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EXECUTIVE SUMMARY

In February 2016 a Logistics Cluster Lessons Learned exercise was conducted for the Logistics Cluster operation in the Democratic Republic of Congo (DRC) covering the period January-December 2015. DRC was chosen as an example of long-term Logistics Cluster engagement in a protracted emergency setting.

Primary objectives of the exercise were to:

a) assess the performance and the activities undertaken by the Logistics Cluster in DRC to support the humanitarian community in reaching people in need of assistance, and

b) draw lessons Learned and recommendations from the operation to support the future development of the Logistics Cluster in DRC as well as to identify best practices and areas for improvement across operations.

Overall, it was found that the Logistics Cluster in DRC was appreciated and perceived as highly relevant for addressing the multiple challenges of the DRC humanitarian requirements. However, it was also found to be limited in scope, and thereby not effective and efficient in helping to identify, prioritise and address gaps and in creating an inclusive and supportive environment for the humanitarian actors.

The main reasons for these shortcomings were found to be linked to the limited scope of the Logistics Cluster concept of operation, affecting the design and implementation of activities, including Information Management; the challenges related to covering a vast geographical area; and, the limited assistance received from the Logistics Cluster support team in Rome, which impacted on the development and management of the operation, active since 2006.

DEVELOP NEW COUNTRY STRATEGY

The Logistics Cluster country strategy in the form of the concept of operation was found to be limited in scope, overly focused on physical access issues, and the coordination approach was perceived as reactive and not sufficiently encompassing the differences between centre and field.
Recommended Action: develop a new Logistics Cluster DRC strategy, prepared and endorsed by the Logistics Cluster participants

It is recommended to develop a new Logistics Cluster DRC strategy, prepared and endorsed by the Logistics Cluster participants to enhance the relevance of the Logistics Cluster commonly identified and prioritised activities. It is further recommended to adopt a more proactive approach to coordination moving away from Cluster meeting facilitation to proactive engagement of participants to facilitate the identification and implementation of activities with the most impact and relevance for organisations. Finally, it is recommended to review the Logistics Cluster staffing structure with the objective of strengthening the inter-linkage between the capital and the field.

BUILD HUMAN RESOURCES

The Logistics Cluster activities, including Information Management, were limited in scope, due to a restricted country strategy but also due to the lack of required skills in-country and inadequate support and oversight from the Logistics Cluster team in Rome. Staff did not receive sufficient supervision and support, training and briefings necessary to fully carry out activities.

Recommended Action: train IM staff to ensure they are able to implement their tasks according to the set objectives

It is recommended to train IM staff to ensure they are able to implement their tasks according to the objectives in a new strategy, take full advantage of the available IM tools and products, and to strengthen the inter-linkage between centre and field.

STRENGTHENING HQ SUPPORT & OVERSIGHT

Further, it is recommended to strengthen the support received from HQ and the supervision of country operations.

Recommended Action: development of support guidelines and the provision proactive technical oversight.

In addition, it is recommended to develop a reporting tool to help monitor operations and detect those in need of additional support.

It is likewise recommended to strengthen the selection of staff to ensure the Logistics Cluster team in country have the qualifications, competences and skills required for performing the assigned tasks.

Finally, it is recommended to strengthen the Logistics Cluster project management through the above mentioned reporting tool, through technical oversight of operations, and through performance measurement tools which can be used to help directing local priorities and activities.
1. INTRODUCTION

As part of the Logistics Cluster strategy to ensure accountability to stakeholders, a Lessons Learned Exercise (LLE) on the Logistics Cluster operation in the Democratic Republic of Congo (DRC) was conducted.

The Logistics Cluster in DRC has been officially activated since 2006, and the humanitarian requirements in the country continue to be large and very varied in nature – ranging from Internally Displaced People (IDPs), refugees from conflicts in neighbouring countries, to localised Ebola outbreaks. The case study of the Logistics Cluster in DRC can help understanding the specific challenges of an operation in a protracted emergency setting with long-term engagement.

1.1. LESSONS LEARNED EXERCISE OBJECTIVE

The overall objectives of the Lessons Learned Exercise on the Logistics Cluster operation in DRC were:

1. To assess the performance and the activities undertaken by the Logistics Cluster in DRC in particular the relevance, efficiency, and effectiveness of the activities and the capacity to identify gaps and addressing the needs of the humanitarian community.

2. To draw lessons and recommendations from the Logistics Cluster operation and support improved performance in future operations;

3. To support the Global Logistics Cluster in identifying best practices across operations.

1.2. METHODOLOGY

A standard methodology for conducting LLE for the Logistics Cluster was developed in 2014 and it was followed to conduct the DRC LLE. To allow a better understanding of the operation and the main issues that influenced performance, both quantitative and qualitative research methods were used. The findings are based on a combination of quantitative data on the operation and qualitative data collected from respondents, namely their perception of the Logistics Cluster performance.

The data was collected through:

a) A desk review of key documents and Logistics Cluster staff feedback (see Annex 2 for overview of documents consulted).

b) Interview with 35 key stakeholders from 23 organisations: face-to-face interviews in Kinshasa and Goma and teleconference interviews with key respondents outside of DRC. Respondents are key users of the cluster services (national and international NGOs), representatives of the government, donors, and of the humanitarian coordination structure in DRC (OCHA), Logistics Cluster staff and WFP staff. See Annex 1 for an overview of people and organisations consulted.

1 The evaluation criteria are based on OECD-DAC criteria (Organisation for Economic Cooperation and Development - Development Assistance Committee, and ‘Evaluating humanitarian action using the OECD-DAC criteria, An ALNAP guide for humanitarian agencies’.
c) **User Surveys**: Information from a survey sent to users of the Logistics Cluster services in DRC (collected between 8 January and 17 February 2016, 26 responses including some partial responses). See Annex 4 for an overview of survey results.

The data collected was used to assess the performance of the operation in terms of:

- **Relevance/appropriateness** in responding to the identified and prioritised needs and how well it was adapted to the local requirements;
- **Efficiency**: how economically the Logistics Cluster inputs and resources were converted into results;
- **Effectiveness**: whether the objectives of the operation were achieved in a timely manner.

The LLE team was composed of three key members:

1. Thomas Georgi, Team Leader, Logistics Officer, WFP Rome
2. Alexis Ottenwaelter, Team member, ACF Secondee to the GLC, Rome
3. Julien Marchex, Team member, Logistics Officer, GLC and WFP Common Services, Rome
4. Thomas Stemerdink, Regional Logistics Officer, Oxfam, Nairobi
5. Ad-hoc support, Dorte Friis, Logistics Officer, GLC, Copenhagen

**Quality Assurance and Feedback from Logistics Cluster Participating Organisations**

To ensure the validity of findings, the following Quality Assurance measures have been implemented:

a. Presentation of key findings to Logistics Cluster key staff and WFP Country Office at the end of the field mission;
b. Presentation of key findings to GLC, Rome including a ‘reality check’ on the recommendations;
c. Draft report review and feedback provided by the Central African Republic Logistics Cluster team – Logistics Cluster Coordinator Lauren Frimault and Information Management Officer Clarissa Crippa as well as Michael Borter, Oxfam Burundi Country Director;
d. Feedback on draft report and validity of findings from GLC and the Logistics Cluster and WFP in DRC.
e. The report findings will be presented at the GLC annual meeting in London, June 2016 for discussion.

1.3. **LIMITATIONS AND CONSTRAINTS**

The Lessons Learned team travelled to Kinshasa and Goma but due to time constraints was not able to visit other field locations. Nevertheless, the sample provides a fairly representative picture of the Logistics Cluster performance in DRC: Goma is a key coordination hub in the eastern part of DRC and the LLE team conducted interviews with a large range of organisations – with activities across the country. More organisations were reached through the survey and their inputs contributed to the findings.

