appropriateness, performance and achievements of land conflict mediation and CPLUP approaches of the programme at output and outcome levels.
- b. Assess the extent to which the land programme has created 'value-for-money' supporting peace, social cohesion and efficient land management and if the community approach and tools used have worked well or not and built capacity in the land administration system.

- c. Assess the relevance, efficiency, effectiveness, sustainability, impact outlook, synergy and coherence, and partnership and cooperation arrangements of the programme.
- d. Assess how gender and empowering of women, youth, human rights, and equity and non-discrimination of Pygmy people were addressed and mainstreamed by the programme.
- e. Assess to what extent the recommendations from the mid-term evaluation were implemented and determine the extent to which innovations were developed during programme implementation.
- f. Identify lessons and propose recommendations that can be used for further programming on land conflict in the DRC or other similar conflict contexts.

The evaluation covered the entire programme duration, from the outset in October 2014 to its closure in late 2019. It also covered all geographic areas in which the activities of the programme took place (North and South Kivu Provinces, Ituri Province). The Programme achievements were analysed in relation to these outcomes and outputs.

APPROACH AND METHODOLOGY OF EVALUATION

The evaluation exercise was conducted in participatory manner. It involved key stakeholders and adhered to UN-Habitat Evaluation Policy and the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation. The re-constructed Theory of Change (TOC) – Annex 2 and key evaluation questions provided analytic framework for the evaluation. In addition, the evaluation team had several discussions with the Independent Evaluation Unit and the programme implementation team of UN-Habitat, during the inception phase, who provided insights and understanding the programme. The inception phase resulted in the inception evaluation report that was approved by the Evaluation Reference Group (ERG), which was established as a consultative arrangement to maximize credibility, quality and utility of the evaluation results.

The overall approach was to determine if, how and to what extent the programme achieved its intended results and delivered the planned set outputs. It was also to determine, what worked, what did not and why. The evaluation pointed out gaps and challenges, achievements and lessons learnt, resulting in recommendations to improve future programming in similar crisis contexts.

The United Nations System evaluation principles and quality standards were used to evaluate the relevance, effectiveness, efficiency, impact, sustainability, and coherence of the programme. The Theory of Change (ToC) at the different stages of outputs, outcomes, intermediate states was applied as an evaluation tool.

The evaluation was conducted through a wide participation of relevant stakeholder, including the UN-Habitat project team (ROAF and ULLG Branch, provincial offices), DFID representatives, the Congolese Ministry of Urban Planning and the Congolese Ministry of Land Affairs, representatives from the Provincial Ministries in charge of Land Affairs in the three project implementation provinces, the National Commission for Land Affairs/CONAREF and its provincial representation, the Local Executive Committees, the Ituri Land Commission, and other key partners to the programme such as AAP, APC, SFCG, Caritas. End beneficiaries and/or their representatives.

The target groups and stakeholders were decided together with UN-Habitat and a list of interviewees were selected. The evaluation team were also able to arrange a field visit to North and South Kivu, where Ms. Francoise Mukuku met with a number of stakeholders for interviews and focus group meetings. Ms. Francoise Mukuku also was able to arrange a few meetings in Kinshasa to cover the topics of the evaluation. All other interviews were held online.

The evaluation team has based the evaluation on the objectives set out in the inception report approved by UN-Habitat in July 2020. At the start of the assignment, it became clear that it was difficult to establish exactly what results framework the evaluation would aim to assess. There were certain discrepancies between the different programme documentation and reporting.

The evaluation team has therefore together with the programme team reconstructed a ToC that is covering the entire programme period. The ToC that can be found in Annex 3 has supported the evaluation process and helped the evaluation team in both the design of the interview tools as well as in the analysis and reporting. The Evaluation team used this ToC as a guidance but also looked at other documentation and used the interview phase to further understand the programme logic throughout the different programme stages. The findings were assessed toward the results framework and possible discrepancies and/or links that were not visible in the draft ToC for the evaluation purpose were highlighted.

Application of the Theory of Change (ToC) in the evaluation

The TOR specified the TOC as one of the approaches to be applied in the evaluation. At the start of the assignment, the evaluation team reviewed the documentation when drafting the inception report based on the documentation that the evaluation team had received. Drawing out the essence of the programme and developing a Theory of Change and evaluation matrix based on the documentation proved difficult. In discussions with both the programme staff and

the evaluation unit, the evaluation team started the evaluation process with a preliminary ToC that was drafted by the programme team that was to be discussed and tested towards the results of the evaluation.

The ToC that was reconstructed for the evaluation purposes of focusing the evaluation to the evaluation questions that were specified in the TOR. The evaluation team found that the ToC had not been updated after the revision of the programme in 2016. There were also difficulties to follow the changes of the programme in the programme documentation and there was a degree of inconsistency in the programme result frameworks. The evaluation team understood that there was a lot of documentation produced during the programme implementation. The provided documents were, however, were difficult to follow in terms of establishing the results framework and its development through different stages. For instance, it was difficult to follow:

1. Changes between phase 1 and phase 2,
2. The differences between the first programme plan provided to DFID, and the reporting during the first phase.
3. To follow how the planned activities were expected to contribute to outputs and outcomes.
4. The link between the reported results on indicators and how they link to the different outputs and outcomes.

The evaluation team has identified weaknesses in the way the result framework has been reported on during the programme implementation. It has also been difficult to understand the various changes over time, and how the reports reflect these changes. This is further complicated by the fact that donor reporting often have been focussed on indicator and output level and where links to outcomes have been difficult to track. Also, with the change of the programme, different indicators received the same numbers, making it difficult to differentiate and follow changes between the different phases as well as compare reports. Donor reporting, including the final report²⁷, has been weak in reporting on outcome and output level and has not addressed the implications on the impact level to a satisfactory level.

Data Collection and Analysis

The evaluation drew evidence from a variety of sources, including desk review of available relevant documents, semi-structured interviews and focus group discussions. In total, 39 relevant documents were reviewed (see annex 3). Key informants included donors, UN-Habitat staff and its implementing partners, DR Congo's national, provincial and local authorities, and beneficiaries of the programme, heard through semi-structured interviews and focused groups discussions.

- In total, 115 persons were consulted, of which 36 were directly interviewed and 79 consulted through focus group discussions (8 focus group were conducted with 79 people during field visit in North Kivu and South Kivu)
- 36 key informants' interviews representing implementing partners (3), local authorities (4), land affairs ministries and CONAREF (2) as well as UN-Habitat staff (5), specific Congo groups (12), donor (2)

The evaluation was carried out in the following stages:

1. Desk review of relevant documentations and analysis pertaining to the programme for compilation of evidence and practices. Data was collected from various information sources through a continuous comprehensive desk review and analysed. The initial desk review served as a basis for the draft of the inception report. In this case, it allowed to point out certain gaps in the programme's documentation (erratic periodic reports, absence of IPs' reports and MOUs with IPs, absence of log frame (no information available on target beneficiaries, location/activities' duration), confusion between phase 1 and phase 2 with regard to activity planning, etc).
2. The evaluators had some online discussions and briefings with the UN-Habitat Regional Office for Africa (ROAf) in Nairobi including the Independent Evaluation Unit and the Land, Housing and Shelter Section prior to the interview phase, at the same time the data collection planning, with the identification of profiles/groups of beneficiaries to be interviewed already started. The evaluation team requested for a list of stakeholders some additional contacts were also added along the way.

²⁷ The evaluation team was initially assessing the draft final report as of April 2020. Only in the last stages of the evaluation process, in January 2021 the evaluation team was able to review the final report of the programme. Many of the weaknesses had here been strengthened.

3. The evaluation team had a lot of contact with UN-Habitat discussing documentation and Results framework at the start of the evaluation and individual programme interviews were arranged following the established interview guides. The team of evaluators worked in participatory manner, allowing the quality of a mutual exchange between external appraisal and programme relevant background and substance. Other key informant interviews were carried out mainly online, however, a number of interviews were conducted face to face with national partners and governmental representatives (CONAREF, representatives from DFID, Ministry of Housing and Urban Planning, representatives from the Ituri Land Commission, representatives from the three Provincial Ministers of Land Affairs, AAP, APC, Caritas, etc). Key informants to be interviewed were selected together with the PSLGSR team and the evaluation reference group. The evaluation team were able to carry out a smaller field visit and hold focus group meetings. Other interviews were carried out online and over the phone.²⁸ The Evaluation Team believe there has not been considerable qualitative differences carrying out interviews online or over the phone compared to face-to-face meetings.
4. In close collaboration with the project team at provincial and national levels, the evaluation team prepared a plan for the interview phase and identified representative groups, relevant partners and beneficiaries to be interviewed (disaggregating diversity, age, and gender where possible).²⁹
5. The evaluation team conducted 36 interviews of key informants, partners and organized 8 focus group discussions. A limited field visit³⁰ was able to be conducted, the evaluation team were able to talk directly to individuals, to listen to direct testimonies, however to a limited number mainly due to the challenges carrying out a field visit in times of the pandemic. The field work has been important for the evaluation team to be able to assess communities' perception of the programme. The evaluation team has aimed to make use of a participatory approach to as high degree as possible throughout the evaluation.
6. The next phase of the evaluation was to compile, analyse and synthesize all collected information into perspectives and draft the final report. The information gathered on the ground helped to improve the quality of the findings and the appropriateness of the recommendations. The evaluation team has offered to present preliminary findings to UN-Habitat for discussion, review and inputs as part of the overall validation process. The evaluation team discussed preliminary findings with the project team and the Independent Evaluation Unit staff to clarify on inconsistency of data in planning documents and progress reports. This discussions were of particular importance considering a very small-scale field visit and the limited number of stakeholders interviewed.

Limitations to the evaluation and Mitigations

The evaluation faced several limitations which were exacerbated by **Covid-19 pandemic that lockdown countries and restricted travels to areas targeted by the programme**. The End of Programme Evaluation was anticipated to be carried out between June and October 2020, the inception report was finally approved in July 2020. The first half of 2020 was marked severely by the Covid-19 pandemic that has disrupted everyday life. The evaluation team had to consider the effects the pandemic and were able to carry out a limited field visits in September, which allowed some valuable focus group discussions and interviews.

Evaluating complexity of the programme. The programme covered between two phases. It was also challenging to reach relevant stakeholders with insights of two phases of the programme.

Challenges of contribution and attribution. The programme was poorly designed, with inadequate logic frameworks and TOCs. In addition, the quantitative indicators were inadequate to measure outcomes of social cohesion, peace and stability, economic growth and enhanced capacities. The programme was implemented in other implementing entities, government departments, civil society and communities, it is a challenge to determine the extent to which observed

²⁸ There has been approximately 70% of the semi-structured interviews that were held over phone or internet, the focus groups were carried out in person.

²⁹ The Focus groups overall consisted of 40% Women and 60% men. The focus groups consisted of 15% youth, out of a small part, maybe 30% were young women.

³⁰ Francoise Mukuku carried out the field visit in North and South Kivu for 4 days from 15-18 September 2020.

changes can be attributed to the programme and not other agencies, or economic and political changes in which the programme operated.

Security and safety challenges that limited accessibility in Eastern DR Congo. The evaluation was anticipated to be conducted between June and October 2020, but limited field visits were only possible in September 2020.

Poor design the programme. The inception phase and validation of evaluation findings took longer than expected because the evaluation team was most of the time in discussions with the programme team and the Evaluation Unit staff regarding results framework and TOC, activities implemented and contradicting data in different reports. Also, the programme lacked clear documentation on programme implementation. Data in various reports was inconsistent. The evaluation could also have benefited from wider consultations with other implementing agencies in the land sector, government officials and members of the Civil Society.

Poor Documentation. Another limitation was getting a comprehensive overview of all the provided documents and understand when they were produced and sometimes how different document related to each other. The evaluation team did not gather the entire implementation team to go through all aspects of the programme. The evaluation team also requested for a more comprehensive list of activities and their status as a complement to the final report that was under revision. The disruption and unclarity of enumerated activities between phase I and phase II.

Access to interviewees: The Evaluation team started listing stakeholders that should be reached as part of the evaluation together with UN-Habitat, the evaluation team has also during the process of the evaluation received some new contacts or names that in some cases has been added to the list. In total the evaluation team has interviewed 36 stakeholders and carried out 8 focus groups with a total of 79 individuals from different stakeholders of the programme. The sample is small but relatively representative and covers and reflect the different stakeholders targeted and/or involved in the programme.

The full list is in Annex 4. The turnover in the government officials due to political change of regime and last *general elections* affected the discussions with the authorities and other officials currently in service, who might have no or little information or limited knowledge of the programme. Contacts with former representatives' contacts was therefore also considered. There has also been some turnover in staff involved in the programme during implementation. The Evaluation team reached out to both current and previous staff and stakeholder representatives to the extent its possible. This ambition has had mixed results as some of the stakeholders have been difficult to reach. This is further explored under the section on Limitations.

Mitigations

The evaluation team mitigated the limitations by; (i) working closely with the programme team to reconstruct the TOC (Annex 4), which together with evaluation questions provided the basis for evaluation. Analysis of relevant documents and triangulation of information through consultations and interviews took into consideration issues of inconsistent data and biases that could have emerged from self-reporting progress reports. The lead consultant (Anna Lidstrom) who conducted the evaluation remotely, worked closely with the national consultant to mitigate challenges of accessibility to programme areas and to reach to some key stakeholders. Though the anticipated surveys did not take place, the evaluation team used secondary data from basic studies such as , "Study of the dynamics of conflicts and contribution of CPLUP to land disputes, risk reduction and peace building in Ituri, North Kivu and South Kivu (2019)" to provide quantitative data and complemented the data through in-depth semi-structured interviews and focus group discussion. Also, comments received from ERG on the draft evaluation report and subsequent discussions with programme team and the Independent Evaluation Unit staff helped to update and improve the final evaluation report



A market in Kinshasa, DRC. © Shutterstock/Ilya Varlamov

Performance of the programme was rated using the following criteria:

Rating of performance	Characteristics
Highly satisfactory (5)	The programme had several significant positive factors with no defaults or weaknesses
Satisfactory (4)	The programme had positive factors with minor defaults or weaknesses
Partially satisfactory (3)	The programme had moderate to notable defaults or weaknesses
Unsatisfactory (2)	The programme had negative factors with major defaults or weaknesses
Highly unsatisfactory (1)	The programme had negative factors with severe defaults or weaknesses

EVALUATION FINDINGS

Evidence from document review, interviews, focus group discussion indicate that overall, the programme was successful in delivering its planned outputs. However, readily available evidence is limited in achievement of the expected accomplishments (outcomes) and objectives (impact). The sections that follow appraise the programme in line with the TOR

Appropriateness design, performance and achievements of the programme

Appropriate of the design

The design and performance of phase 1 2014-2016 was **partially satisfactory**. The programme was ambitious in terms of its objective of improving land governance for peace and stability and setting up an environment conducive to both economic and social recovery in DR Congo post-conflict settings. Its two outcome of (i) stimulating peace and social cohesion through prevention and resolution of land disputes; and (ii) efficient land management contributing to peace and stability were also ambitious, given that land issues are complex and multi-dimensional, encompassing social, political, economic and cultural aspects, as well as the legal and technical aspects.

The logic framework and TOC of phase I had gaps and missed useful elements, including the problem to be addressed, barriers to the achievement of results, critical assumptions and risks around which the evaluation could be designed. The design of the phase II (CPLUP Phase) involved key stakeholders and elaborated pathways but still the logic framework and TOC were not optimum. The quantitative indicators of achievement lacked a Performance Measurement Plan (PMP), detailing what was to be measured on each indicator to provide effective use of indicators (in qualitative terms) and to track progress and trends for delivering the programme.

There was also a tendency of a top-down implementation, and the programme could have benefitted from a stronger dialogue with implementing partners for stronger results and impact. The exchange of experiences between the communities could have helped to improve delivery of the programme. The programme could have done more to address complex conflicts. Some stakeholder groups had specific needs (youth, minority pygmies) that were not addressed to a large extent. Issues related to secure land rights, economic recovery could have been implemented in coordination and complementarity with other key stakeholders in the land sector at national, provincial, and local level; and involvement of other UN-Habitat branches such as Economic and Municipal Finance Branch (EMB).

Concerns were also raised in relation to staffing, in terms of having the right skills set, whether they were based in the appropriate location, if the line of command and management structure was appropriate for the mission size and the insecurity challenging context. Other issues raised were whether the programme was inadequately staffed to meet requirements and standards in terms of financial management and oversight. There could have been a better preparedness for continuous conflict analysis and risk assessment. It was difficult to understand the changes brought about by the programme as indicated in the progress reports, which mostly focused on indicator and output level achieved with weak link to outcomes of the programme. The programme also lacked a robust programme documentation which affected its overall follow-up and reporting of the programme. The non-completion of planned activities that were planned to be completed in April 2018, resulted in the programme being given a no cost extension up to September 2019, and extended again up to December 2019 when it was officially closed. Tables 1 and 2 summarize performance of phase I and phase II at output and expected Accomplishment (outcome) levels

Performance and achievements of the programme

Performance and the achievements of the two phases of the programme were assessed. The first having a stronger focus on mediation of land conflicts while the second aiming more to deal with the root causes of the land conflicts in DRC Congo.³¹ The programme as a whole managed to make some tangible change, mainly on local and regional levels.³² The project responded to a real need, to seek peaceful settlement to the various land disputes on community level.³³ The programme effectively addressed more low-level land conflicts and avoided addressing more complex community conflicts involving bigger land owners to a large extent. This is visible in all provinces. Evidence from field visits show that there has been a considerable strengthening of capacities both with the land administration structures as well as among the population in the targeted communities. These results are particularly visible in terms of increased knowledge of land administration procedures and land rights in targeted communities. In this regards, the the achievement in engaging women stand out.

