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I. Situation analysis¹

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 index of inequality 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 and sexist violence remain 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 (GPRSPs) 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 interrelated 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

¹ 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 learned²

3. The 2008-2012 Country Programme Document (CPD) followed the successful elections of 2006, which had aroused 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 (31 million voters), 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, such as the GPRSP 2, and, in synergy with MONUSCO, the Peace-building programme (PCP) for western DRC; the formulation of a new law on micro-finance, now pending promulgation; (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; (e) 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 (f) 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 advance important reforms and coordination of development aid; to make progress in integrating the efforts of MONUC and the country team in addressing key issues

² 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.

such as elections, civilian security, justice and combating sexual and sexist violence; creating links between advisement on policies 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; to maintain an active presence in the field in keeping with 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 Pact” 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. Stress will be laid 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 (staff and parliamentarians) as well as issues of gender and other disparities; (ii) continuous investment in the electoral cycle by developing the capacities of the Independent Electoral Commission (CENI) (for example in the management of the electoral rolls 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 advisement 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 inequalities between the sexes, 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 (organizational structures, analytical tools and technical competencies), in order to produce reliable chronological 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 Pact”, 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 and delivery of services adapted to the national context and to the needs of women.

(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; and (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.

IV. Programme management, monitoring and evaluation

7. Programme management will be based on the following three pillars: making a transition from the direct execution modality to the national execution modality, linked with attainment of certain benchmarks in terms of capacities within the Government; observing flexibility, by allowing for the possibility of direct execution 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 stress on personnel competencies, improved standards for the design of projects/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 a strategy of partnerships guided by the prospects opened up by the “New Pact”, 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>Output 1 of UNDAF programme: The institutional framework and citizen structures are strengthened with a view to ensuring promotion of human rights and development in the DRC. Indicator of outputs: 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>Area of intervention of strategic plan: 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>Indicator 1.1: Thematic coverage, quality and promptness of legislative work (parliament and provincial assemblies) Baseline: Relatively slow parliamentary processes; limited technical competencies and consultations Target: The legislative process responds to criteria of basic capacities (functional process, grasp of procedures established for consultations and thematic content of the legislation, particularly on gender inequality) Indicator 1.2: Preparations for elections evaluated by independent observers Baseline: Major constraints in capacity for management, low volume of women's votes, and irregularities noted during 2011 elections Target: better evaluation of provincial and local elections slated for 2013 and the next national elections in 2016, with special emphasis on specific measures for women Indicator 1.3: Coverage of judicial and security services in target provinces Baseline: Access currently confined to major cities Target: A "minimum" of coverage by local police for women and children in 2 – 3 target provinces (to be defined); adoption of key reforms in justice and security (for example, relating to the criminal justice system); creation of civilian monitoring mechanisms Indicator 1.4: Number of provinces with a planning and budget framework for developing functional financing mechanisms Baseline: Provincial and local plans exist but budgets are not always consistent with plans and mechanisms of mobilization and the management of revenue and expenditure is still inadequate Target: the 3 – 4 target provinces have development plans, prepare budgets, mobilize resources and achieve a substantially high level of budget execution</p>	<p>1.1: An initiative in place to strengthen legislative capacities in stages (internal structures, systems and processes, personnel competencies in management, thematic domains and institutional partnerships) 1.2: The Independent Electoral Commission has the needed technical and material capacities to ensure successful management of elections (planning, logistics, personnel competencies, awareness-building among stakeholders, preparation of electoral rolls, civic education and participation by women) 1.3: A sustained initiative comprising analyses, advocacy activities and political dialogue at a high level between Government and partners successfully completed in the service of necessary reforms in the security and justice sectors 1.4: Training of 5,000 correctional services workers and police and construction of additional infrastructure completed in 2-3 target provinces 1.5: Analytical work, pilot trials and deployment of planning and budgeting systems conducted in the target provinces (management of revenues, methods of planning, budget performance)</p>	<p>Regular resources: 34,978, 200</p> <p>Other resources: 346,826, 160</p>

