

# Country Programme Document for the Democratic Republic of the Congo (2013-2017)

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## I. Situation analysis<sup>1</sup>

1. The Democratic Republic of the Congo (DRC) has made steady progress since 2006. Average growth of Gross Domestic Product (GDP) reached 5.6 per cent in 2006-2010 (7 per cent in 2011) and the rate of inflation fell from a peak of 46 per cent in 2009 to 15 per cent in 2011. These changes enabled the DRC to reach the completion point of the Initiative for Highly Indebted Poor Countries in 2010. Nevertheless, the long crisis brought about development deficits and led to the establishment of a United Nations mission, first the United Nations Mission in the Democratic Republic of the Congo (MONUC), then the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) since 2003. The human development index stood at 0.286 in 2011, placing the country in lowest rank out of 187 countries. With respect to the Millennium Development Goals, some progress has been made but they have a limited impact and it is unlikely that most of the targets will be reached by 2015. The poverty rate is 70 per cent; two thirds of the labour force, mainly youth, are unemployed; the literacy rate for the 15-24 age group is 72 per cent (86 per cent for men and 59 per cent for women); the maternal mortality rate is estimated at 670 per 100,000 live births; and prevalence of HIV infection stands at 1.3 per cent. Moreover, the inequality index between the sexes is 0.710 as of 2011, which places the DRC in 142nd place out of 146 countries; the proportion of women in the outgoing National Assembly was 8 per cent, with 5 per cent in the Senate; sexual violence remains very high. With regard to MDG 7, the DRC has exceptional resources by virtue of its forest cover (about 50 per cent) and its biodiversity, although that asset is under pressure due to the country's dependence on biomass as an energy source (92 per cent), the mining industry, inappropriate farming practices and soil erosion, aggravated by the impact of climate change.

2. The political, institutional and security environment has improved since 2006. Basic institutions are now established at the national and provincial level. Major reforms in public finance are under way, albeit not fully implemented. Two Growth and Poverty Reduction Strategy Papers (PRSP) and a programme of economic stabilization and reconstruction (STAREC) in the East of the country have been drawn up. Medium and long term prospects for the DRC depend on three kinds of closely inter-related factors. The first relates to the nature of the State since the 2011 elections, notably the creation of an inclusive and participatory political space; the promotion of transparency, predictability and accountability in management of public finance and procurement and negotiation of mining contracts; improving the quality of public policies and legislation, with an important example in the area of decentralization; and strengthening of structures, competencies and national ownership at the central and provincial level. The second type relates to the risk of insecurity and instability: the resurgence of conflicts in the East and potentially in the West, where development indicators are lowest; the long process of reform of the security and justice sectors; the movement of small arms and the presence of foreign armed groups, encouraged by porous borders. The third and last kind of

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<sup>1</sup> Information drawn from: Growth and Poverty Reduction Strategy Paper (GPRSP 2), Government of the DRC; Economic memorandum on the DRC, World Bank, 2011; national report to the special session of the United Nations General Assembly, 2011; Human Development Report, UNDP, 2011.

factor relates to obstacles to job creation for young people. These factors include rapid population growth (3 per cent per year) combined with low elasticity of employment; low public investment in human capital; and, finally, a business climate which, particularly for small and medium-sized businesses in the farming and food sectors, is characterized by gaps in regard to policies, regulations, infrastructure and financing for technology.

## **II. Past cooperation and lessons learned<sup>2</sup>**

3. The 2008-2012 Country Programme Document (CPD) followed the successful elections of 2006, which had raised strong expectations for poverty reduction and good governance, the two pillars of the programme. With regard to governance, UNDP: (a) helped the National Independent Electoral Commission (CENI) by acquisition of voter registration kits and training of 32,000 election workers assigned to review the voter rolls<sup>3</sup>, recruitment and training of 363,000 election workers and funding of 30,000 national observers, with a view to preparing for the 2011 elections; (b) contributed to developing regulations governing public accounts, reorganization of structures and development of capacities of the Court of Auditors; (c) participated in the training and recycling of 3,527 police officers, establishment of the first forensic police unit in North Kivu, strengthening capacities of the special police for protection of women and children in the North and South Kivu and creation of judicial aid centres; and (e) facilitated the establishment of infrastructure for two brigades of the armed Forces of the Democratic Republic of the Congo (FARDC) and the infrastructure necessary to provide barracks for 7,000 troops and about 20,000 dependants in South Kivu and Ituri.