The programme supported the digitalisation of the cadastral processes, strengthen the capacity of land administration with improved systems and training as well as the knowledge and relations between the local land administration in targeted villages.

The evaluation team found that the programme was well received. Stakeholders on local and regional level emphasised that the programme met their needs.³⁴ The programme has contributed to increased awareness of the legal land administration processes; it has contributed to increased understanding and empowered groups such as women to increasingly claim rights to land. It also contributed to strengthening the communities understanding of what was needed to secure and protect their land.³⁵

On the national level the work on land reform was initiated during the programme implementation, however, it was not completed. UN has on the other hand been able to build on what was achieved also after the programme was finalised, for example, through the CAFI programme.

Regarding contribution to influencing and enhancing land policies and land reform, the programme envisaged to work on enhancing provincial and local land coordination mechanisms, supporting the development of provincial strategy to improve land governance, supporting the capacity development for provincial parliaments and judicial representatives on Best practice in Land registration/transparency, Land disputes resolution and Land legislative process. It further aimed to adopt the 3 land use plans at the provincial level, capitalise on the CPLUP to inform national land use planning and policy development, map conflict sensitivity related to land registration and use at territorial level, to develop the capacity on land use and territorial for provincial authorities and to establish of an inter-ministerial land use planning group and support to CONAREF. The activities carried out and outputs produced focussed on supporting meetings and dialogues at the provincial and territorial level and providing equipment. There was a consultative workshop for 40 persons in Kinshasa to support the development of a provincial strategy to improve land governance and 2 days validation workshops.³⁶ To address the capacity development for Provincial parliaments and judicial representatives on Best practice in Land registration/transparency, Land disputes resolution and Land legislative process two training seminars of two days took place. These were however carried out at the end of the programme and therefore did not influence or strengthen the programme implementation. For the adoption of the Land Use plans 4 days' workshop for 10 persons were organised.

31 Final Programme report draft 23-12-2020

32 This is a conclusion drawn from interviews and documentation. There has been consistency in stating this across different stakeholders. The relevance aspect discussed further under section 4.2.2. Examples of change on local and regional level are

33 In the case of Rururu, the lack of access to land for youth is contributing to interpersonal conflicts. The plots usually are not marked properly and the lack of space for the community in the vicinity of the National Park exacerbates the issue. There was a great need to define and mark out land plots.

34 This statement is based on the analysis and conclusions made by the evaluation team based on interviews with stakeholders. The findings from the interviews are consistent across various stakeholders.

35 This is findings based on the interviews carried out by the evaluation team. The findings were cross-checked across the different stakeholder groups and therefore is not a statement based on a few individuals or a single category. Findings were highly consistent across the different stakeholder groups

36 Please not the difference in what UN-Habitat refer to as Validation and what were expected among stakeholders and experts.

A progress report on land policy development was produced and disseminated to support the National Government on land use planning and policy development as well as to support provincial administrations to organise land, urbanisation and regional planning. For the establishment of an inter-ministerial land use planning group and support to CONAREF meetings were facilitated, support was provided for operational costs and support was provided in participation in international conferences and study tours. The impact of these activities is not so clearly visible in the UN-Habitat reporting nor in stakeholder interviews. Some planned activities were limited and interventions, for example for capacity building need to be more frequent in order to create more substantial impact. With stronger programming in terms of more effecting interventions the impact might have been higher, even with the acknowledge that working at the ministerial level and with policy issues, especially in such a contested field as land management will be difficult.

Tables 1 and 2 summarizes performance of phase I and phase II at output and expected accomplishment (outcome) levels

The evaluation team found that the shift of the programme was not fully clear to all stakeholders, which might have led to inconsistencies. The field visit revealed that some legal contracts were not terminated with the termination of the first phase and renewed within the new framework. This created a blurry transition, where it is not clear whether some activities aiming for the first part of implementation also continued during the second phase as the contracted partners continued to implement what had been agreed in the contracts for the first phase. Some interviewees have also pointed to another shift which occurred when the programme was to shift back again to focus more on mediation again³⁷. Tables 1 and 2 summarizes performance of phase I and phase II at output and expected Accomplishment levels

Table 1: Performance PSLGPSR of Phase I at output and outcome levels

Colour scoring Code	Highly satisfactory	Satisfactory	Partially Satisfactory	Unsatisfactory
Expected Accomplishment (EA) Outcomes	Planned outputs	Actual Achievements at output and outcome levels	Performance Status	
EA 1: Peace and social cohesion are stimulated through prevention and resolution of land disputes	<p>Community members have access to mechanisms to prevent and mitigate land disputes.</p> <p>Favourable land and return conditions for IDPs and refugees established</p>	<p>A total of 16 local structures were established and supported (exceeding the set target of 10 structures for 2017) as resolution and mediation mechanisms through which community members got access to prevent and mitigate land disputes Through these structures, a total of 320 land disputes were identified of which 170 were mediated and resolved. Six out of seven planned activities (85.5%) related to raising awareness, community mobilization, supporting local initiatives and strengthening women and youth were implemented. To create favourable land conditions for IPS and Refugees, profiling of IDPS, refugees and returnees were conducted. Assessment of land tenure and resettlement conditions for returnees was conducted. From the mid-term evaluation of 2018, planning of resettlement in conflict targeted areas was 50% achieved.</p>	<p>Satisfactorily</p> <p>Achieved</p>	

³⁷ The interview team have noted that has been a perception of several interviewees that the programme shifted back again to mediation in the latter part of phase 2. This can relate to miscommunication and is not verified in any documentation. On the ground some actors nevertheless seem to have this understanding. Implemented of the programme has in parts been carried out according to this conviction.

Expected Accomplishment (EA) Outcomes	Planned outputs	Actual Achievements at output and outcome levels	Performance Status
EA 2: Efficient land management contributing to peace and stability is achieved	<p>Integrated and administrative system reconciling formal and informal rights is developed</p> <p>Options for formalizing and managing land customary systems are developed</p> <p>Enabling land system framework is put in place.</p>	<p>Most of programmed activities that were programmed in phase1, including reconciling inform and customary land rights, support to the national land reform, guidelines for national land policy, support to drafting of the national land policy were carried forward and programmed in CPLUP phase. Results from the Mid-term evaluation indicate that two out of the five planned activities (40%) were implemented, including the needs assessment for land administrative functions and assessment of key land related issues. Implementation of planned capacity building activities in land administration was 50% met, while activities related to inventory, digitization and updating of existing records were not implemented (0%). Planned activities to contribute to formalizing and managing land customary systems were implemented and activities contributing to land governance and reform framework were implemented by 38.4%.</p>	Unsatisfactorily Achieved

Table 2: Performance and achievements of CPLUP Phase at outputs and outcomes levels

Expected Accomplishments	Planned outputs	Actual Achievements	Performance Status
EA 1: Effective Community participation in land use planning and management process ensured	<p>1.1 Establishment and support of provincial and local community steering committees</p> <p>1.2 Carry out participatory basic studies on land tenure and socio-demographic context</p> <p>1.3 Carry out studies on Political Economic Analysis</p> <p>1.4 Raising awareness and information on the community participatory land use planning</p> <p>1.5 Build capacity of community members and partners on Participatory Land Use Planning</p>	<p>Structures for effective community participation were established, including local and provincial steering committees, NGOs, youth and women associations. In total, 230 structures against a target of 100 structures were established. 8919 (132.3%) men and 6054 (89.6%) women (against a total of 10,000 men and women) were actively participating in the CPLUP processes. Basic studies (socio-demographic) were conducted to get good understanding of context. Awareness raising, sensitization, capacity building activities conducted have equipped relevant stakeholders and beneficiaries with knowledge in land use planning and management. Evidence from the 2019 survey indicate that 78% of community members in pilot areas were satisfied with participation in land use planning; 100% women and 62% men (against the target of 70%) perceived land being managed in a participatory manner; and 64% of women and 55% of men perceived that frequency of new land disputes had reduced as result of resolution mechanism implemented through CPLUP. Local 33 partners against the target of 12 were effectively in land governance, serving community in mediation and mobilization.</p>	Satisfactorily Achieved

Expected Accomplishments	Planned outputs	Actual Achievements	Performance Status
<p>EA 2: Improved Land tenure security for peaceful community and economic growth</p>	<p>2.1 Survey, Mapping and analysis of concessions, community land and individual ownership</p> <p>2.2 Inventory of land tenure system and rights and concessions</p> <p>2.3 Establish a mutual charter with the land administration on Improving Land Governance system per province</p> <p>2.4 Build capacity of the land administration on land use planning, management and n key elements of land governance (transparency, land and property taxation, legal framework).</p> <p>2.5 Set up a database system for registration of land rights, (collective and individual) using Social Tenure Domain Model</p> <p>2.6 Update the cadastral information/ maps at Provincial level</p>	<p>Results from the 2019 survey in 3 provinces show that 78% community members were satisfied with CLUP approach. and surveys (one survey per province), validation of survey results, registration processes, and demarcation; resulted in access to secure land rights by 148 occupants (66% of men and 34 % women.) obtained legally recognized documents in the 3 provinces; and 1428 households headed by women (520) and men (908), including vulnerable groups had access to the land administration services. The mutual charters between land administration and local communities were signed to build trust and find new ways of collaboration on issues of land management and governance. Guidelines to fill the knowledge gap, in CPLUP processes, was developed. Capacity building and trainings were offered in areas of transparency, land governance legal land frameworks, property tax. Establishment of a database system, in each province, for registration of land rights and updating cadastral information resulted in production of various maps including administrative maps of the pilot sites, relief maps and three provincial land use maps.</p>	<p>Partially Satisfactorily achieved</p>
<p>A 3: Tools and systems to improve land use and management acquired and functional</p>	<p>3.1 Participatory land demarcation at the community level</p> <p>3.2 Enumeration, mapping and zoning of land use</p> <p>3.3 Establishment of mechanisms to deal with land disputes to support the community</p> <p>3.4 Establishment of visual maps for provinces</p> <p>3.5 Development of land use plan conceptual framework</p>	<p>CPLUP used new Information Technologies, to integrate multiple kinds of collected data through surveys, GPS mapping, satellite images in the three pilot provinces. The systems and tools have led to land administration improved skills, resulting in carrying out their work faster and with more accuracy. Through the use of GIS and participatory zoning and demarcation, 1,807 (36.1%) plots and parcels of land were demarcated against the targeted 5,000. Three visual Land use plans were established for the three provinces. Also specialized trainings were offered on the use of equipment and software, including 30 persons from each province dealing with land administration, trained in various aspects mapping, assessment of land tenure issues, use of GPS, spatial data analysis using GIS. Investigators of land administration were trained in data collection, export of data from the GPS to computer before they were given field equipment. Electronic Documentation Management (EDM) system was implemented in three pilot sites. Both the database information system and EDM contribute to land tenure security and the reduction of land conflicts.</p>	<p>Partially Satisfactorily achieved</p>

Expected Accomplishments	Planned outputs	Actual Achievements	Performance Status
EA 4: Enhanced capacities of community engaged in land use planning	<p>4.1 Training on enumeration and participatory mapping</p> <p>4.2 Dialogue on land regulations and institutional framework</p> <p>4.3 Training of Trainers/community leaders (inc youth & women) on land acquisition for public interest and</p> <p>4.4 Sensitization on Governance for Responsible Land Tenure and Framework for Land Policy</p> <p>4.5. Engaging youth in CPLUP process</p> <p>4.5. Engaging women in CPLUP process</p>	<p>Enhancing capacity is an integral part of the CPLUP. it was done through trainings, sensitization, and awareness campaigns, targeting community members, community leaders, women and youth groups, government land administration officials, training of trainers in the civil society, local implementing partners and UN-Habitat staff. Women and youth are now recognized as equal partners with men in land dialogues CPLUP also strengthened technical and operational capacities of land administration and customary authorities in land governance issues. Stakeholders at national, provincial, and local levels were trained on participatory methods of how to carry out community mapping and specific training for land administration focused on computer skills, mapping and GIS, land governance, use of customized land information system using Social Tenure Domain Model (STDM). 42 surveyors, including 30 men and 12 women, were trained in data collection methodologies, analysis, and manipulation. Some beneficiaries during groups discussion indicated that some trainings, especially in information technology, including GIS were short in nature and need more practical training.</p>	Satisfactorily achieved

Expected Accomplishments	Planned outputs	Actual Achievements	Performance Status
EA 5: Land policies and reforms influenced and enhanced	5.1 Enhance the provincial and local land coordination mechanisms 5.2 Support the Development of provincial strategy to improve land governance 5.3 Capacity development for Provincial parliaments and judicial representatives on best practice in Land registration/transparency, Land disputes resolution and Land legislative process 5.4 Provincial adoption of the 3 land use plans 5.5 Capitalising the CPLUP to inform national land use planning and policy development 5.6 Map conflict sensitivity related to land registration and use at territorial level 5.7 Capacity development on land use and territorial for provincial authorities 5.8 Establishment of an inter-ministerial land use planning group and support to CONAREF	Activities implemented under the EA5 include: support of thematic and dialogue meetings at provincial and territorial levels. Consultative workshops on the improvement of land governance. Training seminars, National adoption workshop on Land Use Plans, Development, and the dissemination of a progress report on land policy development for Ministries, Support to facilitation meetings, to CONAREF operational costs, international study tours and participation at international conferences. During an Interprovincial workshop held in Bukavu in 2018, to discuss draft national land policy, CPLUP approach was presented and offered a potential to integrate some of its innovations in the draft Land Policy. Also, during the International Land Conflicts conference sponsored by the Dutch Government in June 2019 to discuss the 2018 draft National Policy, fragility of informal and customary land ownership, particularly in conflict affected areas was emphasized. Training seminars that were planned to develop capacity of provisional parliamentarians on best practices in land registration, transparency and dispute resolution and legislative processes did not take place due to General election processes. In July 2019, during the launch of the national consultations on the draft National Land Policy (NLP), developed in 2018, as part of the land reform, UN-Habitat and GLTN in particular were commended for strengthening land administration at national and provisional level through the support to CONAREF.	Partially Satisfactorily achieved

Phase I of the programme established land conflict mediation mechanisms and contributed to prevention, resolution and reduction of land disputes in piloted areas. The CPLUP is perceived at provincial, territorial and community levels as a useful approach for dealing with the root causes of the land conflicts. There are visible changes at community level in increased awareness, strengthened capacity and participation in land use planning and management by both the land administration structures as well as among the population in the targeted pilot areas. Here the achievement in engaging women stand out in particular. The focus on youth was comparably weaker. Also, the involvement of minority groups could also have been more systematic

CPLUP has built trust and confidence in established mechanisms and facilitated community members in pilot areas to obtain secure tenure documents in the existing overlapping legal frameworks of customary and statutory land framework, competition of land among local communities, IDPs, refugees, and returnees, weak performance of the land administration and injustice system in the reconciliation of land disputes, and increased competition between elites for control over land.



Orange the World 2017, the Democratic Republic of Congo launched the campaign of 16 days of activism against violence against women and girls.
© UN Women

Acquisition of tools, equipment and information systems and trainings resulted in modernization of land administrative services, improved capacity skills of personal working in land administration. It has also improved efficiency in working faster and with more accuracy. *The land use plans produced has increased consensus and transparency in plot allocation processes.* The growing improvements in land administration that has improved the relationship between community members and land administration. The evaluation team also found that the programme was well received to meet the needs of most stakeholders, including the beneficiaries.

However, evidence of influence and contribution to land policies and reform that was initiated in 2012 was less evident, despite the implementation of planned activities in this area including support of thematic and dialogue meetings at provincial and territorial levels, consultative workshops on the improvement of land governance, training seminars, national adoption workshop on Land Use Plans, support to facilitation meetings, and some financial support to CONAREF operational costs. The land reform is on-going, and the draft National land policy is being discussed at different levels throughout the country. UN-Habitat's contribution in this land reform should continue.

Extent to which the programme created Value- for- Money

The programme "value for money" was **satisfactory** in terms of cost in correlation of what was achieved to meet the beneficiary needs, although evidence from interviews indicate that some activities were costly due to high prices of goods and accommodation. Given the fact of land being a key issue fuelling conflict and causing instability and insecurity in Eastern DR Congo, the programme contributed to reduction of land disputes in selected pilot areas of the programme through the mediation (phase I) and implementation of land use planning (Phase II). The vulnerable groups, including women, youth, IDPs, returnees, refugees and pygmies know their land rights and can demand their rights. It supported acquisition and creation of information

systems, created user maps, and tools for effective administration of land. However, in some places, the tools were not used and there were issues related to training and sustainability of results achieved. Also, there were inconsistency in views of whether the user maps were properly validated without satellite imageries and written statements on social economic and environmental conditions in the pilot sites³⁸. Perceptions of various stakeholders reveal that the programme laid a foundation for land use planning and management, and is a catalyst for peace and prosperous in DR Congo with improved opportunities for communities and individuals³⁹.

The analysis of value for money⁴⁰ indicate that the initial costs of planned programme items were adjusted based on comparative alternatives, to ensure benefits outweighed costs during the implementation of the programme. For instance, in staffing, there was a saving of US\$1,204, 898; in operations, there was a saving of US\$ 274,758. These savings were used to accomplish essential activities during the no cost extensions of the programme.