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2 The mailing list included 416 people from approximately 196 different agencies located all over DRC. As such, the response rate was quite low (six percent of all people or 13 percent of all organisations. However, many of the recipients on the mailing list are registered to receive information, and do not participate actively in the cluster activities. So in terms of representation of active participants, the response rate is higher.
2. BACKGROUND INFORMATION

2.1. HUMANITARIAN CONTEXT

The Democratic Republic of Congo is one of the most complex humanitarian crises in the world due to numerous concomitant factors: continued armed conflict, difficult access to people in need due to poor infrastructure and insecurity, high vulnerability of the population, coupled with limited state capacity to meet the needs of affected people, and a multitude of simultaneous emergencies affecting the country.

DRC has a population of approximately 82 million people, and also hosts a large number of refugees from neighbouring countries, such as the Central African Republic. As of December 2015, DRC also had 1.6 million of Internally Displaced People (IDPs). The vulnerability of the population remains high due to natural disasters, lack of access to basic services (because of isolation and/or limited availability) and epidemics such as cholera and Ebola. DRC ranks 176 out of 188 on the 2015 UNDP Human Development Index. Average per capita income is USD 380 per year (2014) and approximately 64 percent (2012) of the population lives below the poverty line, the country remains one of the world poorest, despite richness in natural resources.

The 2016 Humanitarian Response Plan and Needs Overview estimates that 7.5 million of people are in need of some sort of humanitarian assistance, an increase from 7 million the previous year. The regions affected the most are the southern and eastern provinces, due to instability and violence. Currently, the humanitarian crisis in DRC is classified as an L2 emergency; however, funding for the humanitarian response is scarce. For 2016, USD 680 million is required for the implementation of the humanitarian response plan – in 2015, the requirements were USD 692 million 65 percent of which (USD 448 million) were funded.

2.2. LOGISTICS GAPS

The most vulnerable communities live in very remote areas, which are often either completely isolated or have very limited connection to the rest of the country. This is due to the lack of, deterioration, lack of the road network across the country which make the humanitarian response complicated and entail extremely high operating costs. Although certain stretches of the road network, in particular the non-tarmac parts, are currently being targeted for rehabilitation by the Government, International Organisations or NGOs, these interventions often remain limited to the main axes and consequently have a low impact for the most vulnerable communities.

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3 OCHA, Overview of IDPs December 2015, February 12, 2016: https://www.humanitarianresponse.info/fr/operations/democratic-republic-congo/infographic/carte-rd-congo-personnes-d%C3%A9plac%C3%A9es-internes-et-2
4 http://report.hdr.undp.org/
5 http://data.worldbank.org/country/congo-dem-rep
6 https://www.humanitarianresponse.info/fr/operations/democratic-republic-congo/document/rdc-plan-de-r%C3%A9ponse-humanitaire-2016
7 Ibid. and https://fts.unocha.org/pageloader.aspx?page=emerg-AlternativeCost1EmergencyDetails&appealid=1065&emergID=16522
While the lack of proper infrastructure affects the whole country, the following areas are in particularly hard to reach (see Annex 5 for a map of DRC):  

- North-Kivu province, where the zones of Walikale and Beni are very difficult to access;
- South-Kivu province, the area of Shabunda where close to 80,000 vulnerable people are completely isolated from any access to main cities;
- The Ituri district, where 85,000 IDPs live in the de Geti zone;
- Maniema province, which suffers from cholera epidemics and can only be reached by rotary air services;
- North-west refugee camps accommodating refugees from Central African Republic which is only accessible by rotary air services.

For humanitarian operations in 2016, the following operational requirements have been estimated by the Logistics Cluster participants:

- Air transport of 800 mt of relief cargo;
- Road transport of 5,000 mt of relief cargo;
- Air transport of approximately 50,000 passengers to remote and inaccessible areas.

Overall, the logistics infrastructure of DRC poses great challenges for the design and implementation of effective and efficient humanitarian responses. Coordination and collaboration among humanitarian actors are prerequisites to reach the people in need of assistance; lacking these, challenges, in particular in terms of feasibility and cost, are otherwise taxing.

During the Lessons Learned exercise, the following logistics gaps were identified as challenging an effective and efficient humanitarian response in DRC:

Table 1 - Logistics gaps identified in DRC

<table>
<thead>
<tr>
<th>Function</th>
<th>Description</th>
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<tbody>
<tr>
<td>Coordination</td>
<td>Logistics coordination amongst partners in remote areas/provinces is poor or non-existent</td>
</tr>
<tr>
<td>Coordination</td>
<td>Challenging customs clearing processes and other red tape at official country border</td>
</tr>
<tr>
<td>Coordination</td>
<td>Weakness of the government including endemic corruption at all levels</td>
</tr>
<tr>
<td>Coordination</td>
<td>High taxes and fees charged for any formal services required</td>
</tr>
<tr>
<td>Coordination</td>
<td>Difficulties to obtain licences for telecommunications (VHF/HF radios, satellite phones)</td>
</tr>
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11 Logistics Cluster survey (see Annex 4) and interviews
2.3. LOGISTICS CLUSTER RESPONSE

The Logistics Cluster in DRC has been activated since 2006, with the aim of strengthening coordination and increasing the humanitarian community responsiveness to the repeated emergencies in country.

In 2015, the objectives of the Logistics Cluster were:

1. To facilitate a coordinated humanitarian logistics response;
2. To promote and facilitate sharing of logistics information among all humanitarian organisations;
3. To identify logistics bottlenecks and gaps and provide logistics support in order to enable the humanitarian community to respond to the same for an effective emergency response.

To meet the abovementioned logistics gaps and to support the humanitarian community in the efforts to implement appropriate and effective humanitarian operations, the Logistics Cluster had the following set up:

The focus on the operation was on Coordination and Information Management including sharing of information of common logistics services available to the humanitarian community on a free-to-user or cost-recovery basis (UNHAS, WFP, Handicap International and ASF-Belgium).  

The operation budget for 2015 was of approximately USD 1 million, covering one Logistics Cluster Coordinator based in Kinshasa, one Logistics Officer and one engineer based in Goma, focal points in Bukavu, Bunia, Kalemi and Lumbumbashi, and IM support (including GIS services) based in Kinshasa.

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12 ConOps 2 December 2014, available on www.logcluster.org/DRC
13 Ibid.
3. LOGISTICS CLUSTER SET-UP

The Logistics Cluster was activated in 2006 following the introduction of the cluster approach in DRC and has remained active since, due to the continued humanitarian requirements in the country. There are no current plans for deactivation as logistics coordination is seen as a prerequisite for enabling the humanitarian response.

Prior to the introduction of the cluster approach, the humanitarian coordination structure was composed of the Humanitarian Advocacy Group (HAG) at the national level and the Provincial Inter-Agency Committees (CPIAs) and Sector Committees at the provincial level. However, coordination was not harmonised and not covering DRC as a whole.¹⁴

Currently, eight clusters are active in DRC and the coordination is led through the Humanitarian Country Team meetings, Inter-cluster and cluster meetings at national level (Kinshasa), and sub-cluster meetings at provincial level.

The Logistics Cluster holds coordination meeting in Kinshasa and at provincial level, in addition Logistics Cluster focal points participate in Road Access meetings in Goma.

In Goma, a number of Logistics Officers from NGOs meet on a monthly basis to discuss operational matters in the field and coordinate activities. These meetings run in parallel to the Logistics Cluster coordination meetings.