4. In the area of poverty reduction, significant results have been achieved, notably: (a) contributions to development and peace-building policies<sup>4</sup>; (b) the formulation of a new law on micro-finance; (c) improved basic services for 30,000 dependants of former fighters and improved road access for 40,000 people in South Kivu; income creation for 2,600 victims of sexual violence, based on gender criteria; (d) as main beneficiary of the Global Fund to Fight AIDS, Tuberculosis and Malaria, identifying 208,000 infected people and administering antiretroviral treatment to over 40,000 people living with HIV/AIDS; and (e) formulation of the national preparatory plan for the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (UN-REDD), enabling the mobilization of over \$75 million in 2010, thus enabling the DRC to become one of the nine countries benefiting from the REDD “fast track” procedure.

5. Several lessons have been learned with regard to programming and operations matters. As regards programming, the aim is to combine the expertise and credibility of UNDP in advocacy and to promote dialogue in order to create a demand and implement important reforms and coordination of development aid; to make progress in integrating the efforts of MONUC and the country team in addressing key issues such as elections, civilian security, justice and combating

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<sup>2</sup>Evaluation of the UNDP contribution to outcomes of development activities in the Democratic Republic of the Congo (2003-2011), UNDP, 2011; Outcome Evaluation - UNDP Country Programme, UNDP, 2011.

<sup>3</sup> 31 million voters

<sup>4</sup> , such as the GPRSP 2, and, in synergy with MONUSCO, the Peace-building programme (PCP) for western DRC

sexual violence; creating links between policy advice and development of capacities for a limited number of institutions; and achieving a better balance between the national and provincial levels. As regards operations, the aim is to pursue a gradual transition from the direct execution modality to the national execution modality; to enhance the technical calibre of managing for development results and communication of results; to strengthen joint planning, monitoring and evaluation with the Government and partners in view to benefit for economies of scale, easier resource mobilisation, and ensure efficient interventions; to maintain an active presence in the field by pursuing the geostrategic positioning of partners following their comparative advantages because of the size of the country and its communications constraints; and to reduce internal fragmentation and improve the quality and timeliness of reports.

### III. Proposed programme

6. The combination of national policies, the United Nations Development Assistance Framework (UNDAF), lessons learned, and the “New Deal” for development of a programme strategy rest on three guiding principles: enabling a transition from humanitarian assistance to peace-building and strengthening the rule of law in the long term; ensuring a better balance in programming between the five crucial parameters –national-provincial-local, East-West, State-non-state, public policies-communities, and long-term versus medium-term results-; and, finally, recognizing the comparative advantage of UNDP, which lies in having the knowledge and relations necessary to address delicate issues, capacity to combine political commitment with development capacities, strong operational presence in this domain, and its role within the Integrated Office, which is conducive to a clear division of labour and to possibilities for cooperation offered by the United Nations system. These five guiding principles translate into three main areas of cooperation.

**(a) Peace-building and strengthening democracy.** Emphasis will be placed on five domains, in combination with interventions of MONUSCO and other partners: (i) strengthening the parliament (and its provincial counterparts) by using a thematic focus as a point of departure for developing parliamentary initiatives, competencies of personnel and committees, and the quality of the legislative process and inter-agency dialogue, integrating the capacities of women as well as issues of gender, including women's enrolment in the electoral register and their access to justice, and other disparities; (ii) continuous investment in the electoral cycle by developing the capacities of the Independent Electoral Commission (CENI) (for example in the enhancement of the financial and administrative capacities, the establishment of a permanent and reliable electoral register, and in public awareness-raising), by strengthening the norms, systems, procedures and competencies of the Constitutional Court with respect to the resolution of electoral disputes, financing, and technical advice to civil society for civic education, promotion of women's participation in elections (access, knowledge and competencies of voters, candidates and election personnel), ensuring better access by political actors to public media through the Audiovisual and Communications High Council; (iii) provision of advice and support, institution-building, and forging of partnerships to accelerate reforms in the sectors of justice and security, focusing on the criminal justice system (police-courts-prisons), local police forces, control of small arms, citizen control and combating impunity in cases of sexual violence; (iv) investment in structures and competencies of the Court of Auditors in order to