However, the programme management and **Value for money** are tightly connected. There were several aspects of weaknesses in the financial management that resulted in for example unpaid contracts. The Mid-term evaluation pointed to the fact that the operating costs of the project correspond to 54% of the total value of the project for first phase I of the project; and 65% at the midpoint of the second phase (most of these costs being salaries of UN-Habitat staff in DRC and Nairobi). It further recommends that that UN-Habitat should ensure a more realistic cost estimates for activities in the field⁴¹. According to consultations the UN-Habitat project team, the recommendation was implemented and this resulted in money being saved on several activities that was used for the improvement of the land administration offices.

There are also some cases where community CBOs and community members claim that there are funds that belonged to them that has not been repaid. The Evaluation team also understood that there were issues where stakeholders were sent to a course out of the country, where the participants had to stay for more than

38 Jossy Materu, 2019, Independent Consultancy report on awareness raising campaigns conducted under CPLUP.

39 https://www.usaid.gov/sites/default/files/documents/Public_CDCCS-DRC-12-2025.pdf

40 Analysis of value for money in staffing and operations, 2019, where UN-Habitat Used/Collaborated with other UN agencies in the implementation of PSLGPSR. The savings gained facilitated in covering the budget required during the non-cost extension of the CPLUP up to September 2019

41 Mid-term Evaluation report of PSLGPSR 2018 p. 8

two weeks, while UN-Habitat was trying to provide the funds to pay for the travel back to DR Congo. Meanwhile participants had to pay out of their own pocket. Some interviewees underline that some activities were too costly. Untriangulated information attributes these higher costs to a systematic way from shop owners, hotels and others, hacking prices to get some extra money on their side.

Assessing performance against the Evaluation criteria

Relevance

i. Extent which the programme's design and its intended results respond to the needs of key stakeholders including targeted beneficiaries

The programme's **relevance was highly satisfactory**. It responded to a real need, to seek peaceful settlement to various land disputes on community level. It was also relevant in that it addresses some of the root causes of conflict in DR Congo. The programme educated and engaged the communities, and developed both a systematic approach to land tenure as well as land administration.⁴² The way in which work was initiated to improve the land administration and strengthen the knowledge and capacity in the institutions has been valuable.⁴³ Gender aspect was incorporated in the project design with the specific interventions targeting women. This was important and has improved the situation for women. The mainstreaming of women participation in the overall programme was however weaker. The very fact that there was a specific intervention targeting women as well as targeting youth seems to have meant that they were participating less in other activities. The focussed activities for women were relevant and overall well implemented.

Even though the programme design included some consultations, which were mainly carried out after the programme already had started and not in the early stages of developing the programme. A stronger participation in the design would have resulted in a more appropriate intervention, a

feeling of stronger ownership, and more successful implementation and possibly leading to more sustainable results.

The programme was rather well aligned with the governmental strategies and even if the ministerial level was strengthened with an in-house consultant to work with the programme, the actual co-ordination and liaising with the ministry seems to have been weak. This was also underlined in the Mid-term evaluation in 2018.

ii. Extent to which the objectives and design of the programme relevant were aligned with national goals, policies, strategies and other frameworks that address land conflict issues

The evaluation team found that the programme was aligned with national goals and policies.⁴⁴ It took into account the Eastern DR Congo conflict situation and addressed national priorities identified in DR Congo's policy documents and those of its eastern provinces, in particular, the UNDAFs, the DR Congo 5-year programmes (2012-2016 and 2017-2021) and 5-year provincial programmes of Ituri, North Kivu and South Kivu. It was also aligned with International Security and Stabilization Support Strategy (ISSSS) 2008, and Stabilization and Reconstruction Programme (STAREC) which stressed the need to tackle the roots causes of land conflicts.

The PSLGPSR programme was developed in balance between different strategies and policies that are in force in the country. The programme addressed several aspects of land conflict issues and tried to tackle the issues both on national, region and local level. This observation coincides with the observations made in the Mid-term evaluation of the programme from 2018. The programme considered aspects of land as root cause to conflict as well as the reform agenda that has been in place since 2014. Although at the national level, the land reform started in 2013 and a year later, it was entrusted to the national committee for the land reform (CONAREF) who struggle to roll it out in the provinces targeted by

⁴² The work in the different communities varied greatly, and there was little consistency. A systematic approach would mean that the work was more unified across the communities.

⁴³ See the table on p. 24

⁴⁴ "The project fully addressed the issues of land governance, stabilization and of peace identified in the policy documents of the DR Congo and its eastern provinces, in particular: the UNDAF (2013-2017), the five-year program of the DR Congo (2012-2016), the DSCR2 (2011-2015), the five-year program of the provincial government of North Kivu (2007-2011) and the location of the Sustainable Development Goals in South Kivu (2017), as well as the priorities of the government of the province of Ituri in terms of land governance." (Mid-term Evaluation p 23)

this programme. The PSLGPSR tried to align with strategies of the three provinces as well as those of the Stabilization and Reconstruction Plan for the East of DRC (STAREC), an international plan specifically built for the war-affected provinces of DRC.

iii. Extent with which the programme design and intended results took into account conditions of the DRC, were responsive to UN-Habitat strategies, the New Urban Agenda and the SDGs

The programme was set up at the local and provincial level on the basis of a multi-stakeholder consultation bringing together local authorities, land administration, local organizations, women's and youth groups. This consultation made it possible, in a participatory manner, to select the areas of action, and to create local executive committees (LECs) which monitored the implementation of the project in the various groups. The mid-term evaluation also underlined that the programme was well aligned with the conditions in DRC, UN-Habitat strategies, however, reporting by UN-Habitat has been particularly weak on displaying these links.

This structure was also taken up at the provincial levels where the different stakeholders were invited, although with less success given that at the provincial level, the interaction was not the same. According to the feedback from the local authorities and partners who took part in these meetings at the provincial level, they pointed out there was a lack of international organizations willing to openly share their strategies. While several international organizations were working on land issues, in the same intervention areas, the co-ordination between these organisations have been weak. The evaluation team got indications that similar interventions happening at the same time in the same region or village, where synergies would have been appropriate. There were also indications of overlapping and duplication of the same or nearly identical activities⁴⁵.

The programme also responded to UN-Habitat strategic plan of 2014-2019, specifically on Focus Area 6, that put attention to poor land management, land use and tenure, economic recovery and

livelihood, and communities disadvantaged by crisis⁴⁶. The programme was also in line with the New Urban Agenda (NUA), which stresses the need for investments that empower vulnerable groups (para 155); It aligned well with various SDGs goals for instance, specifically SDG goal 16 on promotion of peaceful and inclusive societies for sustainable development. SDG goal 1 is on poverty and conflict exacerbates poverty as people are forced to leave behind their assets and investments (IDPs and refugees). SDG goal 2 is on hunger and land conflicts disrupts agricultural production. Indeed, according to a joint study carried out by FAO and WFP, lack of land tenure security in North Kivu province was contributing to food insecurity, as investment is unlikely to be made in land subject to conflict. Closure of a health facility (SDG goal 3) because of violent conflict can lead to increased outbreak of communicable disease (this was the case Ebola with eruption in 2018), and access to education (SDG Goal 4) can be highly programmatic. However, the design did not take into consideration of the diversity and heterogeneity of the three provinces and environment issues remained limited in the design.

Efficiency

i. Extent to which the intended results achieved within the stated timeframe of the programme

Efficiency was **unsatisfactory** as there were so many issues that affected efficient implementation and delivery of the planned activities and outputs; complying with implementation time schedules; administrative, financial and management modalities; institutional arrangements to deliver the results and mechanisms of monitoring and reporting. In the first phase of the programme, initially, mediators' specialists were used to support communities in mediating land disputes. However, this modality was changed, and grassroots organizations (implementing partners) were used. These were Ituri Land Commission (CFI), CARITAS in North Kivu and Action for Peace and Concord (APC) in South Kivu.

⁴⁵ Examples of this are the way in which activities of the EU, which were funding similar things 1 year to 6 months prior to UN-Habitat. The activities of Zoa were overlapping and UN-Habitat started to work in the very same communities where Zoa already was working with land related issues.

⁴⁶ HSP/GC/26/6/Add.3 Paragraphs 38-39, page 11

The start of the second phase was delayed as the programme was revised and reformulated. UN-Habitat was overall, with some exceptions especially in relation to the implementing partners, trying to implement the programme within the original implementing period. Several interviewees emphasize the challenges with time pressure which effected the implementation and quality of the programme implementation to a certain extent. During the programme implementation there was a sense of push to implement all planned activities. A better mechanism for revising and reassessing the programme outputs in relation to the overall programme objective and preparedness for adapting and reprogramming throughout the implementation, could have been in place and made the programme both more cost-efficient and possibly achieving stronger results.

The programme was extended twice at no cost extension for 6 months, first to September 2019 and then to December 2019, to allow completion of planned activities. Although, the utilization rate of the programme funds was 98% by time of evaluation, evidence from several interviews indicate that there was pressure and a sense of push to implement all planned activities, which effected the quality of outputs and results. Implementation arrangements were also not optimum. For instance, the programme involved various stakeholders with specific roles and responsibilities, but financial resources were only extended to few, including implementing partners and women and youth groups, who signed cooperation agreements to deliver specific outputs.

The reformulation of the programme in 2016, required implementation to be put on hold for quite some time, it involved a restructuring of the programme both in terms of the objectives, outputs and planned activities. The restructuring also involved staff changes as several contracts were terminated and new positions were drawn up. A call for local partners was launched again and implementing partners were finally engaged only one month before the official end of the programme. As the implementing partners had contracts for three months, the no cost extension allowed for their work to be completed.

During the evaluation, in the province of South Kivu, women's and youth organizations, which have signed a grant contract with UN-Habitat as part of the small grant initiative within the programme, only learned of the end of the programme during the final evaluation. They still had valid contracts in place and had only received one out of three instalments for the planned activities. There had been no communication with them that the programme had changed the focus and started implementing activities with some other women and youth groups and now had closed.

In North Kivu, some project activities which started during the project were not completed. This is the case of the demarcation of the fields by the land of the beneficiaries of the project, by the land administration, which is still in progress at the time of this evaluation. In Ituri, the project was put on hold for three months, due to insecurity in the project implementation areas.

ii. Extent to which the programme was delivered in a cost-effective manner

The utilization rate of the programme funds was 98% by time of evaluation, however, evidence from several interviews indicate that there was pressure and a sense of push to implement all planned activities within a short period, which effected the quality of outputs and results. Interviews has pointed to several weaknesses in terms of cost-effectiveness. There are examples of administrative issues that have caused delay that hampered the timely implementation of the programme other issues that were raised relates to weaknesses in financial management and oversight.⁴⁷ There are cases where UN-Habitat have not managed to fully meet regular procedures for financial management. Also, considerable delays were pointed out due to some difficulties with a new online based financial management system which affected the implementation of the programme negatively.

⁴⁷ There have for example been considerable delays in tendering processes and engaging and paying implementing partners. There have been cases of long delays of financial transfers and payments which has affected the programme negatively. We have also seen that there are still outstanding payments, contracts and funds to community groups that still has not been settled. This however needs to be further investigated.

In Minova, for example, the high per-diems resulted in that there were several groups of participants for the same event. For a 5-day workshop, the group of participants selected at the start only participated in 2 days of training and were replaced by another group for the remainder of 3 days, so that “the whole community can benefit from the financial benefits of UN-Habitat”.

The programme has, according to interviews, had rather weak internal control at times. Interviews also point to that there has been a lack of management oversight and in some cases a lack of alignment with UN Standards.⁴⁸ All these aspects seem to have opened up gaps in the financial management and oversight, which has affected the overall cost-effectiveness of the programme.

Some partners pointed out that there would have been discrepancies between the signed agreement and the actual use of funds. This could possibly be related to the fact that some of the implementing partners were implementing work on the second phase but still held valid contracts relating to the first phase. Even if these might not have caused any irregularities, it is a concern from the evaluation team that these kind of gaps in internal control and follow-up could open up for misuse of funds.

Other challenges that affected efficiency and delivery of the programme in timely and cost-effective manner were beyond UN-Habitat’s control. These included: the 10th outbreak of Ebola virus in 2018, often attacks by armed groups in the in some of the pilot sites especially in North Kivu province, the general elections in 2018 that raised political temperatures and resulted in absence of provincial governments for several months⁴⁹, and inaccessibility of project sites during the rain seasons. For instance, it is documented that in Ituri province, CPLUP implementation was delayed for six months because of land conflicts in the Pimbo community. As a result, only 11 villages out of 32 villages were demarcated⁵⁰.

iii. Extent to which institutional arrangements were adequate for achieving the expected results

Implementation arrangements were also not optimum. For instance, the programme involved various stakeholders with specific roles and responsibilities, but financial resources were only extended to few, including implementing partners and women and youth groups, who signed cooperation agreements to deliver specific outputs.

Some of the interviewees underlined that the programme had challenges due to the fact that senior management of the programme were not resident of DRC during a large part of the programme implementation particularly as some decisions and changes might have required stronger presence and oversight. Findings also point to that a stronger emphasis should have been given to hire staff on more long-term positions, such practice often strengthens the institutional memory, and adds to professionalism and continuation.

The reorientation between the first and second phase of the programme involved changes in staffing. At the same time, the programme also kept a great number of staff that had been hired due to their experience in mediation. This meant that the staff that were to carry out work during the second phase at times, did not have expertise relevant for the new CLUP process.

A Country manager was hired in 2018 to overcome some of these issues, however, the line of management was not fine-tuned to really cater for the changes in the management, which affected the efficiency. The programme seems to have lacked in structured and comprehensive coordination, liaising and relationship building on local as well as on regional and national level. Relationship building is something that takes time and dedication, and hence staff resources. UN-Habitat should consider whether the staffing on local, regional and national level were adequate for the task. A greater number of in-country based staff could have supported both a stronger relationship and dialogue with stakeholders, but also kept up to date with coordination with other donors and implementers

⁴⁸ The evaluation team have received information in relation issues such that management of staff was not according to standards, the training required for UN Staff has not been followed. The UN standards for financial management and oversight has not been met. The evaluation team has not had mandate to research and investigate all these issues raised, but only can conclude that there have been several indications that there have been weaknesses within these areas.

⁴⁹ April – June 2019 quarterly report on implementation of CPLUP

⁵⁰ April-June 2019 Quarterly report on implementation of CPLUP

active in the same regions and/or working with the same issues in DRC. A stronger communication with stakeholders would also improve implementation and improve the possibilities to adapt adequately to change.

iv. Internal and external obstacles that affected delivery of outputs and achievement of the expected outcomes

The programme notably faced internal administrative obstacles, some of this was understood by the Evaluation Team to relate to the transfer to a new UMOJA financial management system globally. This was not the sole explanation for the issues however. The obstacles delayed several important transactions within the programme. The mid-term evaluation noted this weakness and recommended setting up a credit system to avoid severe implementation problems due to delayed transfer of funds.⁵¹

Several interviews also pointed out managerial obstacles to the programme, there was a great deal of institutional memory loss between the first and second phase of the programme when the programme shifted in focus, in the first phase the programme was implemented by UN-Habitat staff while the second phase was involving implementing partners to a higher degree. In the interviews several of the interviewees also pointed at the structural problem of not having longer contracts for the staff. The majority of the staff was on Service contracts of shorter, more temporary nature. This provided not only staff with very uncertain employments; it also opened up for the risk of losing staff and with them the continuity and knowledge. More uncertain employment also weakens the staff positions in relation to the management. With stronger staffing policies and more staff with UN contracts could possibly have made the programme more stable and prevented some of the negative impact on the programme implementation.

One option that was brought forward was to consider developing a number of UNV positions⁵² within the mission, which would not necessarily be as costly as hiring international staff on UN contracts but would still provide the organisation both with highly professional candidates and more stability to the mission. Even if UN-Habitat hired some UNVs within the programme, this could be strengthened. It was also pointed out to the evaluation team that if UN-Habitat had been a Resident UN Agency it would have improved on some of the administrative aspects of the programming.

The evaluation team concludes that a programme of this nature would need staff with both strong local knowledge as well as highly professional experts within certain fields. UN-Habitat should strive for a good mix of both local, international staff as well as consider strengthening the programme with UNV positions where deemed needed.

v. Extent to which mechanisms for monitoring and reporting were built in the programme

The evaluation team found that there was a baseline study conducted for CPLUP phase, regular internal reports, and local partners have reported every three months and received visits by UN-Habitat in relation to these reports and UN-Habitat and the implementing partner were doing a field visit together.

There seems to have been regular and factual reporting on progress, but interviewees have reported on the more top-down relationship between UN-Habitat and implementing partners which might have hampered the communication on progress and resulted in missed opportunities to address and fine tune the programme in relation to upcoming changes and challenges.

⁵¹ Mid-term evaluation, May 2018.

⁵² There seem to have been some UNV position within the Mission. The proposal to include UNV was however brought up by several staff and management as one way to secure qualified staff over longer periods. Even if there might have been some UNV positions it seems that there might be a potential to explore an expansion

The evaluation team found that there was not a strong focus on indicators and outcome and impact level, that might have resulted at times in a one-sided focus on 'chasing numbers' instead of looking at what would provide stronger results⁵³.