The cluster approach in DRC was assessed in an IASC study in 2010, which, among others, found that: ¹⁵

- Cluster coordination was too centralised in Kinshasa and that roles and responsibilities among the different coordinating mechanisms were unclear;
- Global support for DRC had been weak – and mostly focused on national level; there was a need for increased Global Cluster support to the national level, which could then build local capacity;
- There was a need for strengthening accountability of the clusters, among others, by introducing common monitoring and evaluation;
- The strength of the cluster approach in DRC was being an inclusive mechanism, which should focus on strengthening national ownership by actively reaching out to local actors – including civil society and the government, at national and local level.

These four findings were also relevant with regard to the present assessment of the Logistics Cluster, further discussed in chapter 4: “Findings and recommendations”.

¹⁴ IASC Cluster Approach Evaluation, 2nd Phase Country Study DRC, April 2010
¹⁵ Ibid.
4. FINDINGS AND RECOMMENDATIONS

Results of the desk review, the interviews with key stakeholders and feedback from the survey shows that the Logistics Cluster in DRC is appreciated, is considered a highly relevant forum to address the country humanitarian requirements, but it is considered limited in scope, affecting the effectiveness and efficiency of the operation. It was seen to require strengthening, particularly through a more engaging and proactive coordination, and through enhanced support from the Global Logistics Cluster.

Findings and recommendations are elaborated in the following sections analysing the performance of the Logistics Cluster in Coordination, Information Management, Common Service facilitation, and reviewing the support received from the Global Logistics Cluster.

However, prior to the presentation, three themes, which affected the activities of the Logistics Cluster are described also in terms of how they affected the operation, these are: complex and protracted nature of the emergency requiring long-term engagement; centre-field linkages; project management challenges.

Complex and protracted nature of emergency requiring long-term engagement
The Logistics Cluster in DRC has been active since 2006, and based on the feedback from the stakeholders for this exercise, the cluster remains relevant and is not expected to become obsolete in the near future. However, this prolonged presence requires proactive and regular review of the set-up, country strategy and concept of operations to ensure continued relevance. There is also a need to look at possible new activities seeking more engagement from different organisations, and not revert to “business as usual”.

Centre versus field linkage
DRC being the second largest country in Africa in terms of size, with humanitarian requirements throughout most of the country and very basic infrastructure in place, inter-regional linkages are crucial. Ensuring coverage for the entire country is extremely challenging, if not impossible, given the limited resources available. A very well designed information sharing mechanism, strong communication and staff understanding of local needs and challenges are minimum requirements. Sufficient resources may never be available, it is therefore necessary to manage expectations of responding humanitarian organisations and their demands for innovative use of resources and for low cost options. Prioritisation and collaboration are therefore essential.

Logistics Cluster project management challenges
Globally, the Logistics Cluster is in need of strengthening its project management approach both in terms of monitoring of performance, financial management, and financial oversight/organisational reporting structure. This is part of the planned activities for the Global Logistics Cluster in 2016.

In DRC, but also in other operations, there is a lack of strategic performance monitoring of the Logistics Cluster activities (see next section for details). This has affected the effectiveness and efficiency of the operation as there have been
limited management options for directing activities towards common agreed goals and measuring the impact against targets. This resulted in lack of broad support on the scope and kind of activities of the Logistics Cluster.

In terms of financial management, the Logistics Cluster Coordinator, in order to plan and manage Logistics Cluster activities, needs to properly understand WFP financial management procedures and have access to the financial system (WINGS). In DRC, Logistics Cluster Coordinators have received limited training on this system. Despite support from WFP staff, this creates a lack of visibility/information on the Logistics Cluster financial situation limiting the work of the Logistics Cluster Coordinator, preventing strategic planning, and prompt corrective actions on current activities, hence hampering the overall management of the Logistics Cluster.

In terms of financial and technical oversight, the involvement of the Global Logistics Cluster in support and oversight has been limited, the reason being that Logistics Cluster operations are country operations, which fall under the responsibility of the Country Director. The country level Logistics Cluster Coordinator is responsible for the management of the cluster and reports directly to the Country Director. However, in order for the Global Logistics Cluster to enable proper, relevant and timely support to country operations, there is a need for the GLC to develop financial monitoring and reporting structures, to enhance transparency on the use of funds and highlight potential funding issues. Funds transparency is important for WFP, as the custodian of Logistics Cluster funds, and as a means to ensure broad ownership of the cluster operation.

The above factors have affected the operation in DRC but also other Logistics Cluster operations, and have been recognised by the Global Logistics Cluster as areas which need strengthening.

4.1. COORDINATION

The Logistics Cluster is a mechanism bringing together organisations responding to humanitarian emergencies. The cluster is responsible for coordination and information management of the logistics response, and, when necessary, to facilitate access to common logistics services—provided by WFP, as the lead agency of the Logistics Cluster, or by other organisations—to the humanitarian community.

In DRC in 2015, Coordination was also one of the key objectives of the Logistics Cluster with the view to “address logistics gaps, implement agreed solutions, and establish guidelines and best practices for the implementation of infrastructure projects aimed to address the logistics bottlenecks”. Two Key Performance Indicators (KPI) were identified for the Coordination activities covering a 24-month period:

1. Number of technical workshop organised in Kinshasa or provinces: (target 28)
2. Logistics Cluster user satisfaction rate - user survey: (at least 80 percent)

Coordination activities and outputs achieved by the Logistics Cluster in DRC in 2015 are summarised in table 2:

Table 1 - Overview of key coordination results

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16 Ibid.
17 WFP Special Operation 200747 narrative: Logistics Cluster Coordination and Emergency Road Infrastructure Repairs in support of WFP and the Humanitarian Community in the Democratic Republic of Congo
Coordination through Cluster meetings and participation in other coordination meetings in Kinshasa

- 24 Cluster coordination meetings in Kinshasa and Goma
- Coordination meetings also took place in Bukavu, Bunia, and Kalemie
- Coordinator participation at national level in Inter-cluster meetings, and at field level in Road Access meetings

Overall, the Logistics Cluster Coordination was RECOGNISED by stakeholders and respondents as essential for facilitating humanitarian responses in DRC; however, the current coordination was considered “passive” and not fulfilling the need. This was due to three main issues related to:

1. Country strategy,
2. Coordination implementation,
3. Capital versus field coordination.

Country Strategy: partially identifying gaps and centered on emergency road repairs

The Concept of Operation (ConOps), the key document outlining the strategy of the Logistics Cluster in country was reviewed in January 2015. For DRC, the main focus is on Coordination and Information Management; the document also provides in-depth information on Logistics Services provided by WFP on a bilateral and cost-recovery basis. While these services were provided under the Logistics Cluster umbrella in the past, they have been separated from the cluster activities since May 2015, however this was not reflected in the ConOPS.

Feedback from stakeholders interviewed during this exercise indicate that the Logistics Cluster country strategy and activities are overly focused on physical access issues to the detriment of other gaps and needs identified. Table 1 and Figure 1 list the logistics gaps raised by the stakeholders interviewed and survey respondents. As shown, there are a number of areas where the Logistics Cluster could support besides infrastructure rehabilitation projects to ease some of the operational challenges faced by humanitarian actors in the country.
While Logistics Cluster Coordination meetings in Kinshasa have included discussions on other points of attention - such as customs, GIS projects and fundraising - the cluster meetings in Goma have been almost fully dedicated to physical access constraints. As a result, a parallel coordination and information sharing structure - though mainly focused on administration and HR issues - has emerged in Goma. See box 1 for details.