strengthen oversight of public finance; and (v) strengthening of local governance in the provinces selected, working with local authorities and ministries to improve planning, to build a realistic and well-managed revenue base, to establish partnerships and to encourage citizen participation, especially by women and youth, creating socio-economic prospects and strengthening mechanisms for conflict management and inter-communal dialogue.

**(b) Planning for development and inclusive growth.** UNDP will emphasize four areas: (i) analysis and expert support for identification of policy and institutional options, such as increasing employment elasticity, reducing gender inequalities by developing pro-poor strategies integrating gender specific needs and encouraging gender sensitive budgets and Medium term expenditure framework (CDMT), and accelerating the achievement of the MDGs, as well as related facilitation of the process of inclusive dialogue; (ii) joint efforts with the United Nations and other partners to develop national statistical capacity at the central and provincial level<sup>5</sup>, in order to produce reliable socioeconomic data series that are disaggregated and comparable pertaining to such fundamental issues as poverty, gender inequality, production and labour; (iii) re-scaling of work on coordination of aid, in conjunction with the “New Deal”, to support the Government by enhancing institutional arrangements, systems and competencies required to match development assistance with national needs and priorities; and (iv) development of a set of measures designed to stimulate employment, to work with other United Nations entities focusing on promotion of small and medium-sized enterprises, geared to making priority improvements in business sectors, development of competencies, and access to microfinance and technology through the provision of models such as the development of agricultural value chains and delivery of gender sensitive services adapted to the national context..

**(c) Climate change and natural resources:** Emphasis will be placed on four areas: (i) technical studies, preparation and monitoring of proposals for policy and regulatory reform and institutional development and partnerships to deploy the UN-REDD initiative on a larger scale in order to create alternatives for production, jobs and incomes capable of containing the pressure on forest resources and preserving biodiversity; (ii) advancement of the experimental phase of the National Adaptation Plan of Action aimed at developing policies and strategies, and a programme of initial investment based on technical studies, consultancy work and targeted strengthening of institutional machinery at the national and provincial levels; (iii) development of production models based on natural resources, energy efficiency and access to energy, particularly from renewable resources, to encourage the creation of jobs with the active involvement of women and continuity in the framework of sectoral strategies for agriculture and energy; (iv) management of revenues from natural resources, for example with inventories of resources and competencies in regard to negotiation of contracts, as well as deployment of the monitoring system, particularly at the provincial level, and taking into account the work of other partners; and (v) pursuing support to civil society through its specialisation to enhance their advocacy, civic controls, and monitoring of public policies.

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<sup>5</sup> organizational structures, analytical tools and technical competencies

#### **IV. Programme management, monitoring and evaluation**

7. Programme management will be based on the following three pillars: making a transition from the direct implementation modality to the national implementation modality, linked with attainment of certain benchmarks in terms of capacities within the Government; observing flexibility, by allowing for the possibility of direct implementation for some time, in agreement with the Government, as well as other modalities (procedures related to non-governmental organizations and agencies and to fast-track procedures); systematizing, under Government leadership, planning and quarterly and annual reviews between the Government, UNDP, the United Nations system and its partners; and, finally, increasing investment in managing for development results, placing emphasis on personnel competencies, improved standards for the design of programmes, as well as data collection and data quality assurance. These pillars will depend on internal organizational adjustments fostered by an expanded presence on the ground in the East and West of the DRC, supported by appropriate systems and practices, introduction of tools and modalities for planning, coordination and monitoring enabling cooperation between programmes, and strengthened technical and monitoring capacity in order to foster the application of managing for development results, monitoring of projects and evaluation of results, and timely preparation of quality reports.