Also the programme lacked qualitative indicators this might also contributed to insufficient reporting on outcomes. UN-Habitat is strongly advised to ensure that monitoring and reporting focus on changes and challenges and measure the way the programme reaches the intended outcomes rather than focussing too much on numbers and outputs, for stronger overall programming results

The regular reporting and updates from implementing partners could be used to follow up more qualitative indicators which together with quantitative indicators would provide better understanding of the direction and quality of the intervention. Also, donor reporting, including the final report of the programme that the Evaluation team was able to review (from April 2019), lack reporting and analysis on outcome and impact levels, and focus rather on reporting of outputs and indicators. Later the Evaluation team was able to get access to the final version of the final report (January 2021). Regular monitoring and follow up should keep track of indicators and outputs, but more importantly should there be a regular analysis and follow up on outcomes to see if the programme is developing in the intended direction and whether the chosen outputs are the most effective in achieving the expected outcomes.

Effectiveness

- i. **Extent to which the programme's intended results achieved at output, outcome and impact levels over the evaluated period?**

Effectiveness was partially satisfactory as most results targets were partially achieved. The

programme logical framework was revised several times over the lifetime of the project. The highly quantitative nature of the indicators did not fully capture progress towards outcome and impact of the programme. Effectiveness could also have been limited by the programme logic. For instance, the CLUP was supposed to be implemented following a sequence of pathways. However, the specified sequence was not followed as some of the activities that were supposed to be implemented initially to understand the context and establish baselines e.g. land tenure studies on socio-demographic economic and development of framework and action plan took time to be completed after the programme had started and they were not used to revise baselines.

The evaluation team had at the start of the inception period difficulties understanding the various phases of the results framework development. It was difficult to fully establish a ToC based on the documents provided, the evaluation team instead asked the programme staff to reconstruct a programme ToC for evaluation purposes which is analysed further below. The programme was achieving most of the activities that were planned, but they could have achieved more with a better management system and better partner relation.⁵⁴ There seems also to have been a fair amount of confusion among partners in relation to the results framework, especially in the latter phase.

⁵³ Examples would be the way in which some activities were rushed to be finalised when they might not be so relevant for the overall programme at the time for implementing, our comment on sequencing also relates to that. There was a feeling among implementing partners that the focus was less looking into the results, the quality at times.

⁵⁴ The relationship with partner was more top-down, and stronger dialogue should have been in place for more effective programme implementation. Also, the way in which some actors were not understanding the overall programme well and later not having a clear picture of the shift from Phase 1 to Phase 2 has affected the implementation negatively.



Visit of UN Women and the Swedish Embassy to the rice fields of Kinshasa with the rice sector of Mikonga, RENAFAER and the Association of Women Sellers of Local Rice (AFEVRL). © UN Women/Marina Mestres Segarra

The programme, moreover, was working on the same issues in similar way in the three different provinces. As the regions are very different, the programme could have adapted more to the specific situation in each region for better results. This could have been done together with partners in dialogue for adapting both to contextual as well as be better in responding to risks and challenges. The local partner organisations could also have been instrumental in supporting the co-ordination and synergies with other programmes and initiatives happening in the same areas at the same time. Ideally, the programming should also have been complementary to other interventions⁵⁵ to a higher degree.

The activities were implemented but the order they were implemented in were sometimes not well thought through. Some activities should have been informing others, but they were not always sequenced well.⁵⁶ The programme management should have analysed this more carefully and should have been able to adapt the programme to the changes. The reason this was not happening could

be that there was weak built-in reassessment and review mechanisms. The programme has, to what the evaluation team can conclude, been working in a rather top-down fashion. The organisation could have made better use the regularly follow-up of the programme and looked at the level and timeliness of implementation and ensured to monitor changes in context and discuss ways forward with partner organisations and during field visits, and more importantly, to allow these insights to reform adaptations of the programme on more regular basis.

This information could have helped the organisation to fine-tune and improve the sequencing of activities overall but also calibrating the programme better for the different contextual challenges and developments in the different provinces for stronger and more sustainable results.

In May 2018, an evaluation team was recruited by the project to conduct the Mid-term evaluation of the UN-Habitat project "Support for land governance for peace, stability and reconstruction in post-

⁵⁵ Examples of interventions are EU, World Bank as well as Zoa and other INGOs working with related issues.

⁵⁶ Some research-based activities for example, were intended to take place at the start of the intervention to inform programming, they instead took place at the very end of the programme.

conflict DR CONGO 2014-2018". The evaluation was aiming to look at both the programme phases, (2014-2017) and the second (2016-2018). As the programme was aiming to end in December 2018 the mid-term evaluation was carried out rather late in the programme implementation phase. The Mid-term review provided 19 recommendations, 13 were implemented, 4 partially implemented and 2 were not implemented. The recommendations cover aspects of relevance, efficiency, effectiveness, communications and capacity building and Human Rights and gender equality. There is a considerable focus on communications. What stands out is the recommendation to address the inefficiency on managing funds, which was causing delay. This is mitigated through the provision of cash advances to the offices. This could be a cause of concern internal of internal financial management and control.

In relation to the case of Rubare where the community were relocated, UN-Habitat were recommended to address the upcoming issue (SR1, Relevance). This was not done with the motivation that it was not anymore part of the objective of the 2nd phase. The Evaluation Team believe this was a miscalculation and the case could potentially harm UN-Habitat.

Two of the implemented recommendations, on establishing experience sharing between the regional parties (SR 1 Efficiency) and the lessons learned within the programme (SR 2 Sustainability) was carried out at the end of the programme. This meant that the potential benefits for the programme of sharing experience was missed out. The Evaluation team also notice that there was a decision by UN-Habitat not to address the recommendations on capacity building programme of implementing partners that was raised in the Mid-term evaluation (SR 1 Capacity building), for example in relation to risk analysis but also other important aspects. Support to partners capacity could have facilitated a better programme implementation. The mapping of capacities (SR 2 and 3 Capacity building) where however carried out.

The evaluation team also notice that the Mid-term evaluation noted the important to establish stronger engagement of the implementing partners (SR section on Human Rights and gender equality), so they could contribute more actively to the development of the programme activities. The Mid-term evaluation also point to the importance of local ownership over the intervention. UN-Habitat state this was implemented through multi-actor meetings and interprovincial workshops. This has however continued to be an issue in the latter part of the programme implementation.

ii. Extent to which results achieved were inclusive by supporting the realisation of human rights, gender equality and other equity considerations

According to the project's closure report 2021, percentage women and men who perceived that land was managed in an inclusive and participatory manner at the community level as a result of CPLUP approaches were 100% and 62% respectively. Women and men who perceived that frequency of new land disputes had reduced because of the conflict resolution mechanisms implemented were 64% and 55% respectively. There were improvements within the land administration system, as a result of considerable strengthening of capacities both within the land administration structures as well as among the population in the targeted villages. Here the achievement in engagement of women groups is outstanding in comparison with engagement with youth groups, and the involvement of minority groups (pygmies) could also have been more systematic.

However, the programme could have been more effective in contributing to improved land tenure security, improved information systems for land administration and management, creating enabling economic opportunities, and functional Land policies and reform. Also new refugees continue to come into the project sites. If not checked and controlled, the planned development in the project sites will be negatively affected. Materu's report, 2018, notes that in Kisigari, three hundred and fifty (350) new refugees were registered to have arrived after the Community Participatory Land Use Plan by UN-Habitat was developed.

The evaluation team found that gender perspective was generally mainstreamed in the different processes, even if there at times tendencies to consider youth and women involved, just as they had their separate interventions and therefore didn't need to participate in other activities. Training in gender equality and women's rights were provided, women were part of the different activities including decision-making process and where also given direct support to showcase their acceptance as a category that can benefit land title under the project. Women organisations also received grants to raise the public awareness around issues at the intersection between gender and land. The results were inclusive, they included women, and worked with women organisations, both women and youth were included in the local decision making. Youth on the other hand, has been engaged within the programme but their specific issues in relation to land were not adequately addressed, this can be seen as both a potential risk as well as a missed opportunity for the programme.

The inclusion of other marginalised groups, however, was weaker. In Ituri, ethnicity is very much part of the conflict issues in the province, the village that UN-Habitat choose to work with had one majority. The minority groups were often coming to activities, but there were no specific measures to ensure they would participate. Also, there has not been specific strategies to ensure minorities are included in activities to a satisfactory degree. The selection of targeted areas to work has not considered minorities to a satisfactory degree.

A stronger human rights-based approach in programme development, design and implementation would strengthen the approach. UN-Habitat can play an important role in keeping the programme relevant for the stakeholders and assess the programme in relation to contextual changes on all levels and be instrumental in facilitating and supporting the development of truly participatory programme.

iii. Key factors which influenced the achievement or non-achievement of results

Among the key factors influencing achievement of results are,

Dedication of local partners Some of the local implementing partners have worked hard and been very dedicated and have managed to carry out a lot of work also irrespectively of often irregular and delayed payments. Without this dedication on local level, the programme would have halted more often and during longer periods, which would have affected the implementation negatively.

Lack of coherence and unified co-ordination as well as a weak adaptation to the changes in the context and readiness to adapt and change the programme has had negative impact on the programme overall. With a more efficient programme management the results could possibly have been stronger. There is evidence pointing to more functional RBM and overall management of the programme would have contributed to an increased efficiency of the programme implementation. The evaluation team points to aspects where the programme has lacked in strong communication with the communities and a stronger stakeholder dialogue at the start of the programme would also have benefitted the programme.

Weak risk analysis and programme adaption to contextual changes: The programme would have benefitted from better risk analysis and programme adaption to contextual changes. This would have helped the programme to address and have alternative strategies for situations where the programme for example had to stop due to insecurities. A better readiness to revise the programme in relation to contextual changes would have been necessary. More timely management and stronger overall oversight and control would also have strengthened the programme implementation and been able to point out weaknesses at earlier stages.

Limited geographical coverage: The programme was implemented on in very limited geographical area, which affected the overall impact of the programme. The programme could have benefitted from pooling sources stronger within one province or one province followed by work in another for stronger impact. In the territory of South Kivu, for example, one 'groupements' consisted of 13 villages but only three were covered by the programme. A stronger co-ordination with other donors could also have strengthened the overall impact especially if the programmes were complementary and synergies were made.

Limited coordination: Several partners worked on land or related projects in the same areas with different strategies so that the actors involved still did not know the difference between the actions of different partners. Sometimes certain activities were taken over by the different partners which added to the confusion. Under the leadership of the provincial authority, the European Union has funded a land reform program with Caritas, the World Bank on agriculture with a land component, and the Dutch cooperation has also implemented a project that targets the north and South Kivu. But the exchange of information was very weak between the different projects.

Administrative and financial challenges: The evaluation team has identified critical delays in the disbursement of funds that reflected in the implementation of the project. This was also one of the reasons for the request for a no-cost extension of 6 months to complete the project activities that had already started.

Multiplicity of actors: At the local level, UN-Habitat worked with the local implementation partners such as Caritas for North Kivu, APC for South Kivu and CFI for Ituri. These organizations in turn worked with grassroots community organizations to anchor the process in its community dimension and ensure their sustainability at the end of the project. In addition, other multi-actor units have been created at local and regional level.

All these structures had to be coordinated to contribute to the same project and for more efficiency. But these structures did not always feel as part of the same project and therefore constituting a force to be used, for example, to recreate the influence that UN-Habitat had in the first phase of the project.

iv. Extent to which other cross-cutting issues of youth and climate change were integrated into the design, planning and implementation, reporting and monitoring of the programme

In the programme application, Gender and youth are identified as cross-cutting issues. The Programme points to the importance youth is playing in driving the conflict. Youth are often involved in community land disputes and are also often subject of the manipulation from big landowners.⁵⁷ In the programme, youth has been considered and included, as mentioned above in the programming activities. The programme was also able to include both young women and young men, which is positive. The programme did not incorporate the specific needs of young men and young women in the programme, which is a weakness.

In the original application to DFID, land as a crosscutting issue touches on the management of other natural resources, especially mining and forest activities was pointed out. It was also pointed out that conflicts between mining companies and local communities are frequent often resulting in evictions without proper compensation. Land designated for agricultural activities also very often legally overlaps with areas designated for mining activities, which causes disputes. Conflicts between protected wildlife, natural areas and the neighbouring population also occur frequently. Even though there are clear links between the environmental and climate change issues and land disputes and conflicts, very little is reported and followed up in relation to this in the programme.⁵⁸ The programme has some elements of ecological aspects in relation to the income generated support that was given to individual women during the programme and in relation to the land administration buildings⁵⁹.

⁵⁷ Application sent to DFID dated 01012015, Program support to land governance for Peace, Stability and Reconstruction in DRC Congo, Post-conflict, 2014-2017.

⁵⁸ Ibid.

⁵⁹ When providing women's income generating projects some of the women were given goats and they were also encouraged to fertilise their land with the manure. Some solar panels were installed in the local land administration buildings as well.

The evaluation team has apart from this seen little evidence of how issues related to environment and climate change has been addressed in the programme. This is according to the evaluation team a possibly missed opportunity.

Sustainability

i. **Extent to which the programme anticipated the need for the continuation of effects following its completion and prepared strategies to support such continuation**

Sustainability of the programme was partially satisfactory. The programme was designed with substantial efforts to ensure sustainability of the programme results, including capacity development of local actors, empowerment of local communities including women and youth, establishing fit for purpose land administration and prevention of land disputes and CPLUP was to be anchored within the provincial strategy to improve land governance. As result, some outputs may be sustained. For instance, in the first phase, the mediation centres received support to set up some income generating activities. At the time of the evaluation, the mediation centres were still active, addressing more interpersonal conflicts.

CPLUP is generally seen as a community driven model that would inform land use planning at local and provincial levels, serving as a more sustainable and equitable approach to land management. Some of the results and outputs such databases and information systems for land administration, the generated community level land use maps are all likely to be sustained. Moreover, UN-Habitat is already building on what was achieved after the programme was completed to apply it to other programmes such as Central African Forest Initiative (CAFI) programme. *At national level, the work under the CAFI programme have been able to benefit from what was developed in the PSLGPSR programme.*

However, sustainability of other aspects remains uncertain. For instance, capacity was developed for sustainability, but considerable gaps remain considering the rapid turnover of provincial staff. The fees charged by government for title deeds in the project sites are not affordable by the poor communities. For example, in Kisigari, Rutshuru

territory, it was clear that the US dollars 500-700 required for the issuance of one title deed was not affordable by the majority of the members of the villages. Overall, sustainability of the programme in DR Congo post conflict, will require continuous peace building efforts. It will also require formal legislation to be passed by national and local governments to safeguard the land rights of the marginalized groups. The harmonious environment created by the programme for inclusive environment in land dialogue should be nurtured.

The first phase addressed mediation and the second phase the programme was to address other aspects on land use and land management in DR Congo. This change would address and work on impact on higher levels and was intended to build on and achieve stronger impact as well as sustainability of the intervention.

At the local level several income generating activities were initiated as part of the phase-out strategy, with mixed results. The mediation centres, or 'mediation huts' all received support to set up some income generating activities. At the time of the evaluation, the mediation centres were all still active. The centres are still addressing more interpersonal conflicts and not community conflicts. However, more could have been done to ensure that the mediation centres also tackle more complex conflicts and disputes. *The CPLUP phase was too short to realistically be able to reach anticipated results especially at national level. More work would be needed to ensure results.*

ii. **Extent to which activities of the programme can be replicable or scaled up at local, provincial and national levels or encourage further collaboration and exchange between stakeholders**

The impact of the programme has been limited on local and provincial level due to the small size of the targeted geographical areas. The mediation aspects of the programme have worked well and still seems to meet a need. There are great opportunities for scaling up and broadening the number of targeted areas in the future. There is, however, a strong need for improved coordination among actors. The evaluation team finds that there are several actors that successfully have worked on similar mediation initiatives and UN-Habitat should consider what is their added value in relation to other actors.

UN-Habitat, with its expertise, position and relationship with the government has a strong role to play in relation to developing the work on land administration further. Some work has continued through the CAFI programme at national and policy level, but there are several aspects of the phase 2 of the PSLGPSR programme that has not been fully implemented or reached sustainability and could need further attention.

UN-Habitat could play a strong role in co-ordination and bridging relation between the ministries and national agencies, but at the provincial and local level they could possibly liaise and work in partnership with other actors. The UN-Habitat engagement in other countries and the expertise and resources developed during the implementation of this programme could be beneficial to bring into the programming in DRC for a possible future phase. There is a need for stronger coordination within the area of land management and UN-Habitat could be well positioned to take on a stronger co-ordination role in the future.

iii. Extent to which the programme supported the strengthening of systems, institutions and capacities to support future development

Several aspects of the intended outcomes at the national level were not implemented during the PSLGPSR Programme. Yet, several of the achievements have been resulting in sustainable results through the CAFI project which was started up before the PSLGPSR Programme was ended. The two programmes have been complementary and reinforcing results.

The project strengthened the capacities of the land administration and cadastre by updating the knowledge acquired by the technical staff (surveyors, etc.), providing modern measuring equipment (GPS, total station, as well as SIF (land information system) and EDM (electronic document management) software for sketches and archiving, which save time for the administration and reduce the costs of securing land since the missions, at the expense of the applicant, are shortened. Individuals would settle disputes prior to the involvement of the land administration, which freed time for the administration for other tasks.