**Box 1 - Example of a parallel coordination structure in Goma**

In Goma, a group of senior logisticians from INGOs has created an independent forum, aside from the Logistics Cluster, to discuss topics that are not raised during the monthly cluster meeting – mainly issues related to HR and administration, but also supply chain bottlenecks. This group has been active for more than a year. Interviewed as a group, participants to this forum were not opposed to the Logistics Cluster, and valued it as an information-sharing platform, however they did not see most of their constraints addressed in the cluster meetings. They were not reluctant to actively participate in Logistic Cluster meetings again, but expressed the need for an improved set-up and a wider variety of topics discussed.

**Recommendation 1: Develop new Logistics Cluster country strategy in a participatory manner**

It is suggested is to create a Logistics Cluster advisory group with the task to identify gaps, and help prioritise needs and key activities linked to each priority area.

It is important to engage key actors in this process, and have the country strategy and performance criteria endorsed by the Logistics Cluster participants. Identifying resources required for each activity is equally important to prioritise and use the Concept of operations as a strategic fundraising tool.

Given the importance of road rehabilitation a sub-working group could be created including all actors engaged in access and infrastructure rehabilitation projects. This would allow space for other issues during the coordination meetings.

**Coordination implementation: “meeting oriented” vs “facilitating common strategy and action”**

Coordination includes common identification of gaps and needs, prioritisation and coordinated action. While the Logistics Cluster meetings were appreciated and well attended in terms of number of organisations represented (see Figure 2 for an overview), meetings were perceived to be more an opportunity for information sharing rather than actual coordination fora. The stakeholders interviewed described the cluster coordination as requiring strengthening, specifically it was requested for the Logistics Cluster to be more proactive, follow up on agreed actions, improve information gathering, increase the number of bilateral meetings and the visits to partners.

One consequence of the “meeting oriented” approach was that attendance meetings was delegated to junior staff or technical staff without direct operational responsibilities in their organisations. In addition, meeting were often attended by humanitarian actors wanting to implement infrastructure rehabilitation projects and looking for funding through the Logistics Cluster.
Recommendation 2: Strengthen the coordination approach to be more proactive and inclusive

Additional means of coordination are bilateral meetings, regular visits to partners, proactive follow-up of sensitive subjects, such as customs and bureaucratic constraints. These could support the Logistics Cluster to regain credit among its participants, making it more relevant, and help directing a new country strategy.

Central versus field coordination: Weak communication between Kinshasa, Goma and other locations

DRC’s humanitarian response is further complicated by the fact that needs are diverse in nature (emergencies range from disease to refugees issues) and spread over extremely large and diverse geographical areas requiring different operational responses. This puts additional strain on the Logistics Cluster coordination, demanding a solid set-up (locations) and strong inter-linkages among actors and locations.

The Logistics Cluster in DRC has a central coordination cell in Kinshasa and presence in the field in the form of dedicated staff in Goma and Bukavu, and a network of focal points in Bunia, Kalemi and Lubumbashi. This structure was appreciated and added to the relevance of the Logistics Cluster Coordination, but the linkage (communication/interaction) between the centre in Kinshasa and the provincial clusters was perceived as weak and in need of strengthening. Stakeholders demand follow-up on decisions and better communication between the centre and the field. In addition, it was noted that decisions related to the pooled fund have being taken in Kinshasa with little consultation of the field.

While coordination in Kinshasa is essential, coordination in the eastern part of DRC is equally important – 60 percent of humanitarian actors and activities are currently based in the eastern part of the country. Nevertheless, there has been very little interaction between the Logistics Cluster teams in Kinshasa and Goma: three visits in eight months), limited reporting and communication (mostly information related to road status updates received from the field), and limited consultation on strategic decisions (e.g. pooled fund allocations). This has been influencing the relevance and effectiveness of the Logistics Cluster coordination in supporting the humanitarian response in DRC.

Recommendation 3: Review staffing structure to balance centre-field coordination

When a new Logistics Cluster country strategy has been developed, it is recommend to:
Conduct a review of the cluster staffing structure with a view of strengthening the relations with humanitarian actors present at the provincial level.

Strengthening the Logistics Cluster in Goma as a means for channelling eastern coordination, ensure streamlined IM products and consistent communication with Kinshasa. It is recommended to use the present focal point system strategically to ensure geographical coverage, while at the same time strengthening the capacity of staff, and develop clear job descriptions to ensure optimal use of resources and relevance of IM reporting.

Consider options for co-facilitation. In particular, co-facilitation of the Logistics Cluster in Goma as this has been often mentioned by participants as key to extend field coordination and to strengthen NGOs inclusiveness in cluster mechanisms.

4.2. INFORMATION MANAGEMENT (IM)

The general objective of the Logistics Cluster information management function is to contribute to an efficient and effective response through the promotion and sharing of logistics information among all organisations conducting response operations. The creation of a collaborative environment where the benefits of sharing information are visible is of high importance for an effective response and it is essential to foster collaboration among organisations.

In DRC, the Information Management (IM) function was found to be both relevant and appreciated, but limited. Its effectiveness and efficiency was low and, while rated important, it was creating little added value to the humanitarian operations. The main reason for this is related to the limited scope of the Logistics Cluster country strategy as outlined in the previous section.

**IM Strategy and set-up**

There is no developed strategy for the IM function in DRC, nor country specific objectives and key performance indicators. IM is mainly organised as a support function, contributing to the operation with limited information sharing products such as meeting minutes, road status updates, and GIS products, which are much valued.

Despite the daunting requirements given by the size of the country and the complexity of the humanitarian operations, the current structure with one coordination cell in Kinshasa and five provincial focal points should be sufficient to ensure adequate information management. However, to fully implement the IM function, a clear strategy needs to be defined, and key activities outlined. In addition IM staff and focal points need to receive relevant trainings to understand the different tasks assigned to them and define priorities (e.g. building a strong and efficient network of key actors that will contribute to the collection, gathering and sharing of relevant logistics information at local/provincial and national levels).

Staffing issues in 2015 affected the performance of the IM function: the team experienced high fluctuation in human resources available (in Kinshasa staff assigned to the Logistics Cluster fluctuated from 1 to 5 staff during the year). In December 2015, one IM staff was trained in Information Management at the Logistics Cluster HQ in Rome, but more training is necessary to influence performance.
Recommendation 4: Use IM strategically an link with the country strategy

It is recommended to include a section on Information Management in the country strategy, which should clearly describe to be developed and describe how IM contributes to the fulfilment of the country strategy. Focus areas should be highlighted and activities linked to Key Performance Indicators to ensure proper use of available IM tools and products.

IM activities, tools and products

Key outputs of the IM activities (information gathering, production and dissemination) are listed in Table 3 and Table 4. Table 3 lists the products published on the dedicated DRC page on the Logistics Cluster website, and Table 4 lists the products NOT published to the webpage.