8. UNDP will also pursue partnerships strategy guided by the prospects opened up by the “New Deal”, developing possibilities of South-South cooperation and partnerships with socially responsible enterprises with regard to employment and natural resource management, while ensuring effective results-based awareness-raising and communication. Within this approach, UNDP will initiate its exit from the role of principal beneficiary of Global Fund projects that it has played since 2007. Finally, active risk management will be ensured by the Policies and Strategies Unit in order to provide analysis and planning of risk management, to monitor factors in order to identify strategic risks, flexibility in programming and budgeting, and early detection and elimination of bottlenecks, remaining fully in conformity with minimum standards of operational security.

## Annex

### Results and resources framework

National priority: Governance and institutional development – Peace-building and strengthening of democracy					
<p><b>Output 1 of UNDAF programme:</b> The institutional framework and citizen structures are strengthened with a view to ensuring promotion of human rights and development in the DRC. <b>Indicator of outputs:</b> Rate of satisfaction of the population with public services; percentage of institutions established and functioning according to the 2006 Constitution; percentage of national budget allocated and disbursed for basic social services</p> <p><b>Area of intervention of strategic plan:</b> Democratic governance</p>					
Government Contribution	Other Partner Contribution	UNDP Contribution	Indicators, Baselines & Targets of UNDP Contributions	Indicative CPD Outputs	Indicative resources by output (in US \$)
<p>The Government will ensure the autonomy and funding of electoral bodies, will invest in its ability to improve service delivery, accelerate reform of the justice and security sectors and respect its international commitments in the field of human rights, including gender equality</p>	<p>The Department for International Development (DFID) will support local and community capacity building and accountability mechanisms, the World Bank will support effective state and public enterprise reform, the United Nations Children's Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the United Nations Fund for Population Activities (UNFPA) will engage in joint programmes for access to justice. MONUSCO and the European Union will support the areas of gender, security and human rights</p>	<p>UNDP will focus on building consensus among national partners, civil society and citizens on reforms aimed at strengthening the rule of law at central, provincial and local levels; strengthening peace and improving the quality of life of populations; it will provide advisory support and build on lessons learned and good practices; support will also take the form of analytical work, specialized technical input and facilitation of the process of in-kind contribution</p>	<p><b>Indicator 1.1.1:</b> Number of critical legislative texts and regulatory reforms adopted in the political, socio-economic and environmental sectors. <b>Baseline:</b> 79 <b>Target:</b> 55 new</p> <p><b>Indicator 1.1.2:</b> Rate of implementation of recommendations from the control of the Government actions <b>Baseline:</b> 10% <b>Target:</b> 35%</p> <p><b>Indicator 1.2.1:</b> Existence of a permanent and reliable electoral registry <b>Baseline:</b> Existence of an electoral file non-permanent and non-reliable - <b>Target:</b> Permanent and reliable electoral file</p> <p><b>Indicator 1.2.2:</b> Percentage of offices of the CENI equipped and functional. <b>Baseline:</b> 0 - <b>Target:</b> 100%</p> <p><b>Indicator 1.2.3:</b> Percentage of women enrolled in the electoral file. <b>Baseline:</b> 49% - <b>Target:</b> 51%</p> <p><b>Indicator 1.3.1:</b> Percentage of territories in the target provinces covered by standards operational national police units</p> <p><b>Indicator 1.3.2:</b> Number of structures involved in the criminal chain in the target provinces with human and material capacities to ensure better the fight against impunity.</p> <p><b>Indicator 1.3.3:</b> Number of territorial entities in the target provinces that effectively provide administrative services to the population</p> <p><b>Indicator 1.3.4:</b> Existence of a dialogue framework between the Government and partners on the reform of the army</p> <p><b>Indicator 1.4.1:</b> Number of public administrative structures that have reviewed and functional organic frameworks. <b>Baseline:</b> 0 <b>Target:</b> 41</p> <p><b>Indicator 1.4.2:</b> Number of administrative structures with trained staff and improved working tools and framework <b>Baseline:</b> 0 - <b>Target:</b> 20</p> <p><b>Indicator 1.5.1:</b> Number of provinces and Decentralised territorial entities (ETD) that adopt and use a permanent and functional mechanism of transparent management of budgetary resources and monitoring and evaluation. <b>Baseline:</b> 0 - <b>Target:</b> 14</p> <p><b>Indicator 1.5.2:</b> Number of provinces and ETD with annual budget in line with planning <b>Baseline:</b> 4 - <b>Target:</b> 14</p> <p><b>Indicator 1.5.3:</b> Number of provinces and ETD which deliver at least 10% of their investment budget. <b>Baseline:</b> 0 - <b>Target:</b> 14</p>	<p><b>1.1:</b> The essential legislation to reforms is adopted, the control of government action, the accountability of Deputies (Representatives) and communication with civil society organisations are effective</p> <p><b>1.2:</b> National ownership of the organization and management of the electoral process is ensured</p> <p><b>1.3:</b> The authority of the State is gradually restored and effective in the target provinces</p> <p><b>1.4:</b> Public administration is restructured and able to provide basic public services</p> <p><b>1.5:</b> Development planning, programming and resource management mechanisms are operational and performance in the provinces and the ETD</p>	<p><b>Regular resources:</b> 34,978,200</p> <p><b>Other resources:</b> 346,826,160</p>