In some places, the office premises were restored and repaired for the local land administration. There were gaps in when and whether all equipment would be available, also the training where not always cover the necessary topics. The trainers saw a need for follow-up training and to fill gaps. At local level, the programme has been able to strengthen processes in mediation and solving of land dispute and systems for increased community involvement in land management issues.

iv. Extent to which the positive effects generated by the programme can continue for key stakeholders and beneficiaries when the programme ends

The understanding and knowledge of targeted beneficiaries on land management issues has increased. The awareness raising came as a result from both phases. There is a wish among people in the villages that the mediation efforts could continue and would get support to become sustainable. This, not the least as many see the conflicts in relation to land and land ownership is not something that will decrease but rather increase in the years to come, in part due to the population growth. The participatory land use plans for communities will also be a means to reduce land conflict in the future. There is great potential for scaling up and working more comprehensively within each province, for stronger results.

Co-ordination, synergies and pooling of resources in liaison with donors and implementing partners are key, there should be stronger co-ordination, there would be a need to see how interventions could complement each other and how the different programmes might work in parallel with each other and not in direct opposition or overlap but being complementary. There are some co-ordination bodies in the provinces and at national level that should be better used for a stronger impact and effectiveness. This would imply building relations with local capacities and local experts where they exist, such as the cadastral educational institutions in country.



International Women's Day in DRC. © MONUSCO/Michael Ali

Impact outlook

i. The changes that can be attributed to the programme's implementation

Impact outlook was **partially satisfactory**. The programme resulted in a number of positive changes (results). It supported digitization of the cadastral processes, strengthened the capacity of land administration with improved systems and training. There has been improved relationship between local and land administration and community members. There is increased awareness and knowledge in villages, where the programme was implemented, in understanding of land rights, land use plans and increased trust in local authorities. There is also increased capacity of civil society and concessionaries in dealing with land conflicts and in land use planning and management.

The programme was designed to address root causes of conflict and to support the development of CONAREF and the land reform process in DRC. The programme was a pilot project limited to a few communities in the three targeted provinces. The programme worked at national, provincial, and local level. The programme aimed to strengthen

several aspects of the land administration system.. There has also been an increased transparency of the work of the local land administration which has improved the relationship to community members. **However small in scale, this development is a step towards improved land tenure security and improve land governance**⁶⁰.

There is a clear increase of awareness and knowledge in the villages in terms of understanding of land rights, land use plans and increased trust in local land administration. There is also an increase in settling disputes without engaging the local authorities or administration. If there might be some issues, mediation centres have been stepping in and supported the settling of disputes. The mediation huts are functioning even though they mostly target interpersonal conflicts, and a few larger cases have been brought up.

Immediate results:

- Women and youth have increased their awareness, engagement, and knowledge about the procedures. Some women have acquired land rights and function as role models.

- In the land administration they have new knowledge, they are using modern technology. They have gained more trust from the population and have also freed time as many of their task takes less time with the new technique. The level of accuracy has increased.
- The Inheritance rights including the place of women and girls in inheritance are better understood and this has significantly reduced the interpersonal conflicts that make up the majority of land conflicts at the community level.
- Mistrust between the land administration and the populations has diminished as the communities understand the legal bases of their work and use modern instruments whose precision allows for better quality work.
- 'Alternative' solutions for securing land have been found for populations who do not have the means to approach the land administration.⁶¹ A land occupancy certificate issued by the chiefdom or the local authority serves as proof while awaiting security at the cadastre level.
- The speed in the processing of land security has increased, the increased efficiency has also resulted in that managing each case has shortened, allowing more households to secure their land during the course of the project.
- There have been some cases where the local authorities have started harassing people to secure land rights and to get the title of their land, much because the local authorities actually gain some smaller amount if people register.⁶²
- A community claim they have given 8000 USD for settling a land dispute. This was the case in Rubare where the owner of the domain of Katale asked for a compensation. For the 26000 USD final negotiated amount, the community gave their share when Caritas the North Kivu local implementing partners added 12,000 USD, there was fund missing and the deal has therefore not been settled. The Community has still not had their part of the funds returned.

Coherence and Synergies

i. Extent to which the the programme was implemented in synergy and coherent with other development actors

Aspects of coherence and synergies, were rated **partially satisfactory**. The PSLGPSR Programme worked on similar issues as other international and local development actors. Although the programme had great potential for co-ordination this was rather weak and is a missed opportunity to reach stronger synergies and impact. The programme established an infrastructure for co-ordination that functioned partially. For the future it is recommended to see how this can be strengthened further.

The implementing partners in the provinces often work on several programmes at the same time and can be useful in facilitating co-ordination, and the local authorities sometimes can play a stronger role in co-ordination on the local level. The evaluation team has seen this work well in other programs and propose this is considered in the future.

These are immediate results as the programme has recently ended, there are however uncertainties as to how sustainable the results will be over time.

ii. Unintended effects (positive or negative) that arose because of the implementation of the programme

- The Land Use Plans has been finalised in all targeted communities. There are different views whether the validation process UN-Habitat has carried out is actually seen as a proper validation process by relevant stakeholders, which can affect the status of the plans for the future.

61 The documents received by community members on their land, are not legal documents. They however are the first step to later regulate the land ownership when the new legislation is passed.

62 This was brought up in focus group meetings in Remera, South Kivu

ii. Extent to which the programme was designed for complementarity with the activities of other development partners

The evaluation team found that aspect of complementarity of the programme was rather weak. There were several 'missed opportunities' in the field where programming could have been co-ordinated better. There are examples of duplicating work, where the implementing partner of UN-Habitat worked with other donor programmes in the same village without co-ordination.⁶³ With the help of local implementing partners UN-Habitat could possibly have improved co-ordination. Also, the co-ordination groups on local, provincial, and national level could have been important vehicles for more strategic co-ordination and the creation of synergies. The evaluation team could not fully assess the complementary aspect because of difficulties to access the INGOs, and NGOs, which were not implementing partners of the programme, to vilify and triangulate information.

iii. Extent to which coherence was achieved from the land governance perspective for peace and social cohesion and building an environment for economic and social recovery in the DRC.

The PSLGPSR developed mechanisms for addressing land disputes which have been very successful in addressing some of the land disputes and conflict in the targeted communities.⁶⁴ There has also been considerable work to prevent conflict. The increased efficiency within the land administration improved the timeliness and accuracy in land registration. The programme has contributed strongly to increase the awareness of land administration and the legal rights among the population. This has created trust and further improved the situation. The results were stronger at local level and has reduced interpersonal level conflicts.

There has been an increase of capacities within the land administration and there have been steps made within the framework of this programme implementation period that have contributed to the passing of a new law. The Land use plans, will also

have potential of reducing community conflicts when they are fully in place. It was not as visible at the regional level as the programme was on a too low scale. There is potential to see effects on higher level with a programme covering a broader geographical area.

The programme fits well in terms of overall national needs and current policies, the programme could strengthen both internal synergies and interlinkages between the different interventions, but more importantly strengthen external coherence, in that the programme should have created stronger links to other actors' interventions for stronger synergy effects.

Partnerships and co-operation arrangements

i. Extent to which UN-Habitat collaborated and coordinated with other actors, including national, sub-national and other international partners to address land conflict and the added value of UN-Habitat.

During the first phase of the programme, it was largely implemented by UN-Habitat staff. With the start of the second phase, several partnerships were initiated with implementing partners. Some implementing partners worked in close collaboration with CBOs. The Mid-term evaluation emphasised that there were several aspects that needed strengthening in terms of communication and several recommendations were emphasising the need for improvements.

In the first phase, UN-Habitat undertook direct actions with the communities, with land experts who intervened as full players in the resolution. The second phase, focused on the transfer of skills, from UN-Habitat to local organizations as well as multi-stakeholder coordination groups, starting from the local level to the provincial and national levels to ensure the sustainability of the action.

Partners have pointed out that they have had difficulties to access governmental structures in the same way as when they were backed by UN-Habitat during the programme. Considering the agency's

⁶³ In the Bukavu region the Land administration office had received equipment approximately a year before the UN-Habitat programme. There are examples where EU invested in office in the targeted provinces, where UN-Habitat later also were doing the same. The programme carried out by ZOA, was working on similar issues in the same small community where UN-Habitat later decided to initiate work

⁶⁴ This is true when it comes to interpersonal land conflicts for all three provinces.

engagements within DRC, previous experience from the region and from other countries, UN-Habitat was well positioned, not the least with its possibility to influence the government. The role in liaising and influencing the government can therefore be seen as an important role the UN-Habitat has taken during the programme. Interviews, however, point out that there are room for improvements.

The second phase of the programme included a stronger focus on development of co-ordination bodies. Interviews suggest that there have been mixed results in terms of UN-Habitats possibilities to successfully take on this role. Several findings point to that UN-Habitat could have played a stronger role in liaising and co-ordinating with other stakeholders throughout the programme planning, implementation as well as closing stage. The evaluation team has seen several aspects of missed opportunities or where the lack of coordination has negatively affected the programme in long or short term.

Important is also the aspects of phasing out and closing the programme. There is not only a need for properly dealing with various stakeholders at the start of a planned programme. This is crucial even before developing a project or programme application in the steps that are taken to problem formulation and deciding the scope and focus of a programme. It is as important to plan a phase out process and procedures when closing a programme. This is true not only for closing the programme in a country, but also for closing activities in different locations and in relation to targeted stakeholders.

Evidences indicate that UN- Habitat/ GLTN developed a guide for country level interventions on tenure security responsive land use planning in co-operation with GIZ and the Technical University of Munich. In Mambasa, Ituri province, UN-Habitat partnered with UNDP, UNESCO, IMO, FAO and local partners to implement the “*Amani ni njija ya maendeleo*” project that aimed at enhancing peaceful co-existence and increased support for stabilization process, improved land governance and reinforcement of social cohesion and community resilience. In North Kivu, UN-Habitat partnered

with UNFPA, UNESCO and other local partners to implement “*Pamoja Kwa Amani na Maendeleo*” project, which aimed at improved land governance, increased social cohesion and community resilience through re-integration and socio-economic recovery of youth and promotion of gender equity. In south Kivu, UN-Habitat was involved in the “integer du North Kelehe” project with aimed at increased support of local provincial and national actors for stabilization of government services, re-enforcement of social cohesion and community resilience through re-integration and social economic recovery

Mainstreaming of cross-cutting issues of gender and empowerment of women, youth, human rights and non-discrimination of pygmy people in the programme design and implementation

The programme, by design, sought to integrate the needs of different groups and promote gender equality and human rights. However, they integration during the implementation was **partially satisfactory**. Human rights-based approach in programme development, design and implementation could have strengthened the programme.

The programme was seeking to involve women and youth groups in series of awareness raising activities and carried out information campaigns. In total, 60 youth members (41 men and 19 women) trained in GIS. According to the Project Closure Report of PSRGPSR, the involvement of youth and women in participatory mapping, with the support of village elders and traditional chiefs in the mapping of the boundaries of CPLUP pilot localities, created a basis of trust between the communities that led to the clarification of external boundaries based on a consensual approach and to the resolution of a boundary conflicts involvement of youth and women in participatory mapping of the boundaries of the CPLUP pilot localities⁶⁵.

The focus on youth was considerably weaker than the focus that was put on women. They were engaged in the programme but were not fully targeted as stakeholders in themselves. Young people tended rather to be assisting the land administration and the programme

implementation with their skills, positions in the villages and knowledge to engage different stakeholders in the programme. As for the involvement of minority groups, such as the pygmy population, it could have been more systematic. For example, UN-Habitat was not looking at choosing communities taking the ethnicity dynamics into account strongly when prioritising the target villages. The selection of the communities was rather based on which was more accessible. The Evaluation Team do believe there would have been possibilities to select villages with more pronounced ethnic dynamics, but it would have also required more careful programming to address these issues.

Materu's consultancy report 2019, indicate that interviewed pygmy people,⁶⁶ said that after they were removed from the park they were given a piece of land to settle on by the chief of the community (chef de chefferie de groupement) but they have been victims of constant displacement by rich people who claim to have obtained title deeds for the same land. Their leader is now a member of the Local Executive Committee for Land issues in the community. They gave testimonies on how the CPLUP project has changed mindsets on the part of the Government Land administration in dealing with their land disputes and that they now feel that they are respected as people.

Extent to which the recommendations from the mid-term evaluation were implemented

The mid-term evaluation conducted in 2018, identified gaps and challenges and gave 19 recommendations that were intended to improve strategies and delivery of the programme for the remaining period of implementation. By time of this evaluation, 13 recommendations (60%) had been implemented, 4 were in progress and 2 had not started. The recommendations cover aspects of relevance, efficiency, effectiveness, communications and capacity building and Human Rights and gender equality. They were related to: implementing partners to improve implementation of programme activities and adopting them to cultural, economic and security contexts; addressing issues related to development of plots acquired by beneficiary population, particularly fee cost for pilots considered to be expensive; addressing environment and climate change issues;

documenting and sharing lessons learned with beneficiary communities; production of implementation progress reports in line with DFID formats; monitoring the programme; updating the communication strategy, building capacity not only for implementing partners in the field but also UN-Habitat staff; documentation of good practices and lessons learned at national, provincial and local levels; and increasing cooperation with other organizations dealing with land issues and economic recovery in Eastern Congo. The recommendations were intended to improve programme strategies and performance for the remaining period of the programme

Assessing other aspects covered by the TOR of evaluation

Stakeholders' involvement in the programme

The programme phase 1 was conducted directly by UN staff who gave direct services in terms of mediation and capacity building to targeted communities of the 3 provinces (North Kivu, South Kivu and Ituri) who experienced land disputes prior and during the programme lifespan.

However, with the 2016 revision, the second phase of the programme, there was a need for different capacity within UN-Habitat as well as transfer of skills to local organisations and community to make the action sustainable after the end of the programme.

In that regard, UN-Habitat choose to work with one local partner in each province.

- *Action pour la paix et la concorde* (APC), a local non-profit organization with many years of expertise in supporting communities affected by conflicts as well as socio-political actors by encouraging them to adopt non-violent alternatives in the search for a way out of crises, was chosen to work alongside with UN-Habitat in South Kivu.

66 Professor Jossy Materu's consultancy report on training and awareness raising campaigns conducted under the CPLUP at the Community, Territorial and Provincial levels, 2018.

- CARITAS, a catholic church affiliate local NGO was awarded a grant to implement the programme in North-Kivu.
- The Ituri Land Commission (CFI), the only non-profit organisation, rather a community-based state structure with a mandate to prevent and resolve peacefully land conflicts and the legal autonomy to sign contract with partners was chosen to be the partner to UN-Habitat programme which among other United nations bodies gave them technical and financial support to spearhead their mandate since their recognition in 2008 by a decree of the governorate.
- The UN-Habitat also developed an in-house arrangement with the GLTN, the Global Land Tool Network for supporting the CPLUP program through technical support and implementation of tools, capacity development and improvement of governance approaches with stakeholders at the pilot sites.
- At the local level stakeholders such as Traditional Authorities (Mwami, customary chiefs, and landowners), Civil Society Organisations, Community based organisation and women and youth groups have been engaged.
- Other Stakeholders are National Ministries for Land Affairs, Regional Planning and Agriculture, Provincial Ministries of Land Affairs and Local and Provincial Land Administration.

Good practices and opportunities as well as critical gaps and challenges during the implementation of the programme

The programme has delivered well in terms of awareness raising of various stakeholders especially at the territorial level. There are evidence of reduced conflict in targeted villages. These have been more on the interpersonal level rather than addressing more complex community conflicts. Evidence points to that the first phase was particularly successfully implemented, while the second phase of the programme was not fully implemented, largely due to delays and the fact that the implementation period for these reasons were shortened considerably. No-cost extensions allowed for a longer implementation period for some parts of the programme.

The focus of the programme has been considered relevant and important among all stakeholders. It was aligned with the UN-Habitat strategies as well as the donor focus in the country. The programme has also been well aligned with the national strategies although co-ordination on ministry level could have been stronger.

The evaluation team found some critical gaps including:

- There seems to have been some unclarities and inconsistency in the shift from phase 1 to phase 2, the changes were not fully communicated to stakeholders. Also challenges in programme management, oversight and financial management has negatively affected the programme implementation and results achievement.
- The issues and needs of young people were not raised in its entirety. The young people have nevertheless been included in the sensitizations of the community, in the verification activities with the cadastre / land administration so that they understand how the process of mediation and securing of land works.
- Minorities were involved, but there were no specific efforts to ensure their involvement throughout the programme. The issue of minorities or community conflicts between different ethnic groups were not part of the criteria for selecting where to work, potentially missing out of the opportunity to address these issues more strongly within the programme.⁶⁷
- Even though the programme was set out to work in conflict regions, the programme was not fully prepared with alternative strategies when security risks were deemed too high during implementation and implementation had to stop or move to another. With a better preparedness implementation could carry on even in highly changeable situations. The implementation was carried out in the more peaceful villages in the provinces and not fully addressing more complex conflicts between communities, but largely stayed on interpersonal level conflict disputes.

⁶⁷ With Minorities, the evaluation team mainly mean the minorities mentioned by UN-Habitat themselves in their documentation. i.e., the main being the Pygmy population. There are also other minority groups in the targeted communities.