Table 3 - Quantity of IM products by type produced & published on the Logistics Cluster DRC webpage – January to December 2015

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kinshasa Meetings</td>
<td>13</td>
</tr>
<tr>
<td>Average meeting attendance per meeting – organisations</td>
<td>13</td>
</tr>
<tr>
<td>IM products</td>
<td>1 ConOps</td>
</tr>
<tr>
<td></td>
<td>1 Infographic</td>
</tr>
<tr>
<td></td>
<td>13 Meeting Minutes</td>
</tr>
<tr>
<td></td>
<td>9 Maps</td>
</tr>
<tr>
<td>Goma Meetings</td>
<td>1</td>
</tr>
<tr>
<td>Average meeting attendance per meeting – organisations</td>
<td>20</td>
</tr>
<tr>
<td>IM products</td>
<td>1 Meeting Minutes</td>
</tr>
</tbody>
</table>

Table 4 - Quantity of IM products by type produced and NOT published on the Logistics Cluster DRC webpage – Jan. to Dec. 2015

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kinshasa IM products</td>
<td>53 Maps</td>
</tr>
<tr>
<td>Meetings</td>
<td>11</td>
</tr>
<tr>
<td>Average meeting attendance per meeting – organisations</td>
<td>24</td>
</tr>
<tr>
<td>IM products</td>
<td>11 Meeting Minutes</td>
</tr>
<tr>
<td>Goma Meetings</td>
<td>3</td>
</tr>
<tr>
<td>Average meeting attendance per meeting – organisations</td>
<td>14</td>
</tr>
<tr>
<td>IM products</td>
<td>3 Meeting Minutes</td>
</tr>
<tr>
<td>Bukavu Meetings</td>
<td>1</td>
</tr>
<tr>
<td>Average meeting attendance per meeting – organisations</td>
<td>14</td>
</tr>
<tr>
<td>IM products</td>
<td>1 Meeting Minutes</td>
</tr>
<tr>
<td>Kalemie Meetings</td>
<td>1</td>
</tr>
<tr>
<td>Average meeting attendance per meeting – organisations</td>
<td>14</td>
</tr>
<tr>
<td>IM products</td>
<td>1 Meeting Minutes</td>
</tr>
<tr>
<td>Bunia Meetings</td>
<td>1</td>
</tr>
<tr>
<td>Average meeting attendance per meeting – organisations</td>
<td>12</td>
</tr>
<tr>
<td>IM products</td>
<td>1 Meeting Minutes</td>
</tr>
</tbody>
</table>
The IM function overall makes use of different tools to help disseminate the information gathered and create awareness on the operation and its key challenges. In DRC, the IM team has been using a mailing list, the dedicated page on the Logistics Cluster webpage and, in one occasion, the Logistics Cluster social media.

The objective of the **mailing list** is to keep subscribers up to date on activities undertaken by the Logistics Cluster, and/or to share information on logistics challenges related to humanitarian operations. In recent years, these mailings lists have developed from being limited to Logistics Cluster participating organisations, to including all actors interested in an operation (including a wider range of stakeholders – donors, HC, etc). In DRC, the mailing list is primarily used to disseminate meeting minutes.

The stakeholders interviewed and respondents from the survey felt sufficiently informed through the emails received. However, some stakeholders felt the topics discussed were limited and found the quantity, quality and timeliness of the information collected and shared insufficient.

The **DRC webpage** on the Logistics Cluster website has not been consistently used by the Logistics Cluster team, average uploads were two documents per month (see Figure 3 for details). The increase between February and April 2015 is due to the updated ConOps and the maps produced by the newly recruited GIS Assistant.

![Figure 3 - Number of uploads to the DRC webpage - January to December 2015](image)

From the interviews and the survey, it emerged that the operation webpage was not well known by organisations in DRC. Those who were aware of the page did not use it very often as they found little additional/complementary information compared to what was already received in the meetings. This is also reflected in the number of visits to the webpage in 2015.

As shown in Figure 4, from 1 January to 31 December 2015, the DRC webpage was visited 2,037 times with 2,842 pages consulted. 520 new users visited the webpage during the period. The average of visits per month is 170 for the period.
Compared to another protracted emergency – the Central African Republic webpage has been visited 40 percent more during the same period.

The information uploaded to the DRC webpage did not significantly affect the visits to the webpage. The increase of webpage visits in July 2015 could be attributed to the presentation to partners to the DRC Logistics Capacity Assessment during the Logistics Cluster Meeting in Kinshasa in mid-June (D-LCA available on DRC webpage).

The IM products produced have been mainly meeting minutes and maps. The only infographic reflects 2014 activities. In addition, only 26 percent of the IM products produced during the year have been published on the webpage (see details in Figure 5).

In total, sixteen IM products have been produced in 2015.
The IM team has developed tools to collect information, however these were either too specific (road conditions only), or not shared with a wide range of organisations, hence they have had limited impact on the number of products being produced.

1. Tools to gather organisations’ logistics gaps have been developed, but 95 percent of these were focused on road conditions;
2. Local market prices collection and gathering was in place and updated on a monthly basis, but the DRC Logistics Capacity Assessment was not updated regularly preventing a wider number of stakeholders to benefit from the information;
3. Mapping of logistics capacity available in country was not developed, limiting the ability to coordinate and share available logistics assets in the whole country and particularly in the remote areas.

These IM products are part of the standard Logistics Cluster IM portfolio. These products are used to raise awareness and visibility of an emergency, and the Logistics Cluster operation to respond to that emergency, with involved actors, donors and the general public. In a protracted emergency with low visibility and scarce funding, this visibility is even more important.

Recommendation 5: Train IM staff to optimise the use of the IM tools and products

It is recommended to properly train all IM staff, for example through specific GLC training in DRC. Primary objective of these trainings should to enable the DRC team to make the most of the Logistics Cluster available tools and products. The secondary objective should be to enable staff to develop an IM country strategy. Finally, these trainings should strengthen the IM team across DRC, hence reinforcing communication between the centre and the field.

Recommendation 6: Monitor and document the effect of IM activities and tools

The effect of a more strategic and optimised use of IM tools and products can be monitored and documented through the development of simple baselines (e.g. website statistics, cluster participants rating of the relevance of IM products, number of people/organisations reached, number of organisations contributing to IM products). Thorough monitoring and evaluation will provide a clear overview on activities and results and will support fundraising efforts.

Stakeholders Recommendations for strengthening the IM function

The IM function has high potential and while there are short-comings, stakeholders and respondents consulted for the Lessons Learned Exercise appreciated the efforts, found it relevant and would like to see

<table>
<thead>
<tr>
<th>Box 2 - Stakeholder recommendations for strengthening IM</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. Expansion of the range of covered topics - including key aspects in the supply chain and not only infrastructure issues and meeting minutes;</td>
</tr>
<tr>
<td>b. Improve the quality and range of products through investment in bilateral communication flow with stakeholders thereby obtaining relevant and quality information from more sources;</td>
</tr>
<tr>
<td>c. Improve the visibility of the Logistics Cluster and the DRC logistics gaps/needs and requirements to address them;</td>
</tr>
<tr>
<td>d. Improve information sharing between the centre and the field.</td>
</tr>
</tbody>
</table>
this function strengthen. GIS products were particularly appreciated (82 percent of the survey respondents highlighted GIS products as key and 68 percent of respondents deemed the maps shared either useful or very useful for their operation). Box 2 shows four main areas of improvement emphasised by stakeholders and respondents.

4.3. COMMON LOGISTICS SERVICES

In DRC, there are currently no free-to-user services provided through the Logistics Cluster. The cluster shares information on how to access services on a cost-recovery basis through WFP, and UNHAS for air services. While this was appreciated, there was a concern among stakeholders interviewed that the common services facilitated by WFP were not necessarily covering the locations in which logistics services would be needed by humanitarian actors in future (or even current) operations.

Recommendation 7: Develop a Common Services preparedness and response plan

To enhance preparedness and facilitate access in areas with no services available (free or on cost-recovery), it is recommended to develop a preparedness and response plan based on likely emergency scenarios across DRC. It can be considered to map logistics needs and available assets in all regions, identifying gaps and outlining the strategy for addressing those gaps. Humanitarian actors with large presence and relevant logistics assets in specific areas can be approached in advance to develop pre-agreements on the use of assets in case of emergency, hence limiting dependence on one single provider.
4.4. GLOBAL LOGISTIC CLUSTER

The role of the Global Logistics Cluster is to provide logistics surge capacity and directed operational and technical support to field operations. This is in addition to supporting field operations with systems and partnership linkages. The GLC support team should also retain a direct technical reporting line to the Logistics Cluster Coordinator.