<b>National priority: Inclusive growth with job creation – Planning of development and inclusive growth</b>					
<b>Output 2 of UNDAF programme:</b> Public institutions effectively implement concerted policies and programmes of support for key actors working in promising sectors likely to accelerate job creation and generate incomes					
<b>Indicators of outputs:</b> Number of implemented pro-poor policies and programmes that generate jobs and incomes; percentage increase of decent jobs and incomes in sectors that support growth					
<b>Area of intervention of strategic plan:</b> Poverty reduction and achievement of the MDGs					
<b>Government Contribution</b>	<b>Other Partner Contribution</b>	<b>UNDP Contribution</b>	<b>Indicators, Baselines &amp; Targets of UNDP Contributions</b>	<b>Indicative CPD Outputs</b>	<b>Indicative resources by output (in US \$)</b>
The Government will carry out the priorities of the GPRSP 2, notably budgetary reform and capacities for monitoring and evaluation of the Government's programme performance, strengthen institutional and coordination capacities, including through thematic groups, implement the law on microfinance, including civil society, and will be a self-designated pilot country for the realization of the "New Pact" for fragile States.	The World Bank will support improvement of the business climate and employment; the Department for International Development (DFID) will support the development of analysis on the value chain and promote income generation; like the aforementioned partners, the European Union and France will support public finance reform and strengthening of civil society; the World Bank and the United Nations will strengthen national capacities in statistics	UNDP will: (a) undertake analysis and advocacy and promote dialogue initiatives to open political space for major reforms (e.g. the promotion of small and medium enterprises); (b) provide technical advice, establish partnerships with institutions of the South, make initial investments and a selection of materials in kind as well as training the national statistical system; (c) develop and support the management of a framework for aid coordination based on data and analysis; and (d) develop adaptable models for job creation tailored to local requirements and value chains, by targeting small businesses	<p><b>Indicator 2.1:</b> Quality disaggregated socio-economic data are regularly produced and used in local, provincial, and central level policies and programmes orientation</p> <p><b>Indicator 2.2.1:</b> A long-term gender sensitive strategic vision to guide development is adopted</p> <p><b>Baseline:</b> Three exist (DSCR-2, Vision of revolution of modernity and the Government action plan (PAG) - <b>Target:</b> 01 (New-Deal)</p> <p><b>Indicator 2.2:</b> Gender sensitive budgets, MTEF and Sectoral MTEF developed and implemented at the central and provincial levels.</p> <p><b>Baseline:</b> 0 - <b>Target:</b> 01 central and 11 provinces</p> <p><b>Indicator 2.2.3:</b> Sectoral and intersectorial coordination mechanisms for interventions established and functional at central and provincial levels. <b>Baseline:</b> 03 provinces - <b>Target:</b> 01 Central and 11 provinces</p> <p><b>Indicator 2.3.1:</b> National policy and managerial system of aid made operational</p> <p><b>Indicator 2.3.2:</b> Disaggregated and operational and regularly actualized available</p> <p><b>Baseline:</b> 01 incomplete - <b>Target:</b> 01 complete and up-to-date</p> <p><b>Indicator 2.4:</b> Number sectoral value chains analysed and developed <b>Baseline:</b> 0 - <b>Target:</b> 3</p>	<p><b>2.1:</b> The Central and provincial policies and public programs are better oriented</p> <p><b>2.2:</b> The national economy and development actions are guided by a strategic vision</p> <p><b>2.3:</b> The aid is fully traced and integrated to the budget and national accounts</p> <p><b>2.4:</b> Value chains are developed and providing jobs</p>	<p><b>Regular resources:</b> 13,991,280</p> <p><b>Other resources:</b> 72,255,450</p>