Raphael Kasongo from the UN-Habitat facilitating part of the discussions during the launch in Kinshasa. © CONAREF/Pacifique Mukubito

- The management set up and staffing seems to have been a challenge for the programme implementation. The fact that management was not residing in country together with some management and administrative challenges within UN-Habitat as a whole contributed to considerable challenges and delays in implementation of the programme.⁶⁸
- The shift between the first phase and second phase, consisted of a reorientation phase where both staff and implementing partners were renewed. When the programme was set up to resume implementation the last part of the programme was having rather short time for achieving the results fully.
- With the phase-out of UN-Habitat from direct operations implementing partners do not seem to have all the necessary capacities to continue on their own after the end of the programme completion. They see that they miss the influence of UN-Habitat to achieve the same results as UN-Habitat on achieving results and possibilities to influence decision-makers. During the individual interviews and focus groups the need for UN-Habitat to continue to be the actor of connection and influence was raised.
- In CONAREF, UN-Habitat intended to strengthen the capacity at national level, with the placement of a consultant to work as manager and program analyst and to liaise between UN-Habitat and the Ministry of Land Affairs. As this was important for timely delivery within the programme, the integration of the land expert was very weak which affected knowledge transfer and integration.
- The time frame estimated to reach the objectives on national level in relation to a more comprehensive land reform was too short.
- The evaluation team has indications of that much of the implementation was done top-down, where local partners were implementing activities and had little room for bottom-up reflections on performance.⁶⁹ This is a weakness that may have had a negative impact also on the programmes possibilities to adjust to changes.

⁶⁸ This statement is based on the findings from the interviews carried out by the evaluation team for this assignment. The findings were cross-checked cross different relevant stakeholder groups and therefore is not a statement based on a few individuals or a single category. Findings were highly consistent among several groups of interviewees

⁶⁹ This was also point out in the Mid-term Review of the programme and recommended to be improved.

Recommendations for future programming on land conflict in the DRC and other similar conflict contexts

Running programmes in post-conflict countries demand a robust programme management team that is well staffed both for management and financial oversight as well as to allow for co-ordination and regular risk assessment and reviews of the programme in relation to expected outcomes and assumptions. In the given context, the management team, as well as the donor community should expect to see several adaptations and changes to the programme logics and results framework etc. Ongoing context analysis and testing of the assumptions of the programme to the changing situation will be necessary to stay relevant and efficient.

In the case of the PSLGPSR programme, it has aimed to address land conflict in DRC. It is highly relevant and one of the root causes for the conflicts in DRC. The programme has effectively addressed more low-level land conflicts and avoided addressing more complex community conflicts involving bigger land holders to a large extent. In order to address community conflicts, the programme would have needed to have an even stronger participatory approach and pay more detail to the specific needs of, for example, youth, that were not properly addressed in the PSLGPSR programme. Interviews also indicate that there has been a need for a stronger focus on adapting and changing the programme according to the contextual development on national as well as regional and local levels. In this regular communication with stakeholders and other actors are key.

LESSONS-LEARNED

Overall, the programme had important achievements and some successful results, as well as malfunctioning processes, weaknesses and challenges that affected the programme implementation. The identified lessons learned could be considered by UN-Habitat for the future programming to improve quality of delivery of similar programmes. Based on evaluation experience, they can contribute to learning and better understanding of design, monitoring and reporting on any given intervention, and strengthen collaboration and coordination of future programmes/projects.

Programme design

Programme was relevant and well aligned with strategic documents such as; the consensual roadmap on land reform and the stabilization strategy for the east of the country (STAREC) in its land governance component and was among the priorities identified by the provincial stability strategy, (implementation partner). The programme also contributed to the National land policy document that was drafted during the course of the programme implementation.

However, the programme had limited reach, only covering a few communities in three provinces in Eastern DR Congo. For stronger outcome and impact working in one province at the time could have been beneficial. Also, there were weak synergies and co-ordination with other interventions of UN-Habitat and involvement of various stakeholders which affected the achievement of results⁷⁰

Stronger stakeholder involvement in programme development and creating better conditions for coordination and synergies with other interventions on local, provincial and national levels could have improved the delivery of the programme. There were intentions to create coordination structures in each province for relevant stakeholder, these coordination efforts could have helped to strengthen the links between different actors. Also, the exchange of information between the various actors was weak.

There was a missed opportunity to pool resources together for stronger results.⁷¹ Examples of stakeholders involved in Land related issues in the targeted provinces were EU funded land administration program managed by Caritas, the World Bank was implementing an agricultural programme with a land component, the Dutch cooperation had a project targeting the North and South Kivu.

The programme lacked a robust clear programme documentation which has affected the overall understanding of the programme. Better understanding of the programme objectives improves implementation, monitoring and reporting on outcomes and impact level.⁷² A stronger awareness of the programme goals on all levels is important for capitalisation on new upcoming opportunities as well as improved preparedness to adapt the on-going programming to contextual changes. The programme also **missed clear measures for sustainability**, from planning throughout programme implementation which affected the overall programme sustainability.

Inadequacy of the Theory of Change and Logical Frameworks

The programme documents lacked Theory of Change (TOC)s (i.e. both for phase 1 and phase 2), describing building blocks (specifying causal – and -effect links) required to achieve the intended results. The TOC helps to understand how the programme is supposed to work to achieve the intended results, working underlying assumptions and risks. The programme also lacked adequate logic framework that would aid measurements and assessment (both qualitative and quantitative) of progress against targets and goals. The Logic Frameworks and TOC are useful tools for programming and provide useful framework around which evaluation can be designed.

⁷⁰ This is referring to both other actors working with similar and related issues as well as in the areas of intervention.

⁷¹ Based on statements in interviews

⁷² The lack of coherence in perception of the programme and understanding was more outspoken in relation to programme implementing partner's and target groups than in UN-Habitat.

It was very difficult to follow the changes of the results framework throughout the programme. In the dialogue with both the programme staff and the Independent Evaluation unit, the evaluation team started the evaluation process with a preliminary ToC drafted by the programme as a basis for the evaluation. The evaluation team also found it challenging to establish how the planned activities were expected to contribute to outputs and outcomes based on the programme documentation and therefore to fully analyse the preliminary ToC. Establishing a ToC of a programme is a very useful for programming and a good tool to test and improve the programme intervention paths throughout implementation for stronger results.

Stakeholder involvement

The programme involved a number of actors, but active stakeholder involvement was weak. The programme intended to have co-ordination at all levels. The co-ordination and partnerships could have been stronger on several points. The liaison within the Ministry for land administration could have been strengthened and stronger links between the in-house consultant funded by UN-Habitat and the rest of the ministry should have been created. The programme anticipated to establish, or activate co-ordination groups, the functioning of the co-ordination groups however had mixed results. UN-Habitat collaborated with a number of implementing partners, which in turn worked with various locally based CBOs.

Programme management

Project management is vital for success of any project and misaligned project management team create negative impact on the outcomes of the project. The evaluation pointed to some challenges and weaknesses in the overall management of the programme. Challenges were raised in relation to staffing, whether the hired staff has the right skills set, if they were based in the appropriate location, whether the line of command and management structure was appropriate for the mission size and the challenging context. Other issues raised included the appropriateness of the way the UN-Habitat programme was staffed in order to meet the UN requirements and standards in terms of financial management and oversight.

'Value for Money'

The programme management and Value for money are connected. There were several aspects of weaknesses in the financial management that resulted in for example unpaid contracts. There are also some cases where community CBOs and community members claimed that there are funds that belonged to them that has not been repaid. The Evaluation team also understood that there were issues where stakeholders were sent to a course out of the country, where the participants then had to stay for more than two weeks, while UN-Habitat was trying to provide the funds to pay for the travel back to DRC. Meanwhile participants had to pay out of their own pocket.

Result Based Management

Application of Results based management approach improves programme implementation, better communication on reporting progress and results and contribute to useful evaluations. The evaluation team found considerable gaps and weaknesses in terms of the RBM approach for the programme. There were weaknesses in the result framework. It was difficult to understand the various changes of the programme over time, and how the reports reflected these changes (this was further complicated by the fact that donor reporting often focussed on indicator and output level; link and reporting on the outcomes was difficult to track. Also, with the change of the programmes indicators, made it difficult to follow changes between the two phases of the programme as well as to compare the progress reports.

Such a large programme with several management levels and regional staff far apart from each other require a robust RBM system. Also, when engaging external implementing partners, a solid understanding of the focus of the programme and its different parts is important for effective implementation. A solid RBM programme involves regular updates and adjustments to external changes, this is not to be seen as if the original plan was flawed in any way but should be seen as a way to stay relevant throughout the implementation period. This is of particular importance in fast changing environments, such as fragile post-conflict states. Not to adapt to the changes could not only risk that the programme is no longer relevant and it can also have negative impact and put partners and staff at great risk.

Conflict sensitivity and Risk management

Conflict sensitivity to be effective and to maximize impact, it should be mainstreamed within the programme design and implementation. The programme aimed at addressing root-causes to conflict in Eastern DR Congo, in both phase I and phase II. The programme also developed mechanisms for addressing land disputes which successful in addressing some of the land disputes and conflict in the targeted communities.

Although, the analysis at the start of the programme pointed to youth, IDPs, etc. as important groups, these insights were not reflected in the programming and certain groups were not fully included. The programme could also have done more to address more complex conflicts and seek to develop mechanisms also for addressing them to a larger extent.⁷³ Some stakeholder groups have specific needs (youth, minorities), that where not addressed to a large extent neither through the design nor the implementation.

Also, the programming could have had better preparedness for continuous conflict analysis and risk assessment and included a preparedness for different situations through the development of different alternative scenarios. The project management needs to be prepared to analyse the programme and may be adapt and change the implementing modalities to suit a changing environment.

Strategic choices for the future

There is still be a need to work on land issues. The programme provided an opportunity to work on regional and local levels. At the local level, the programme was well received and recognised. However, a lot remains to be done in order to use the developed local land use plans. There is also a great potential to make use of the methods and manuals developed as well and the experience on how to strengthen and build capacity within the land administration and broaden the scope in targeted areas. Technical support for the continuation of implementation of plans and the development of maps should be put in place, in order to secure and sustain what has already been achieved.

Partnerships, cooperation and collaboration are key ensuring efficiency in delivery and effectiveness of projects/programmes. UN-Habitat working in stronger, long term partnership with implementing partners and taking a more active role in liaising with other donors, INGOs and other actors working within the field of land management and land dispute would be vital. Taking a leading role in co-ordination and bridging between the government and other actors working within the field, UN-Habitat could improve performance of its programmes and projects. Co-ordination should be done with other actors working with similar issues to ensure stronger synergies and avoid overlapps. There is also potential work to facilitate and seek stronger ownership from governmental structures in taking over some of the programmes as a long-term well-adapted sustainability plan of donor support.

Strengthening internal management and control, and risk management is key for successful delivery of the programme. There is a need to ensure that UN-Habitat upholds UN standards, and the organisations looks at the possibility of establishing stronger internal controls and risk management of the projects, and ensuring e management lines are improved. In this regards, UN-Habitat could have:

- Mapped which organisations are doing what in the targeted provinces of the project, in line with land issues and work strategically to complement their work while finding UN-Habitat's own niche. This could have allowed the other organisations not feel threaten by the resources available to UN-Habitat and a better collaboration between the different actors. This would have resulted in a better participation in the regional stakeholder initiatives.
- Worked /contracted the land administration training centre to perform capacity building activities. This could have contributed to sustainability and appropriation of the process by both the land administration and communities.

⁷³ Complex conflicts were more often relating to larger land and estate owners. In the case of Kako, the community has had a dispute with a company that sold the land to the current landowner. The land was overlapping so that the community were owning one part of the land. The landowner wanted to compensate for the land and has given some land that in the Land Use plan is reserved for the cemetery dut to its remote location. The land is unsafe and will risk being attacked by militia. The case is presented as a successful case of solving of complex land conflict on behalf of UN-Habitat, however there is still not a sustainable solution to it.

- Strengthen, at the national level, relationship with CONAREF and ministries with focus related to the need of the project (land affairs, agriculture, planning and housing, etc) so that they understand and give the necessary powers to their representatives in the 3 provinces targeted by the project. This would have allowed them to participate in various multi-stakeholder initiatives of the project.
- Contracted people with an expertise of working in DRC, with longer contract to cut on turnovers as well as instability in the contract. This would have allowed staff to learn lessons from their program, make necessary changes and adapt to the needs of the programme beneficiaries.

RECOMMENDATIONS

Recommendation 1: A new programme should be developed with strong participatory and consultative approach and liaising with other stakeholders. Active engagement and ownership from the government should be secured. The new programme should make use of the of the new legal framework and ensure aspects of technical support to ensure what has been achieved so far is sustained are incorporated in the new programme.

Recommendation 2: For future programming, UN-Habitat should carefully carry out comprehensive study/analyse of the context and identify needs of targeted groups. This would help to define where to create strongest impact and added value. A clear phased-out plan should always be established to ensure effective implementation, achievement of planned results and sustainability of what is achieved.

Recommendation 3: A solid Theory of Change (TOC) should be developed as part of the programme development. The TOC should be tested and adjusted during the programme implementation for more efficient implementation and stronger impact. The adjusted TOC should be documented, communicated and reported on throughout programme implementation.

Recommendation 4: New programme/project development should consider and incorporated evaluation findings, lessons learned, recommendations of this ended programme for a more appropriate and fit for purpose programming.

Recommendation 5: Involvement and stronger participation of key stakeholders should be ensured at the programme development stage. This would ensure a stronger relevance in focus and design, improve relationship with stakeholders and partners in the programme and create conditions for better coordination and synergies with other interventions on local, provincial and national levels.

Recommendation 6: UN-Habitat should work more on community level conflicts, even if this might mean a fewer number of resolved cases in actual numbers, the impact in the community would at the same time increase.

Recommendation 7: The programme implementation should ensure robust programme documentation that are widely shared and communicated with implementing partners and stakeholders. Continuous dialogues and communication should be kept throughout the implementation; to have preparedness to adapt the programming to contextual changes.

Recommendation 8: Project administration should be brought closer to the areas of intervention and solid follow-up and transparency should be ensured. UN standards and UN-Habitat procedures should be followed throughout the programme implementation.

Recommendation 9: UN-Habitat should to improve partnerships and co-ordination throughout the programme design and implementation. This would involve relation building, liaising and dialogue as crucial for an effective implementation and not a side activity. This also means to build relations with local capacities and local experts where they exist.

Recommendation 10: Partnership with implementing partners should be built on a well-articulated roles and responsibilities and ensure stronger stakeholder involvement during planning and implementation for sustainable results.

Recommendation 11: The programme design and implementation should focus on achieving impact. It should be developed with good measurable indicators, both quantitative and qualitative indicators, to measure progress towards achieving outcomes and impacts. It means application of Results- based Management in design, implementation, monitoring, reporting and evaluation of the programme.

Recommendation 12: A sustainability plan of the programme should be developed and adopted paying stronger attention to strengthening sustainability in planning and design phase of the programme as well as throughout programme implementation. It is crucial to have measures and procedures of sustainability at the start of the programme on how the programme will phase-out and sustain the achieved results.

Recommendation 13: Programme documents should be appropriately formulated and institutionalized throughout the organisation. If documents are amended, changes should be carried out in collaboration and the engagement with implementing partners. If it is clarified how activities are anticipated to contribute to outputs and objectives, monitoring and the assessment of the programme effectiveness will improve and make it easier to adapt the programme to contextual changes and challenges for better results.

LIST OF ANNEXES

ANNEX 1

TERMS OF REFERENCE FOR TERMINAL PROGRAM EVALUATION OF SUPPORT TO LAND GOVERNANCE FOR PEACE, STABILITY AND RECONSTRUCTION IN DRC POST CONFLICT

Background and Context

United Nations Human Settlements Programme (UN-Habitat)

The United Nations Human Settlements Programme (UN-Habitat) is the specialized programme for sustainable urbanization and human settlements in the United Nations system. Its mission is to 'support governments and local authorities, in line with the principle of subsidiarity, to respond positively to the opportunities and challenges of urbanization by providing normative or policy advice and technical assistance on transforming cities and other human settlements into inclusive centres of vibrant economic growth, social progress and environmental safety' (Strategic Plan 2014-2019). Pursuant to its mandate, UN-Habitat aims to achieve impact at two levels. At the operational level, it undertakes technical cooperation projects. At the normative level, it seeks to influence governments and non-governmental actors in formulating, adopting, implementing and enforcing policies, norms and standards conducive to sustainable human settlements and sustainable urbanization. Its work is guided by successive six-year strategic plans.

In the current strategic plan for 2014 to 2019, UN-Habitat has structured its substantive work in seven subprogrammes below, that correspond to its seven Branches.

- i. Urban legislation, land and governance
- ii. Urban planning and design
- iii. Urban economy
- iv. Urban basic services

- v. Housing and slum upgrading
- vi. Risk reduction and rehab
- vii. Research and capacity development.

The 'Programme Support to Land Governance for Peace, Stability and Reconstruction (PSLGPSR) in Democratic Republic of Congo (DRC) Post Conflict' (PSLGPSR) contributes to the Urban legislation, land and governance sub-programme's work. The programme is delivered through the Regional Office for Africa, which works with African governments to take action and position themselves for addressing urbanization issues effectively.

The PSLGPSR description

The prevalence of land conflicts in the DRC has increased during the last decade. Such land conflicts have been compounded in the post-conflict setting by complex ethnic dynamics of the region. Statutory land ownership and customary practices are major sources of conflict. However, competition around land is increasing for various reasons, including return and reintegration of IDP's and refugees, power and territorial struggle for pasture, agricultural production and livelihood, as well as mining and natural resources. The competition has increasingly fuelled land disputes, disrupting peace, stability and economic recovery in the DRC post-conflict. Further, the statutory system for titling and registration of land, has failed to properly resolve land conflicts, partly because the legal framework does not recognize customary land tenure rights. From 2009 to 2013, UN-Habitat identified more than 4,618 land disputes in the provinces of North Kivu, South Kivu, Ituri and Equateur within the land mediation programme.⁷⁴

Tackling land issues in the stabilization process in post-conflict DRC is critical for achieving peace and social harmony as well as for creating an enabling environment for economic recovery. In Eastern DRC, there are various interventions in the land sector aiming at addressing land related issues. The PSLGPSR, funded by DFID, aimed at addressing root causes of land conflicts by improving land use and land ownership. The programme drew lessons from the past and ongoing interventions in the land sector and focused on both land disputes and the land governance system to bring transparency and community participation into land decision-making.