The Logistics Cluster in DRC received limited support from the global level, mainly due to unclear guidelines for country operations support/oversight and lack of standardised job descriptions for selected staff. Paragraphs here below describe how this has affected the performance of the Logistics Cluster operation in DRC. Recommendations for the future are also included.

Support/oversight from GLC

Although GLC staff have been deployed to DRC as surge capacity a number of times in the past years, there have been no oversight/technical visits organised in DRC since the cluster activation in 2006. Oversight and support have been provided remotely through Focal Points based in Rome, mainly upon request from WFP Country Office. Considering the complexity of coordination in DRC, due to the size and the logistics constraints of the country, a more proactive support from GLC might have helped improving the performance of the Logistics Cluster in DRC.

There are certain challenges for the GLC related to conducting the support/oversight function at country level:

1. Although each country office where the Logistics Cluster is active has a GLC Focal Point to provide support and monitor its activities, there is neither formal guidelines for the GLC focal point in how to provide support and monitor the operation, nor formal guidelines for the Logistics Cluster Coordinators on what kind of support they should receive from GLC;

2. Focal Points are usually responsible for several country operations and in certain cases, due to the high workload, the support provided to Logistics Cluster Coordinator is more reactive than proactive, preventing that some issues are properly and/or timely addressed;

3. There is no formal standard tool/system/report in place, which would allow the GLC to systematic and timely monitor the operations and performance of the Logistics Cluster at country level, evaluating whether or not support/intervention is required;

4. Despite the fact that the ED Circular OED2013/016 - WFP Leadership in IASC Clusters - states that the Logistics Cluster Coordinator retains a technical reporting line to the Global Cluster, there is in practice no formal link between GLC and the Logistics Cluster Coordinator, and the level of communication between them mainly depends on the experience and attitude of the Logistics Cluster Coordinator.

Recommendation 8: Develop and implement a set of standardised monitoring tools to facilitate GLC support and oversight

When the Logistics Cluster is activated, the cluster remains under the direct responsibility of the Country Office both operationally and financially. The GLC, despite of its stated role in IASC guidelines, remains too far from the operation,
which makes it difficult to fulfil its role as functional link. Development of KPI’s, quarterly overviews and financial management tools would enable more accurate support to Logistics Cluster operations.

Develop a range of KPIs, which can be adapted to country specific operations or serve as guideline, during strategy discussions at country level, can help strengthening project management. A few key performance indicators can then help direct the strategy and measure performance of the operations in a specific timeframe. It is essential that the Key Performance Indicators are agreed upon among Logistics Cluster participants specifying what the cluster intends to achieve in the near future, and which achievements are expected as a measure of performance.

Recommendation 9: Develop formal guidelines on GLC support available, raise awareness

It is important to raise awareness in the Country Office on what type of support can be provided. It is recommended for the GLC to develop formal support guidelines and subsequently plan how to raise awareness of the support (this could be through briefings and targeting specific countries).

Recommendation 10: Develop guidelines for GLC Operational Focal Points

To enhance the GLC support, development of guidelines for the Operational Focal Points is recommended including description of tasks and responsibilities.

Profile and training of Logistics Cluster Coordinator

Identifying staff with the right profile has been one of the main challenges for the GLC over the last years in particular due to the stretched humanitarian setting. The result has been the deployment of Cluster Coordinators in the field with very different qualifications, experiences, and competences.

In DRC, during 2015, the Logistics Cluster had two coordinators both of them with strong knowledge of the operational DRC context, but with very distinct profiles. Although their initial backgrounds experience with cluster operations were different, neither of them received any training or briefing
from GLC at the time they started working in DRC. This affected their ability to carry out the cluster mandate and to take advantage of the support and tools that the GLC can provide. Besides good knowledge and experience in logistics and coordination, the Logistics Cluster Coordinator should have a relevant level of competence in some other areas, such as funds management (budget, commitments, forecasts, IPSAS, etc.), administration (including procurement and HR), leadership, interpersonal and relationship-building, etc. The lack of these skills might prevent the Logistics Cluster Coordinator to properly plan and manage the Logistics Cluster operations.

DRC being a protracted and complex operation, the above mentioned competences, especially funds management, are very important. The Logistics Cluster team was not prepared nor trained to manage funds, which is vital for planning and programming activities. In addition, limited understanding of the Logistics Cluster role and the lack of training/briefing from GLC prevented a clear distinction of the Logistics Cluster and WFP activities.

Recommendation 11: Develop Job Profiles and Training for Logistics Cluster Staff

It is recommended for the GLC to develop specific profiles for Logistics Cluster staff and develop training in various skills required for Logistics Cluster staff to be able to carry out their tasks. This is part of the GLC 2016 work plan and the planning of the first Logistics Cluster Coordinator training is in progress at the time of writing this report.

To help build the roster of qualified Logistics Cluster staff, one suggestion would be to train staff as ‘deputies’ in large or complex operations with the view of deploying them as Cluster Coordinators or IM Officers in smaller operations afterwards.

Recommendation 12: Consider GLC role in staff performance evaluation

To enhance technical oversight from the GLC, it could be considered to have the GLC provide technical inputs to the performance evaluation of key staff in the country operations. This would help create a formal link between the GLC and staff at country level and raise awareness of the GLC responsibility for ensuring the staff are qualified to perform the assigned tasks.
5. MATRIX - OVERVIEW OF KEY RECOMMENDATIONS

KEY RECOMMENDATIONS

I  Develop a new Logistics Cluster strategy and adopt a proactive and inclusive coordination approach

II  Train IM and Logistics Cluster Coordinator Staff

III  Strengthen GLC support/oversight to Country Operations – development of guidelines for support, standardised Logistics Cluster staff training, and monitoring of the operations

IV  Strengthen Logistics Cluster project management through reporting and monitoring of performance

LOGISTICS CLUSTER FUNCTIONS

1. COORDINATION

1.1  Develop a new Logistics Cluster strategy prepared and fully endorsed by the Logistics Cluster participants to enhance the relevance of the Cluster commonly identified and prioritised activities.

1.2  Adopt a pro-active coordination approach – focusing on bilateral liaison, proactive engagement of partners to help facilitate the identification and realisation of the Logistics Cluster activities, which will have most impact and relevance for the partners.

1.3  Review the Logistics Cluster staffing structure with the objective of strengthening the inter-linkage between the capital and the field.

2. INFORMATION MANAGEMENT

2.1  Develop an IM strategy in connection with the new Logistics Cluster strategy.

2.2  Train the DRC staff involved in IM activities in Logistics Cluster IM objectives, tools and products.

2.3  Monitor and document effect of IM activities, tools and products.

3. LOGISTICS SERVICE FACILITATION

3.1  Develop a preparedness and response strategy for various scenarios across DRC including mapping out of partners’ assets, which might be used in a response. Develop pre-agreements with partners for use of their assets in case of an emergency.