<b>National priority: Climate change and sustainable management of natural resources</b>					
<b>Output 3 of UNDAF programme:</b> The State improves the management of its natural resources and related benefits as well as mechanisms for disaster management and commits to a green economy					
<b>Indicators of outputs:</b> (1) Net rate of forest degradation; (2) Share of green funds in State budget					
<b>Area of intervention of strategic plan:</b> Environment and sustainable development					
<b>Government Contribution</b>	<b>Other Partner Contribution</b>	<b>UNDP Contribution</b>	<b>Indicators, Baselines &amp; Targets of UNDP Contributions</b>	<b>Indicative CPD Outputs</b>	<b>Indicative resources by output (in US \$)</b>
The Government will integrate environmental issues into the national agenda, will implement the national programme on forests, environment, water and biodiversity, the National Adaptation Plan of Action, and establish the national REDD fund	Norway and the World Bank will support REDD, the World Bank and Belgium will promote agriculture and infrastructure programmes for a green economy; the EU will invest in capacity building in environmental and climate matters; Germany will support forest policy and structural reforms within the Ministry for the Environment	UNDP will contribute to improved natural resource management and sustainable development based on: (a) a better database for policy, regulation and planning; (b) advocacy on sustainability and better management of natural resources and related revenues; (c) advisory work on specialized policy and technical issues; (d) development of partnerships with regional and global institutions on the design and evaluation of initiatives, particularly South-South links, and (e) application on the ground of resource management and income models, based on natural resources, risks of natural disasters, and job creation	<p><b>Indicator 3.1.1:</b> Number of tools for planning, analysis and management of natural resources and land quality (sharing of benefits and co-benefits, environmental impact, choice model) available <b>Baseline:</b> Not yet</p> <p><b>Indicator 3.1.2:</b> Number of standards applied in natural resources management and portion of women associated in related decision making <b>Baseline:</b> 0; <b>Target:</b> All national standards developed are linked with the national strategy REDD + and 50% of women are involved in the committees;</p> <p><b>Indicator 3.2.1:</b> Share of the national budget allocated to the management of natural resources and private sector investment rates in the green economy <b>Baseline:</b> 0 <b>Target:</b> 5% State and 10-20% private</p> <p><b>Indicator 3.2.2:</b> An energy policy consistent with sustainable development goals is available <b>Baseline:</b> 0 <b>Target:</b> Electrical Code and measures of operational applications.</p> <p><b>Indicator 3.3:</b> Number of provinces that have plan of contingency and operational coordination mechanism of management and prevention of risks and natural disasters <b>Baseline:</b> 0 - <b>Target:</b> 11</p> <p><b>Indicator 3.4:</b> Percentage of rural populations with access to renewable energy <b>Baseline:</b> 1% - <b>Target:</b> 18%</p>	<p><b>3.1:</b> RDC has the capacity to operate and implement relevant choices in gender sensitive management of natural resources and land utilization</p> <p><b>3.2:</b> DRC is gradually investing in the green economy</p> <p><b>3.3:</b> DRC develops mechanisms for preventing and responding to natural disasters</p> <p><b>3.4:</b> Increased access of rural populations to hydroelectricity and other clean energy sources</p>	<p><b>Regular resources:</b> 9,327,520</p> <p><b>Other resources:</b> 72,255,450</p>