Priorities and objectives of the programme

The PSLGPSR programme is being implemented in Eastern DRC in the three provinces of North Kivu, South Kivu and Ituri. Since 2014 and until the end of 2015, the Programme Support for Land Governance for Peace, Stability and Reconstruction in DRC post-conflict focused

on land dispute mediation, implemented on two main components: (i) stimulation of peace and social cohesion by preventing and resolving land disputes, and (ii) development of an efficient land management system that contributes to peace and stability. From 2016, the programme shifted from land dispute mediation to focus on community participatory land use planning (CPLUP).

CPLUP is a development strategy used to: prevent conflict over land and natural resources, provide local communities with secure land rights and tenure and to set an enabling environment for both social and economic recovery for communities in conflict zones. Transiting from the focus on land dispute mediation to CPLUP led to a modified set of outputs and activities that would ensure successful community participatory land use planning in the three provinces, with active engagement of communities. Table 1 below, shows the overall goal, outcomes as well as outputs related to land conflict mediation (phase 1: 2014-2016) and outputs related to CPLUP (Phase 2: 2016-2019).

Table 1: The overall goal, outcomes and outputs of PSLGPSR implemented in two phases: 2014-2019

The overall goal of the programme is to improve land governance for peace and stability and to set up an environment conducive to both economic and social recovery in DRC post-conflict settings in the three provinces of North Kivu, South Kivu and Ituri.		
Expected accomplishments/ outcomes	Outputs related to Land Conflict Mediation: Phase 1 (October 2014-May 2016)	Community participatory land use planning: Phase 2 (June 2016- December 2019)
Outcome 1: Peace and social cohesion are stimulated through prevention and resolution of land disputes	Output 1: Community members have access to mechanisms to prevent and mitigate land disputes.	Output 1 reformulated. Output 1: Effective community participation in land use planning and management process ensured
	Output 2: Favourable land and return conditions for IDPs and Refugees are established.	Output 2 reformulated. Output 2: Land tenure security for peaceful community and economic growth improved
Outcome 2: Efficient land management contributing to peace and stability is achieved	Output 1: Integrated land administration system reconciling formal and informal rights is developed.	Output 3 reformulated. Output 3: Tools and systems to improve land use and management acquired and functional
	Output 2: Develop options for formalizing and managing land customary systems	Output 4 removed, reformulated and merged with Output 1.
	Output 3: An enabling land reform framework is put in place	Output 5 moved and included in Output 1.

Project funding, budget and beneficiaries

The PSLGPSR programme is funded by DFID. The programme had a budget of USD 19,349,013 (£14,880,992). The programme was planned for a period of 51 months starting in October 2014 and ending in December 2018. The programme had a no-cost extension for six months to end in June 2019. Funds are managed by UN-Habitat, as the implementing Agency. The primary beneficiaries of the land programme are communities in the three provinces exposed to violence resulting from land disputes, returnees and those repatriated within communities as well as decision makers in the land administration system, including local community steering committees.

Women, youth and vulnerable Pygmy people constitute most of the target beneficiaries of the programme. Young people are highly vulnerable when it comes to land acquisition and ownership and the programme aimed at advocating youth access to land and their inclusiveness in long lasting solutions. Women and Pygmy people have been particularly vulnerable in DRC land dispute dynamics. In most customary land management systems, women are excluded from allocation and inheritance of land and the programme aimed at enhancing women's participation in the CPLIP process. The Pygmy people have been excluded from land allocation in the DRC for a long time. The programme also aimed at building capacity in land administration, focusing on key elements of land governance.

Monitoring and evaluation of the programme

The monitoring and evaluation frameworks were specified in the programme document. As per requirement of DFID, the programme would be subjected to mid-term and final evaluations. A mid-term evaluation was conducted in 2018 by an external consultant. Among the recommendations of the mid-term evaluation was to proceed with land plot activities in Gitovu, adopt a communication strategy making use of local languages and with consideration of illiterates, promote self-learning through adopted tools and languages, prepare a study on 'communication for development' (C4D) addressing the needs of beneficiaries, consider long-distance learning options and develop training on how to conduct learning

for vulnerable groups and implementing agencies, as well as facilitate sharing of experiences between communities.

Recommendations from the mid-term evaluation have been implemented in terms of securing community land rights, communication in local languages for successful address of emerging needs and stakeholder capacity building. The programme addressed risks of inducing additional conflicts and ensuring key leaders' involvement during the remaining period of the programme.

Programme management

The PSLGPSR programme is managed by the Regional Office for Africa (ROAf). In the DRC, there are Programme offices located in Kinshasa and Goma, with project teams in Bunia, Bukavu and Goma. The programme is implemented in close collaboration with the Urban Legislation, Land and Governance Branch at UN-Habitat Headquarters in Nairobi.

In the field, there was also collaboration with the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) and UNHCR, as well as several other UN agencies. Other external partners are National Ministry of Land Affairs, National Ministry of Housing and Urban Planning, Provincial Ministers of Land Affairs, the National Land Reform Commission (CONAREF), traditional authorities, Ituri Land Commission, and two national NGOs: Action pour la Paix et la Concorde (APC) in South Kivu and Aide et Action pour la Paix (AAP) in North Kivu and two international NGOs: Search For Common Ground (SFCG) and CARITAS, as well as universities.

Mandate and Purposes of the Evaluation

This end-of-programme evaluation is undertaken as per requirement of the programme agreement with DFID, which specified a mid-term evaluation as well as final programme evaluation⁷⁵. The evaluation is also in line with the UN-Habitat Evaluation Policy (2013) and the Revised UN-Habitat Evaluation Framework (2016), which requires that programmes and projects of over USD 1 million should be evaluated by external consultants by the end of the intervention.

⁷⁵ As per the requirements of DFID, the Community Participatory Land Use Planning Project will conduct mid-term and final project evaluations. These evaluations will involve two phases and include an: internal pre-evaluation stage involving a quantitative and qualitative review of project activity data by project staff; and external evaluation, conducted by national and international consultants. The pre-evaluation report will be made available to the evaluation team. Page 29 of Prodoc. PSLGPSR and CPLIP.

The evaluation will be utilization-focused, serving accountability, learning and decision-making purposes. It will provide a basis for accountability on how the programme achieved the intended results and determining the merits of the programme, using evaluation criteria of relevance, effectiveness, efficiency, sustainability, changes (impact), synergies and coherence. What will be learned from the evaluation findings is expected to contribute to understanding of what worked, what did not and inform UN-Habitat's and its partners' future engagement in similar projects in conflict contexts by influencing strategies, exploiting opportunities, replicating and up-scaling the implementation approach used, and generating credible value for targeted beneficiaries in addressing land governance. The evaluation will also provide recommendations to inform future decision-making that will feed into UN-Habitat and DFID engagement in DRC and other similar conflict contexts.

The intended users of the evaluation results include, but are not limited to the following: UN-Habitat programme team and management, as the implementing Agency; DFID, as the donor who provided financial and other support to the programme; national and external partners working and having decision-making roles in the land sector and in provinces where the programme is implemented.

Objectives of the Evaluation

The evaluation is to provide UN-Habitat and its partners with an independent and forward-looking appraisal of the programme's operational experience, achievements, opportunities and challenges, and provide recommendations on how UN-Habitat and its partners could address land issues in conflict contexts in future.

Specific objectives of the evaluation are to:

- i. Assess the appropriateness, performance and achievements of land conflict mediation and CPLUP approaches of the programme at output and outcome levels;
- ii. Assess the extent to which the land programme has created 'value-for-money' supporting peace, social cohesion and efficient land management and if the community approach and tools used have worked well or not and built capacity in the land administration system;
- iii. Assess the relevance, efficiency, effectiveness, sustainability, impact outlook, synergy and coherence, and partnership and cooperation arrangements of the programme;
- iv. Assess how gender and empowering of women, youth, human rights, and equity and non-discrimination of Pygmy people were addressed and mainstreamed by the programme;
- v. Assess to what extent the recommendations from the mid-term evaluation were implemented and determine the extent to which innovations were developed during programme implementation;
- vi. Identify lessons and propose recommendations that can be used for further programming on land conflict in the DRC or other similar conflict contexts.

Scope and Focus

The evaluation will cover performance of the programme for the whole period from October 2014 to June 2019, focusing on three provinces of North Kivu, South Kivu and Ituri. The focus is mainly on assessing achievements, performance, challenges and opportunities of the programme, and crafting recommendations on how to address land as a driver of conflict in future programming.

Evaluation Questions

The evaluation questions provided are basic and should not be understood as exhaustive. The evaluation team will elaborate and develop an evaluation matrix with detailed evaluation questions, data collection modalities and data sources in the inception report. The evaluation questions are designed along the evaluation criteria of relevance, efficiency, effectiveness, sustainability, impact outlook, synergy and coherence. However, the evaluation will seek to answer the following overarching evaluation questions:

- To what extent did the programme achieve its outputs, expected accomplishments (Outcomes) and objectives in addressing land conflict in Eastern DRC?
- To what extent did UN-Habitat collaborate and coordinate with other actors, including national, sub-national and other international partners to address land conflict and what was the added value of UN-Habitat?

- What have been good practices and opportunities as well as critical gaps and challenges in delivery of the programme?
- What recommendations can be made for future programming on land conflict in the DRC and other similar conflict contexts?
- Which key factors influenced the achievement or non-achievement of results?
- To what extent were other cross-cutting issues of youth and climate change integrated into the design, planning and implementation, reporting and monitoring of the programme?

Relevance

- To what extent did the programme's design and its intended results respond to the needs of key stakeholders including targeted beneficiaries?
- To what extent were the objectives and design of the programme relevant and aligned with national goals, policies, strategies and other frameworks that address land conflict issues?
- To what extent did the programme design and intended results take into account conditions of the DRC, and were responsive to UN-Habitat strategies, the New Urban Agenda and the SDGs?
- To what extent did the programme adopt a participatory approach to its design, including consultations with key stakeholders.

Efficiency

- To what extent were the intended results achieved within the stated timeframe of the programme?
- To what extent was the programme delivered in a cost-effective manner?
- To what extent were the institutional arrangements adequate for achieving the expected results?
- What type of (administrative, financial and managerial) internal and external obstacles did the programme face and to what extent has this affected delivery of outputs and achievement of the expected outcomes?
- What mechanisms for monitoring and reporting were built in the programme?

Effectiveness

- To what extent were the programme's intended results achieved at output, outcome and impact levels over the evaluated period?
- To what extent were results achieved inclusive by supporting the realisation of human rights, gender equality and other equity considerations?

Impact Outlook

- Overall, what has changed because of the programme's implementation and has there been changes to partners and targeted beneficiaries in communities and the land administration system?
- Are there unintended effects (positive or negative) that arose because of the implementation of the programme?

Sustainability

- To what extent did the programme anticipate the need for the continuation of effects following its completion and prepared strategies to support such continuation?
- To what extent will activities be replicable or scaled up at local, provincial and national levels or encourage further collaboration and exchange between stakeholders?
- To what extent has the programme supported the strengthening of systems/institutions/capacities to support future development?
- To what extent will positive effects generated by the programme continue for key stakeholders and beneficiaries when the programme ends? What is the potential for scalability of the program?

Coherence and synergies

- To what extent was the programme implemented in synergy and coherent with other development actors?
- To what extent was the programme designed for complementarity with the activities of other development partners.
- To what extent was coherence achieved from the land governance perspective for peace and social cohesion and building an environment for economic and social recovery in the DRC?

Stakeholder Involvement

It is expected that this evaluation will be participatory, providing for active and meaningful involvement of key stakeholders. Different stakeholders are expected to contribute to the evaluation with information and practical support. While some stakeholders will be involved through interviews or surveys, others will be involved in the whole evaluation process, including design, information collection, evaluation reporting and results dissemination, with the intention of raising awareness, building ownership and enhancing utilization of the evaluation report. Entities such as UN-Habitat, DFID, other UN Agencies, including MONUSCO and UNHCR, national and local authorities, NGOs and citizens will be involved in the process through the established Evaluation Reference Group (ERG), which is an effective way of engaging stakeholders, as it provides systematic involvement.

Evaluation Approach and Methods

The evaluation shall be independent and will be carried out following the evaluation norms and standards of UN-Habitat and the United Nations System. While maintaining independence, the evaluation will be carried out through a participatory approach, which seeks views of key stakeholders on the programme. The evaluation team will not act as a representative of any party and remain independent and impartial.

The evaluation will be results-based in approach, based on the Theory of Change (TOC) of the programme and its logical framework. The evaluation team will be required to outline the TOC as applied for this evaluation, describing causal pathways and their cause and effect links to help understand how the programme was supposed to work, through which the desired results were to be achieved and of internal coherence.

The evaluation will use mixed methods and techniques through qualitative data collection methods. The robustness of the evaluation will be dependent on triangulation of a wide variety of data and information sources. Methods to be used will include the following elements:

Review of documents relevant to the project. Documents to be provided by relevant UN-Habitat entities and partners, and documentation available with stakeholders and beneficiaries (such documentation shall be identified and obtained by the evaluators). The evaluation team is expected to review all relevant information sources, including but not limited to the following documents:

- Project document, results framework and implementation plans;
- Monitoring, mid-term evaluation and mission reports;
- Compilation of monitoring reports (study underway in June 2019);
- Publications relevant to land reforms in the DRC;
- Tools;
- Training and workshop reports;
- Strategic plans, as deemed relevant, such as UN-Habitat's Strategic Plan (2014-2019), relevant land governance plans, and other relevant policy documents;
- Outreach and communication material related to land issues in DRC.

Key informant interviews and consultations, including focus group discussions will be conducted with implementing partners, key national stakeholders and others, including consultants and project staff of UN-Habitat. The principles for selection of stakeholders to be interviewed as well as evaluation of their performance shall be clarified in advance (or at the beginning of the evaluation). The informant interviews will be conducted to obtain qualitative information on the evaluation issues.

Surveys, *if deemed feasible*, to obtain quantitative information on stakeholders' views and perceptions.

Field visits, as security permits, to sites to observe and meet with stakeholders, including beneficiaries, for interviews and focus group discussions.

The evaluation team will describe evaluation approaches and methods, sources of information, expected data analysis and instruments to be used in the inception report.

Evaluation Management and Responsibilities

UN-Habitat will commission the evaluation. It will be managed by the independent Evaluation Unit to avoid conflict of interest and ensure credibility of the evaluation process and deliverables. The Evaluation Unit will guide the recruitment and ensure that the evaluation is contracted to suitable candidates. The Evaluation Unit will advise on the code of conduct of evaluation, provide guidance and technical support throughout the evaluation process. The Evaluation Unit will have overall responsibility of ensuring that contractual requirements are met and approve all deliverables (Inception Report with work plan, Draft and Final Evaluation Reports), once endorsed by the ERG.

The project team located in the Regional Office for Africa and in the DRC will provide logistical support, including providing information, documentation required and providing list of contacts of stakeholders to be interviewed and included in group discussions.

An evaluation reference group will be established at the start of the evaluation process with members representing the project team (ROAf), representatives from the donor, the Department of International Development (DFID), representatives of the three Provincial Ministers of Land Affairs/National Land Reform Commission (CONAREF), and representatives from the Urban Legislation, Land and Governance Branch of UN-Habitat as well as representatives of the Evaluation Unit. The role of the reference group is to contribute to the credibility, quality and use of the evaluation's findings and recommendations. The group will be responsible for acting as a source of knowledge for the evaluation; assisting in identifying other stakeholders to be consulted during the evaluation process; participating in meetings of the reference group; reviewing and providing inputs and quality assurance on key evaluation deliverables, including TORs, inception report and drafts of the evaluation report.

The evaluation will be conducted by an evaluation team of one international consultant and one national consultant. The international consultant should have both substantive and evaluation expertise.

As the lead evaluator, the international consultant is responsible for meeting professional and ethical standards in planning and conducting the evaluation and producing the expected deliverables in accordance with the UN-Habitat evaluation policy and UNEG Norms and Standards for evaluation in the UN system. The national consultant will support the lead evaluator in planning and conducting the evaluation, as well as collecting data and reviewing evaluation outputs.

Qualifications and Experience of the Lead Evaluator

The international consultant is expected to have:

- Extensive evaluation experience in designing and implementing evaluations, as well as triangulation using quantitative and qualitative methods.
- Knowledge and understanding of UN-Habitat and its mandate.
- Understanding of land sector governance issues, and contextual understanding of the dynamics of land conflicts.
- Capacity to present credible findings derived from evidence and formulating conclusions and recommendations supported by evaluation findings.
- 10-15 years in results-based management working with projects/programmes in the field of land, legislation, governance and capacity building and other related fields.
- Advanced academic degree in political sciences, social economy, land use planning and governance, public administration, or similar relevant fields.
- Recent and relevant experience of working on post-conflict development projects and similar interventions in developing countries.
- A useful mix of experience and familiarity with public administration in Africa and other parts of the world.
- Fluency in French and English (speaking reading and writing).