4. GLOBAL LOGISTICS CLUSTER SUPPORT

4.1  Strengthen GLC support and oversight to Country Operations in terms of development of support guidelines and raise awareness of same, development of operational focal point guidelines, and development of a set of standardised monitoring tools including project

4.2  Strengthen the training and qualification of the Logistics Cluster staff – through identification of required profile, training in skills required for planning and management of Logistics Cluster operations. Consider the role of the GLC in technical performance evaluation of cluster staff.
## ANNEX 1 - PEOPLE CONSULTED

<table>
<thead>
<tr>
<th>Organisation</th>
<th>Role</th>
<th>Name and position</th>
<th>Date and location of interview</th>
</tr>
</thead>
<tbody>
<tr>
<td>Action Contre La Faim (ACF)</td>
<td>Logistics Cluster user</td>
<td>Guillaume Mathieu, Logistics Coordinator</td>
<td>26 January 2016, Kinshasa</td>
</tr>
<tr>
<td>African Initiatives for Relief and Development (AIRD)</td>
<td>Logistics Cluster user</td>
<td>Abdulhussein Shakila, Responsible for Operations</td>
<td>28 January 2016, Kinshasa</td>
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<tr>
<td>Action sociale pour la Promotion des Laisssés pour Comptes (ASPLC)</td>
<td>Logistics Cluster user</td>
<td>Kambale W. Floribert, Logician</td>
<td>03 February 2016, Nord Kivu</td>
</tr>
<tr>
<td>CARITAS</td>
<td>Logistics Cluster user</td>
<td>Arsene Abbe Masumbuko, Administrator</td>
<td>29 January 2016, Nord Kivu</td>
</tr>
<tr>
<td>COOPI</td>
<td>Logistics Cluster user</td>
<td>Antonello Massini, Logistics Coordinator</td>
<td>04 February 2016, Kinshasa</td>
</tr>
<tr>
<td>COOPI</td>
<td>Logistics Cluster user</td>
<td>Saini Alessandro, Logician</td>
<td>04 February 2016, Nord Kivu</td>
</tr>
<tr>
<td>Catholic Relief services (CRS)</td>
<td>Logistics Cluster user</td>
<td>Bienvenu Kasereka, Senior logistics and security officer</td>
<td>01 February 2016, Nord Kivu</td>
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<tr>
<td>Civil Protection Department</td>
<td>Government</td>
<td>Joseph Makundi, Civil Protection Coordinator East Mine Action and REGS</td>
<td>02 February 2016, Nord Kivu</td>
</tr>
<tr>
<td>Danish Refugee Council (DRC)</td>
<td>Logistics Cluster user</td>
<td>Aime Mbolifuko</td>
<td>Nord Kivu</td>
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<tr>
<td>European Commission Humanitarian Aid Department (ECHO)</td>
<td>Donor</td>
<td>Conan Thomas, Technical assistant</td>
<td>29 January 2016 Nord Kivu</td>
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<tr>
<td>Handicap International</td>
<td>Logistics Cluster user</td>
<td>Martin Thibaut, CDP PLATEFORME</td>
<td>01 February 2016, Nord Kivu</td>
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<td>Handicap International</td>
<td>Logistics Cluster user</td>
<td>Bourdy Adele, Head of Mission</td>
<td>01 February 2016, Nord Kivu</td>
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<td>ICRC</td>
<td>Logistics Cluster user</td>
<td>Jean Marie Falzone, Logistics Coordinator</td>
<td>27 January 2016, Kinshasa</td>
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<td>MONUSCO</td>
<td>UN Peacekeeping</td>
<td>Sebastien Laplanche, SCM, Monusco compound</td>
<td>01 February 2016, Nord Kivu</td>
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<td>Norwegian Refugee Council (NRC)</td>
<td>Logistics Cluster user</td>
<td>Sylvain Charmois</td>
<td>Nord Kivu</td>
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<tr>
<td>OCHA</td>
<td>Coordination</td>
<td>Schreiber Dan, Head, Operational Coordination</td>
<td>25 January 2016, Kinshasa</td>
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<tr>
<td>OCHA</td>
<td>Coordination</td>
<td>Alain Decoux, Head of Pooled Fund DRC</td>
<td>04 February 2016, Kinshasa</td>
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<td>OCHA</td>
<td>Coordination</td>
<td>Siri Hazel, Head of sub office</td>
<td>29 January 2016, Nord Kivu</td>
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<td>OXFAM</td>
<td>Logistics Cluster user</td>
<td>Rindra Andrianaivo, Logistics Manager</td>
<td>30 January 2016, Nord Kivu</td>
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<td>Première Urgence Internationale (PUI)</td>
<td>Logistics Cluster user</td>
<td>Oswald Evina</td>
<td>Nord Kivu</td>
</tr>
<tr>
<td>Prevention Roar Congo Network (RCN)</td>
<td>Logistics Cluster user</td>
<td>Denis Legrand</td>
<td>Nord Kivu</td>
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<tr>
<td>SIDA</td>
<td>Donor</td>
<td>Landiech François, First Secretary / Manager of humanitarian programs</td>
<td>26 January 2016, Kinshasa</td>
</tr>
<tr>
<td>Organization</td>
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<tr>
<td>UNOPS</td>
<td>Logistics Cluster user</td>
<td>Prosper Tshupu</td>
<td>National engineer</td>
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<td>USAID</td>
<td>Donor</td>
<td>Nash Jay</td>
<td>Senior Humanitarian Advisor</td>
</tr>
<tr>
<td>WFP</td>
<td>Logistics Cluster Staff</td>
<td>Wencesla Ntumba og Ladislas Kabeya</td>
<td>Team GIS</td>
</tr>
<tr>
<td>WFP</td>
<td>Lead Agency</td>
<td>Silvia Caruso</td>
<td>DCD</td>
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<tr>
<td>WFP</td>
<td>Lead Agency</td>
<td>Graan Jaff</td>
<td>Head of Logistics</td>
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<tr>
<td>WFP</td>
<td>Logistics Cluster Staff</td>
<td>Thony Kadogo</td>
<td>IM officer</td>
</tr>
<tr>
<td>WFP</td>
<td>Logistics Cluster Staff</td>
<td>Christophe Chollet</td>
<td>Cluster Coordinator</td>
</tr>
</tbody>
</table>

ANNEX 2 – DOCUMENTS CONSULTED
## DOCUMENTS CONSULTED

### EVALUATION DOCUMENTS


IASC

IASC, Reference Module for Inter-agency Cluster Coordination at Country Level, revised July 2015


### LOGISTICS CLUSTER STRATEGY AND OTHER DOCUMENTS – available at [www.logcluster.org](http://www.logcluster.org)

Joint Evaluation of the Global Logistics Cluster, prepared by the KonTerra Group, August 2012 – supported by WFP, UNICEF and the Government of Netherlands

Logistics Cluster Global Strategy 2016-2018, Draft, Rome

### LOGISTICS CLUSTER DRC DOCUMENTS – available at [www.logcluster.org/ops/drc](http://www.logcluster.org/ops/drc)
Logistics Cluster, Concept of Operations, DRC January 2015

Logistics Cluster, 13 Meeting minutes from 2015

Logistics Cluster, 9 Maps from 2015


Logistics Cluster, 1 Survey January-February 2016


UNHAS schedules, Snapshots and forms from previous years

### OCHA AND UN DRC DOCUMENTS – some available here: [http://www.unocha.org/car](http://www.unocha.org/car)

OCHA, Common Humanitarian Fund DRC, Annual Report 2014


OCHA, Humanitarian Needs Overview for 2015

OCHA, Humanitarian Response Plan for 2015

OCHA, Humanitarian Needs Overview for 2016, 7 December 2015


OCHA, Operational Presence (3W), 2015 (3 overviews)


### OTHER BACKGROUND DOCUMENTS
IASC Cluster Approach Evaluation, 2nd Phase Country Study DRC, April 2010, Andrea Binder, Véronique de Geoffroy, and Bonaventure Sokpoh, GPPi and URD


### WFP INTERNAL DOCUMENTS
WFP budgets, narratives and financial tracking for Special Operation 200747 ‘Logistics Cluster Coordination and Emergency Road Infrastructure Repairs in support of WFP and the Humanitarian Community in the Democratic Republic of Congo’


WFP, Executive Director’s Circular OED2013/015, Country Directors’ Role in the Humanitarian Country Team, 21 August 2013

WFP, Executive Director’s Circular OED2013/016, WFP Leadership in IASC Clusters, 21 August 2013

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### ANNEX 3 – MISSION TERMS OF REFERENCE
Country Situation Background

The Democratic Republic of Congo (DRC) is one of the most complex humanitarian crises in the world. Since 2009, about 2.71 million people have been displaced within the country. Humanitarian needs remain high, in particular in the southern and eastern provinces which are the areas most affected by instability and violence. The Strategic Response Plan for 2015 estimates the number of people in need of assistance due to epidemics, violence and armed conflict, malnutrition, or natural disasters to be approximately 7 million people. DRC is classified as a L2 emergency.