National priority: Inclusive growth with job creation – Planning of development and inclusive growth					
<p>Output 2 of UNDAF programme: 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</p> <p>Indicators of outputs: 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</p> <p>Area of intervention of strategic plan: Poverty reduction and achievement of the MDGs</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 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.</p>	<p>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</p>	<p>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>	<p>Indicator 2.1: Political reforms achieved through analyses, advocacy and dialogues facilitated by UNDP</p> <p>Baseline: UNDP enjoys the confidence of the Government and other partners and is well positioned for advocacy</p> <p>Target: Quality analysis, especially with regard to inequalities between the sexes, sustained management of relations and search for a consensus that has produced benefits in terms of reforms in at least two target sectors</p> <p>Indicator 2.2: Recent and reliable data available on economic and social development (disaggregated by sex and geographical area)</p> <p>Baseline: Extant national data base but lack of a formal programme of surveys</p> <p>Target: Basic socio-economic data available through surveys less than 3-4 years old</p> <p>Indicator 2.3: A functional national policy and system of aid management</p> <p>Baseline: Policy and system partly in place</p> <p>Target: A national policy of aid management aligned on the “New Pact” adopted by the Government and successfully piloted at the central level and in four provinces by 2015</p> <p>Indicator 2.4: Successful models of micro-enterprise based on job creation targeting youth and women</p> <p>Baseline: Absence of a model</p> <p>Target: Micro-enterprise models in 2 – 3 value chains linked to agriculture, the agro-food and forestry industries that combine access to competencies, finance, technologies and energy with strong participation by the private sector and women</p>	<p>2.1: Major partnerships (for example with civil society organizations, foundations and institutions of the South) on policy analysis and advocacy</p> <p>2.2: A national multi-year multipartite programme to strengthen statistics has been validated, funded and the first phase has been completed</p> <p>2.3: An initiative comprising analyses, dialogue and targeted development of capacities has been launched to reach agreement on aid policy and establish systems of aid management monitoring</p> <p>2.4: Evaluation of the value chain, design of systems of services/supply and partnerships in place for the launching and testing phases of successful micro-enterprise models</p>	<p>Regular resources: 13,991,280</p> <p>Other resources: 72,255,450</p>

National priority: Climate change and sustainable management of natural resources					
Output 3 of UNDAF programme: 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					
Indicators of outputs: (1) Net rate of forest degradation; (2) Share of green funds in State budget					
Area of intervention of strategic plan: Environment and sustainable development					
Government Contribution	Other Partner Contribution	UNDP Contribution	Indicators, Baselines & Targets of UNDP Contributions	Indicative CPD Outputs	Indicative resources by output (in US \$)
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>Indicator 3.1: Volume of funds raised and used for REDD</p> <p>Baseline: 75 million dollars (2010)</p> <p>Target: 120 million dollars in 2016</p> <p>Indicator 3.2: Number of provinces with an appropriate adaptation plan in order to promote better practices by the population</p> <p>Baseline: None</p> <p>Target: 3 provinces</p> <p>Indicator 3.3: Key production sectors with a climate change mitigation strategy in application</p> <p>Baseline: Lack of a sectoral strategy for Nationally Appropriate Mitigation Actions (NAMAs)</p> <p>Target: adoption of 3 NAMAs (REDD, agriculture and energy) and alternative income-generating mechanisms</p> <p>Indicator 3.4: Operational models for sustainable production and revenue management practices</p> <p>Baseline: Few effective models; a fragmented and opaque national resource management; high environmental costs</p> <p>Target: At least two models of adaptation developed in each of two main areas in provinces selected by 2017</p>	<p>3.1: A national mitigation strategy formulated for 3 sectors --forest (REDD), agriculture and energy-- made operational through an appropriate monitoring, reporting and verification (MRV) system and interventions to foster large-scale use of renewable energy sources (hydroelectric, solar, biogas)</p> <p>3.2: Adaptation plans formulated in the 3 target provinces and initial phase of investment under way, with emphasis on actions at the community level (measures regarding water, soil, forests, and energy management, including use of renewable energies)</p> <p>3.3: An established and operating national green fund to combat the effects of climate change</p> <p>3.4: In-depth studies, design and implementation of pilot projects; initial evaluation of viability of natural resource management achieved in 2 or 3 provinces</p>	<p>Regular resources: 9,327,520</p> <p>Other resources: 72,255,450</p>