Key Deliverables

The three primary deliverables for this evaluation are:

Inception Report /evaluation work plan. Once approved, it will become the key management document for the evaluation, guiding evaluation delivery in accordance with UN-Habitat's expectations and standards for evaluation reports. The inception report shall include background and context, evaluation purpose and objectives, theory of change, evaluation matrix, approach and methods to be used, limitations or constraints to the evaluation, proposed outline of the evaluation report, as well as work schedule and delivery dates of key evaluation deliverables.

Draft Evaluation Report. The evaluation team will prepare a draft evaluation report. The draft should follow UN-Habitat's standard format for evaluation reports (the format will be provided). The format is intended to help guide the structure and main contents of evaluation reports formulated by UN-Habitat.

Final Evaluation Report. A final evaluation report of not more than 40 pages, including Executive Summary, but excluding Annexes, will be prepared in English and translated into French. The report should be technically easy to comprehend for non-evaluation specialists.

Resources and Payment

The funds for the evaluation are made available from the PSLGPSR Programme budget. The evaluation consultants will be paid a professional evaluation fee based on the level of expertise and experience. This is a home-based consultancy and daily subsistence allowance will be paid only when working outside the official home-based station. Travel costs of the consultants will be covered by UN-Habitat. Field travel to the DRC will be necessary. The consultancy is output based and payments will be paid upon satisfactory delivery of outputs.

Provisional Work Schedule

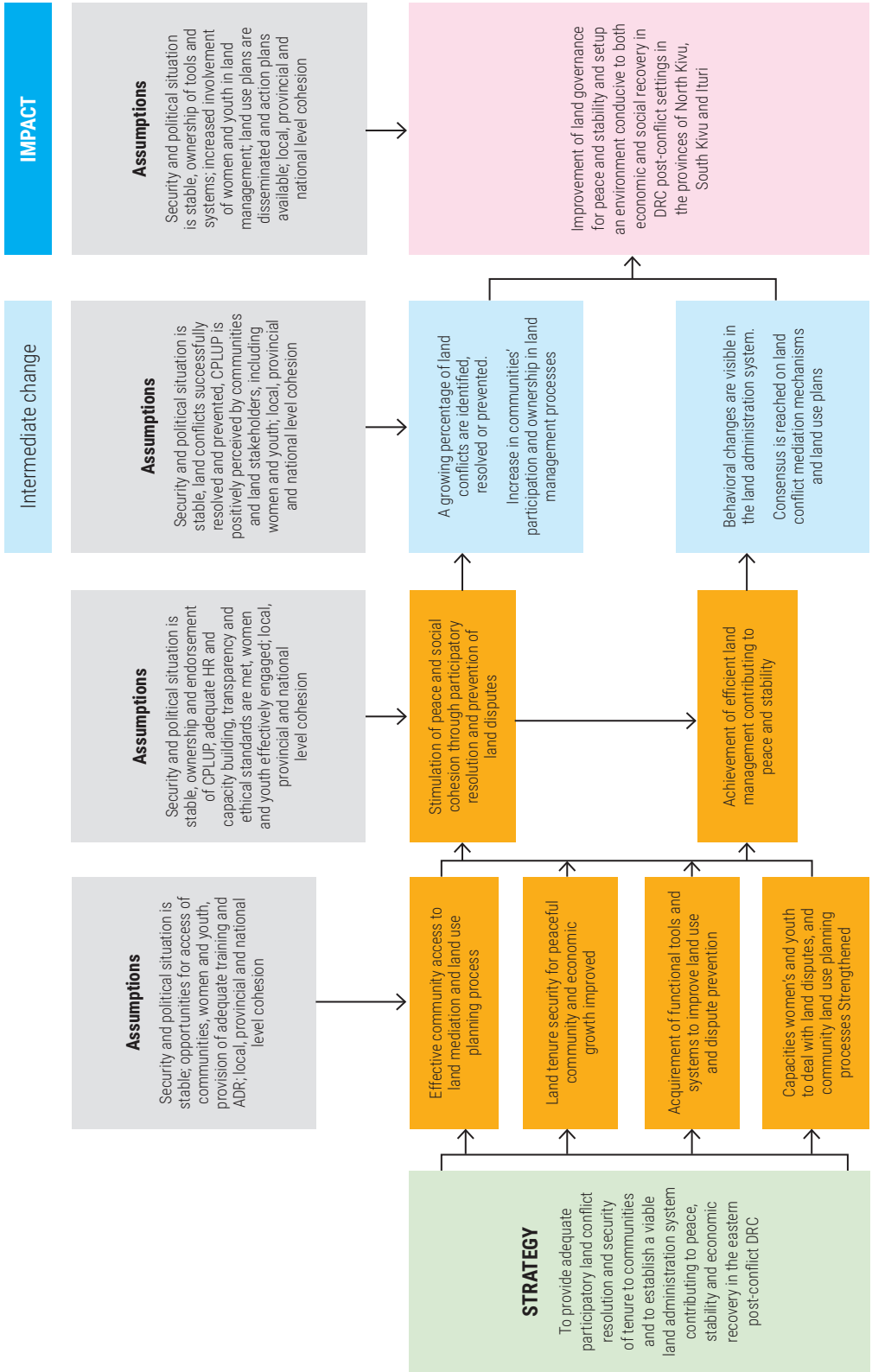
The evaluation assignment will be paid for two months but conducted over a period of three months, from September 2019 to November 2019. Table 2 below indicates timelines and expected deliverables during the evaluation process.

Table 2: Provisional Work Schedule

#	Task Description	July 19				Aug 19				Sept 19				Oct 19				Nov 19			
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
1	Development of TOR for the Evaluation				X	X	X														
2	Call for expression of interest and recruitment of evaluation team							X	X	X	X										
3	Inception Phase, including formal document review and development of inception report											X	X								
4	Data collection phase including document reviews, interviews, consultations, group meetings and field visits													X	X	X	X				
5	Report writing phase: Draft Evaluation Report															X	X	X			
6	Review of draft Evaluation Report																		X	X	
7	Delivery of Final Evaluation Report																				X

ANNEX 2

THEORY OF CHANGE PROVIDED BY UN-HABITAT



ANNEX 3

LIST OF DOCUMENTS/PUBLICATIONS CONSULTED (NOT EXHAUSTIVE)

Report to DIFID

Annual report 2017

Annual report 2018

CPLUP Quarterly Narrative Report Apr-Jun-31Jun19

Quarterly report Sep- Dec 2018

List of Projects funded through the UN-Habitat programme.

PiP Performance Improvement Plan UN-Habitat Actions Reunion Coordination June 2018

PiP CLUP Performance Improvement Plan and Progress report

Performance Indicators-30 Jan 2019

Transition documents for CLUP, May 2016 (Budget, Budget narrative, Programme proposal, Logframe, Staffing plan and organigramme)

UN-Habitat reports

Annual Review for DIFID, post April 2018 dated 29 Jan 2019

Programme reports DIFID (more than 26 documents, quarterly reports, financial reports from 2015-2019)

Reports from the hired experts Prof Materu and Dr Sados (6 different documents)

Reports on the pollical situation in DRC and Land management issues in DRC (research funded by the programme)

Assessment of DRC land administration towards Land information system (LIS) implementation, May 2018

Internal documents on the LIS and SIS (21 internal documents)

Concept note for a new programme phase 2020-2023

New Concept Note for DRC Phase II (2020-23)

UN-Habitat communication of programme results

UN-Habitat presentation notes for the Dutch land conference

UN-Habitat CLUP EXPERIENCE IN DRC PPT Presentations (6 PPT files)

Documents on Participatory Community Land Planning for the three targeted provinces

Baseline study, Results frameworks from the various phases of the programme.

Final programme report for DIFID draft 23-12-2020

Programme support GLNT, Phase 2016/2018 and other land governance and tenure initiatives. Final Narrative Report, 29 November 2019

Constructions of Buildings (2 documents)

Memorandum of Understanding (MoU) with partners and stakeholders

MoU with APP

MoU with APC

MoU with Caritas

MoU with MINAFF

MoU with APC

Contracts for Grants for youth and women

Contract with ENTENE ITURI

Contract with ASMADI

Contract with COHDAS

Contract with SAFKA

Contract with Le Conseil de la Jeunesse, CLJ

Other contracts

Contract for the Land title of the Rutshuru SCFL Plot

Reports carried out within the programme, consultants report, for example;

The Mid-term Evaluation of Program Support to Land Governance for Peace, Stability and Reconstruction in DR Congo Post Conflict, 2018

Study of the Dynamics of conflicts and Contribution of CPLUP to Land disputes, risk reduction and peace building in Ituri, Northern Kivu and South Kivu, 2019

Conceptual framework on how to conduct Participatory Land Use planning in post conflict region in the democratic republic of Congo.

Documentation of the training and awareness raising campaigns conducted under the community participatory Land Use Planning at the Community, territorial and provincial levels.

Mapping and analysis of the land mediation interventions and projects at the local level lessons for the community participatory land use programme as a more robust tool for tackling Land conflict and disputes in post conflict RDC Congo.

Policy brief on community participatory land use planning for Donors

Training and awareness raising toolkit for the implementation of community participatory Land use planning in DRC post conflict

ANNEX 4

LIST OF INTERVIEWEES

Individual interviews, 36 persons		
1	Oumar Sylla	Acting Director for ROAf, UN-Habitat Kenya
2	Claude Ngomsi	Deputy Representative, UN-Habitat Kenya
3	Susan Mburu	Admin and Finance Manager, UN-Habitat Kenya
4	Pascal Tchikala	Land program expert and Focal point, South Kivu
5	Abel Walendom	Former country representative, UN-Habitat, DRC
6	Olivia Machera	Project Assistant, UN-Habitat Kenya
7	Justin Daniel Kahindo	Focal point North Kivu, UN-Habitat, DRC
8	Emmanuel Nziwa	Focal point Ituri, UN-Habitat DRC
9	Amy Toure	Former Conflict adviser UN-Habitat, DRC
10	Oumarou Housseini	Former programme analyst of UN-Habitat, Goma
11	Prof. Mugangu	Expert at the CONAREF
12	Danilo Antonio	UN-Habitat, ULLG Branch, Kenya
13	Christol Paluku	UN-Habitat, ULLG Branch, Kenya
14	Solomon Njugu	UN-Habitat, ULLG Branch, Kenya
15	Jean Paul Mihigo	Programme manager, Caritas, North Kivu
16	Sosthene Maliyaseme	APC, South Kivu
17	Pierrot Hamadi	Programme manager, CFI, Ituri
18	x	Communaute, North Kivu
19	x	Provincial level, North Kivu
20	CDM du cadastre	Administration fonciere, North Kivu
21	Alphonse Bilo	Chef du village Kintembo, North Kivu
22	Georgette Abezi	X, Kintembo, North Kivu
23	Bea Nabilemo	X, Kintembo, North Kivu
24	Buchakuzu Bungira	X, Kintembo, North Kivu
25	Antoinette Bolimo	X, Kintembo, North Kivu
26	Justin Mukanya	Administrateur du territoire, Territoire de Rusthuru, North Kivu
27	Lebeau Byalenga	Territoire, Chef du comité executif local (CEL), South Kivu
28	Anicet Nsamvu	Chefferie de Bwisha, South Kivu
28	CDM Lemera	Administration fonciere, South Kivu
30	Valery Mukaya	Conservateur des titres immobiliers, South Kivu
31	X, Representant de SAFKA	SAFKA, South Kivu

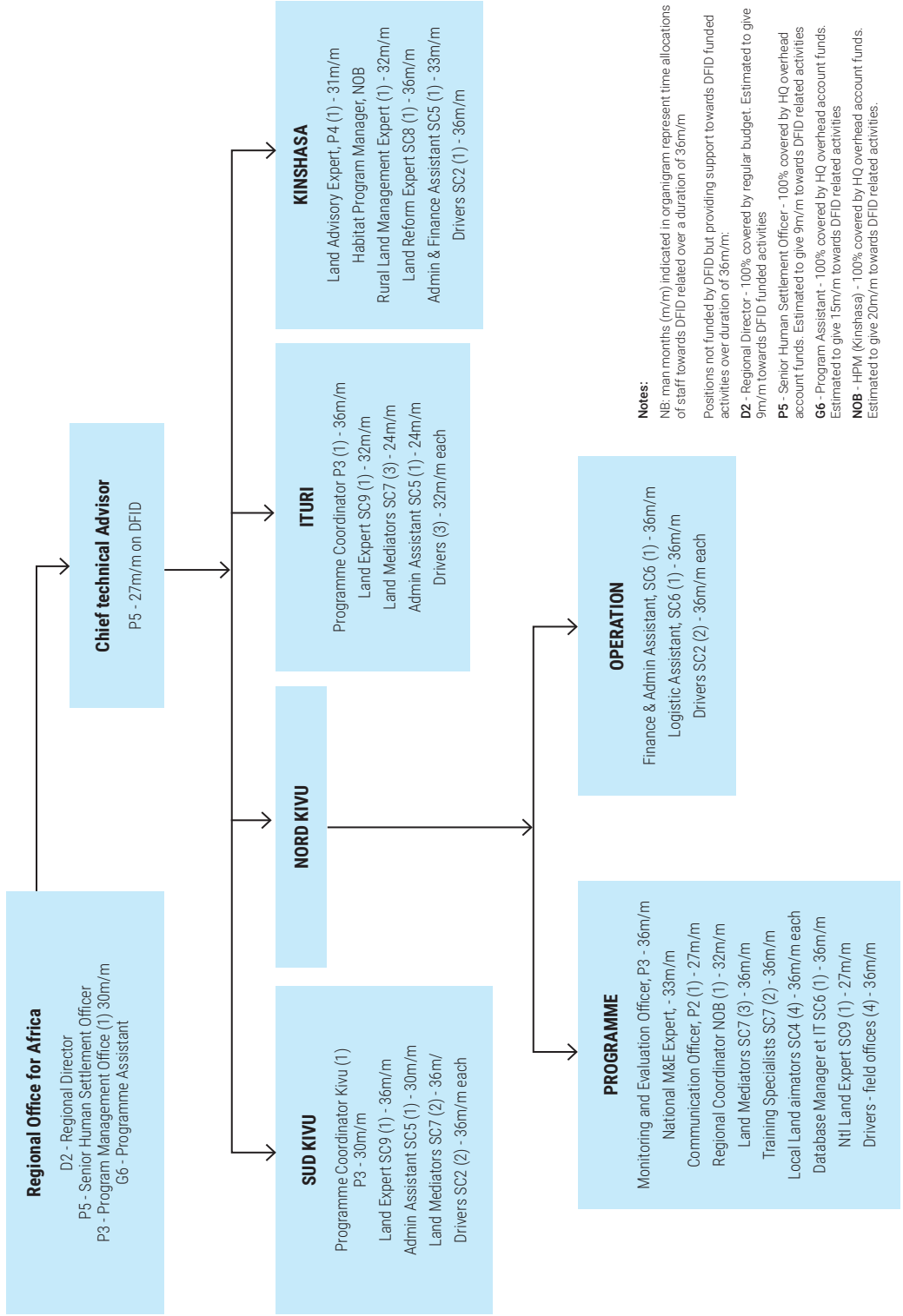
Individual interviews, 36 persons

32	Claudemateso Mbuchu	Communaute, Chef du comité executif local (CEL), Ituri
33	Polycarpe Mbasani	Min. aff. Foncieres
34	Simplice Mutombo	CONAREF national
35	Charlotte Scawen	Country Manager DFID
36	Phoebe White	Former Programme Manager, DFID

Focus group interviews, 79 persons

1	Focus group, CDM Minova members (12 persons)	APC
2	Focus group with women beneficiaries of IGAs and land titles in Nyamasasa, (9 persons)	PAD Feminine Feminine Association
3	Focus group with local authorities (12 persons)	CPEA
4	Focus group on land security, (8 persons)	
5	Land administration office, CTI, CDC and the technical team on SIF/GED, (4 persons)	
6	Youth Group (CLJ) and Women's Group (SAFKA), (14 persons)	
7	Focus group, local cheif of Bwisha and the civil society of Rutshuru, (12 persons)	
8	CTI, CDC, AF managers, Technical team on SIF /GED (8 persons)	

ANNEX 5 MANAGEMENT STRUCTURE ORGANIGRAMME UN-HABITAT RDC



ANNEX 6

PROGRAMME BUDGET

Project Costs	*Projected Budget (USD)	Project Actuals (USD)	Variance (USD)	Variance %
Phase 1 - Land Intervention, Mediation	5,084,255	5,084,255	0	100%
Phase 2: CPLUP				
Output 1	1,457,790	1,413,305	44,484	97%
Output 2	1,420,769	1,349,762	71,007	95%
Output 3	1,674,058	1,429,332	244,727	85%
Output 4	1,107,541	977,168	130,373	88%
Human resources	7,255,474	7,208,594	46,880	99%
Operational costs	1,484,054	1,720,119	(236,066)	116%
Project Totals	19,483,941	19,182,535	301,405	98%
PSC	1,363,876	1,342,777	21,098	98%
Total	20,847,817	20,525,313	322,504	98%
Exchange rate loss	(526,822)	0	(526,822)	
Interest earned:	221,574	0	221,574	
Total Project budget	20,542,569	20,525,313	17,256	100%

From final report, April 2020

**A better quality of life for all
in an urbanizing world**

Regular updates on UN-Habitat's work are available on
www.unhabitat.org



United Nations Human Settlements Programme (UN-Habitat)
P.O.Box 30030, 00100 Nairobi GPO KENYA
infohabitat@UN-Habitat.org

UN HABITAT
FOR A BETTER URBAN FUTURE