Country Logistics Cluster Operational Background

Following the deterioration of the political, social and security situation in the country in recent decades, the Government has not been able to maintain or rebuild roads national. Overall, and when existing, the infrastructure is limited and in a very poor state. The humanitarian community has identified the weak infrastructure as one of the biggest obstacle to reaching the beneficiaries in remote locations.

The Logistics Cluster has been activated since 2006 in DRC with the aim of strengthening coordination and increasing the humanitarian community responsiveness to the repeated emergencies in country. The current objectives of the Logistics Cluster are:

- To facilitate a coordinated humanitarian logistics response;
- To promote and facilitate sharing of logistics information among all organisations;
- To identify logistics bottlenecks and gaps and provide logistics support and services in order to enable the humanitarian community to respond to the same for an effective emergency response.

In 2015, the Logistics Cluster has carried out three main activities namely, Logistics Cluster Coordination, Information Management including GIS support, and support to the Ebola response.

DRC LLE Objective:

Following the above, the overall objectives of the Lessons Learned exercise for the Logistics Cluster operation in DRC are:
To assess the performance and the activities undertaken by the Logistics Cluster in DRC to support the humanitarian community in reaching the people in need of assistance. The operation is assessed in terms of the degree to which it was relevant/appropriate, efficient, and effective in identifying the gaps and addressing the needs of the humanitarian community.

To draw lessons and recommendations from the DRC operation to support the DRC Logistics Cluster for further improved performance in the future, but also to support the development of the Global Logistics Cluster through the identification of best practices across operations.

To review the rationale and perspectives for the Logistics Cluster operation, role and scope in DRC forward looking.

Scope of the LLE:

To assess the performance of the Logistics Cluster operation and draw lessons and recommendations, the Lessons Learned exercise will focus on two of the Logistics Cluster’s core functions at country level as defined by IASC – the sectoral coordination and the facilitating role for the humanitarian actors. The period covered will be from January to December 2015. As the Ebola response was deactivated early 2015, it will not be included in the current Lessons Learned exercised.

Specifically, the LLE will look at:

1. The relevance and appropriateness of the Logistics Cluster response – in particular reviewing the relevance of maintaining a coordination mechanism active in DRC. What are the needs and priorities? How should the Cluster operation be designed in this context also considering available funds?
2. The effectiveness of the Logistics Cluster response – did the Cluster operation meet the stated objectives in a timely fashion? In the future, what will be the requirements for a successful cluster operation?
3. The efficiency of the Logistics Cluster response – how efficient were available resources used for the implementation of the Logistics Cluster operation?

The Logistics Cluster operation in DRC cannot be meaningfully analysed without also considering the supporting framework in form of the Global Logistics Cluster and constraining factors (funding and HR).

Methodology:

Data for the Lessons Learned report will be collected through:

1. Desk review of key documents prior to the mission in country;
2. User survey – feedback from users who have been or are currently present in DRC and are participating in the Logistics Cluster;
3. Staff surveys - feedback from key Cluster staff through Staff debrief surveys and end of mission reports;
4. Quantitative data related to the cluster services;
5. Single or group interviews in country with Key Informants (Users of services, Government representatives, Coordinating institutions (Clusters, OCHA, HC, HCT) and others as relevant).

**Output:**

The Lessons Learned Team will produce a report summarising the key findings and recommendations. The final draft will be sent to the WFP CO management and the Global Logistics Cluster for validation and comments. The final report will be shared at a Global level for feedback from global stakeholders and published on the Logistics Cluster website.

**ANNEX 4 - OVERVIEW OF SURVEY RESULTS**

ANNEX 5 – MAP
# ANNEX 6 – ACCRONYMS

<table>
<thead>
<tr>
<th>ACCRONYM</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>ALNAP</td>
<td>The Active Learning Network for Accountability and Performance in Humanitarian Action</td>
</tr>
<tr>
<td>CAR</td>
<td>Central African Republic</td>
</tr>
<tr>
<td>CERF</td>
<td>United Nations Central Emergency Response Fund</td>
</tr>
<tr>
<td>CHF</td>
<td>Common Humanitarian Fund</td>
</tr>
<tr>
<td>ConOPS</td>
<td>Logistics Cluster Concept of Operation</td>
</tr>
<tr>
<td>DRC</td>
<td>Democratic Republic of Congo</td>
</tr>
<tr>
<td>ECHO</td>
<td>European Commission’s Humanitarian Aid and Civil Protection Department</td>
</tr>
<tr>
<td>GLC or GLSC</td>
<td>Global Logistics Cluster Support Team in Rome</td>
</tr>
<tr>
<td>HC</td>
<td>Humanitarian Coordinator</td>
</tr>
<tr>
<td>HCT</td>
<td>Humanitarian Country Team</td>
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<tr>
<td>IASC</td>
<td>Inter-Agency Standing Committee</td>
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<tr>
<td>IDPs</td>
<td>Internally Displaced Persons</td>
</tr>
<tr>
<td>INGOs</td>
<td>International Non-Government-Organisations</td>
</tr>
<tr>
<td>IM</td>
<td>Information Management</td>
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<tr>
<td>LC</td>
<td>Logistics Cluster</td>
</tr>
<tr>
<td>LCA</td>
<td>Logistics Capacity Assessment</td>
</tr>
<tr>
<td>LLE</td>
<td>Lessons Learned Exercise</td>
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<tr>
<td>MT</td>
<td>Metric tonnes</td>
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<tr>
<td>MSU</td>
<td>Mobile Storage Unit</td>
</tr>
<tr>
<td>NFI</td>
<td>Non-Food-Item</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-Governmental Organisation</td>
</tr>
<tr>
<td>OCHA</td>
<td>United Nations Office for the Coordination of Humanitarian Affairs</td>
</tr>
<tr>
<td>OECD-DAC</td>
<td>Organisation for Economic Cooperation and Development – Development Assistance</td>
</tr>
<tr>
<td>RITA</td>
<td>Relief Item Tracking System</td>
</tr>
<tr>
<td>SitRep</td>
<td>Situation Report</td>
</tr>
<tr>
<td>SO</td>
<td>Special Operation</td>
</tr>
<tr>
<td>SOP</td>
<td>Standard Operating Procedures</td>
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<tr>
<td>UN</td>
<td>United Nations</td>
</tr>
<tr>
<td>Acronym</td>
<td>Description</td>
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<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
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<tr>
<td>UNHAS</td>
<td>United Nations Humanitarian Air Service</td>
</tr>
<tr>
<td>WFP</td>
<td>United Nations World Food Programme</td>
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