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**Cooperation framework and related matters**

**Country programme document for the Democratic Republic  
of the Congo (2008-2012)**

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## Introduction

1. This 2008-2012 country programme document for the Democratic Republic of the Congo is the outcome of a series of consultations with the Government and with development partners, including civil society. The highlights of this dialogue were, respectively, validation of a guidance note on governance (November 2005), formulation of the governance programme (September 2006-March 2007), evaluation of previous cooperation (December 2006) and the validation workshops for the Growth and Poverty Reduction Strategy Paper (GPRSP) and the country cooperation framework (CCF)

### I. Situation analysis

2. Despite its enormous economic potential, the Democratic Republic of the Congo is one of the countries with the lowest levels of human development. The national report on the Millennium Development Goals ([www.undg.org/documents/](http://www.undg.org/documents/)) and the GPRSP have revealed dire poverty rates: 71 per cent of people live below the poverty line, 31 per cent of children under five years of age suffer from chronic malnutrition and their mortality rate stands at 21.3 per cent, while primary education posts a 52 per cent net enrolment rate. The HDI fell from 0.414 in 1975 to 0.391 in 2004 and the HPI-1 was estimated at 40.9 for 2004.

3. These trends have gathered momentum over the past 15 years following the collapse of the State and the armed conflicts that ensued, mainly in the east of the country. There has been a measure of stabilization since 2001 with the resumption of dialogue with the international financial institutions, and the Lusaka Accord, which brought to an end all foreign military intervention in the DRC. At the political level, the April 2003 Global and All-inclusive Agreement assigned the following tasks to the institutions in charge of the transition: (i) reunification of the territory and establishment of State authority; (ii) national reconciliation; (iii) creation of an integrated, restructured army; and (iv) organization of democratic elections at all levels. Free presidential and legislative elections, the first for 40 years, were held in July and October 2006. However, certain tasks still remain to be completed, in particular army integration, the re-establishment of State authority, the holding of local elections, and national reconciliation. The violent fighting in August and in March 2007 in Kinshasa underscored the complexity of army integration, the intensity of the continuing political divisions, and the obstacles to national reconciliation.

4. In the economic sphere, the implementation, from the second quarter of 2001 onwards, of stabilization and reconstruction programmes generated positive GDP growth rates from 2003 onwards, following two decades of decline. The rate of inflation was reduced from 510 per cent in 2000 to 4.4 per cent in 2004. Following the interim PSRP and the completion of an economic programme supported by the Poverty Reduction and Growth Facility (PRGF), the DRC attained the decision point of the Heavily Indebted Poor Countries (HIPC) initiative in July 2003. Despite these results, poor management of public finances has prevented rapid evolution of the indicators of the Millennium Development Goals (MDGs). Poor economic governance and the unsatisfactory implementation of reforms resulted in the suspension of the PRGF with IMF in March 2006.

5. As regards security, adoption of the National Demobilization, Disarmament and Reintegration Programme (PN-DDR), the National Army Integration Strategy and the reform of the Congolese national police force (PNC) are the pillars of the reform. However, the restructuring of the army in a context of crises relating to command, logistical dysfunction and administrative weakness, as well as the presence of foreign armed groups and the uncontrolled movement of light weapons, have all contributed to persisting insecurity in Ituri, northern and southern Kivu and northern Katanga.

## **II. Past cooperation and lessons learned**

6. The country cooperation programme for 2003-2005 was built around governance, the fight against poverty, conflict prevention and escape from the crisis. This programme, which has been extended to cover the period 2006-2007, has enabled UNDP to play a key role in support of the transition in its three areas of security, politics and economics.

7. In the area of security, UNDP action was carried out in three spheres: demobilization, disarmament and reintegration (DDR), brassage within the national army, and election security. UNDP coordinated partnerships and supported the formulation of the PN-DDR and the setting up of its pilot mechanism. As the main partner of the National Commission for Disarmament and Reintegration (CONADER), UNDP conducted, with UNICEF and MONUC, the first DDR operation in Ituri, established demobilization centres in the east of the country and administered brassage and recycling centres with financing from the European Commission. It also conducted biometric registration of demobilized combatants and, in partnership with the Department for International Development (DFID), supported the installation of integrated brigades.

8. On the subject of governance, UNDP has, among other things, supported the five institutions for the support of democracy and the drafting by the transitional Parliament of the new Constitution and necessary electoral laws. It has also supported the electoral process, with a number of donors and MONUC, through management of the Basket Fund and the implementation of several projects in support of the effective organization of the elections, including institutional support for the Independent Electoral Commission. This assistance made possible the organization of the constitutional referendum in December 2005 and presidential, legislative and provincial elections in July and October 2006.

9. The anti-poverty programme is founded on four main themes: preparation of the final Poverty Reduction Strategy Paper (PRSP); support for grassroots communities; management of environmental resources; and the fight against HIV/AIDS and other diseases. In close collaboration with the main bilateral and multilateral donors, UNDP facilitated the establishment of a coordination framework for the preparation of the final PRSP adopted by the Government in June 2006. In conjunction with the Global Environment Facility (GEF), UNDP has concentrated its interventions on the protection of biodiversity and the implementation of the international conventions ratified by the DRC in this area. As the principal beneficiary for the DRC of the resources of the GEF, UNDP has been able to make the programmes to combat HIV/AIDS, tuberculosis and malaria

operational (antiretroviral treatment, distribution of prophylactics and insecticide-impregnated mosquito nets, etc.).

10. The main lessons learned from this cooperation are: (i) the added value of a long-term approach of strengthening capacities best suited to the context, as opposed to ad hoc activities; (ii) the need to build effective partnerships to ensure UNDP's strategic position and to consolidate its resources; (iii) flexibility in the programme's strategic orientation and application of the modalities for project implementation in an out-of-crisis environment; (iv) the need for enhanced participation of communities and local authorities in emergency recovery activities; (v) the added value of decentralization of programme activities; and (vi) the need to strengthen national bodies' management capacity (NEX).

### **III. Proposed programme**

#### **A. Linkage with CCF/UNDAF**

11. The DRC's foreign partners, including the United Nations agencies, have framed a joint country cooperation framework (CCF) based on the governance contract adopted by the new Government and the five pillars of the GPRSP. The proposed programme contributes to four of the five effects of the CCF/United Nations Development Assistance Framework (UNDAF), the development matrix of which is annexed to this document: (i) promotion of the MDGs; (ii) reduction of armed violence, and institutional strengthening; (iii) halting the spread of HIV/AIDS; and (iv) promotion of participatory planning mechanisms at the local and community levels.

#### **B. Strategic orientation**

12. Under the CCF, UNDP interventions are organized around two strategic areas: (i) **promotion of good governance**, and (ii) **poverty reduction**. The choice of these two areas is justified by the concern for a coherent response to two basic preoccupations: (i) the emergence of a State governed by the rule of law guaranteeing its citizens full enjoyment of human rights; and (ii) the emergence of economic and lifestyle frameworks that guarantee citizens adequate powers and income. The various orientations of these two fields will incorporate the dimensions of conflict prevention, community restoration, and gender equality pursuant to United Nations Security Council resolution 1325.

##### *Promotion of good governance*

13. Improvement of governance in the DRC will be measured through the capacity of State services to provide public services, including ensuring security; the opportunities for citizens to participate in the political system; and the emergence of spaces for dialogue and exchanges between public institutions and the population. In order to contribute to these changes, UNDP plans to focus its governance programme on the following areas:

**Reform of the security sector:** support, spearheaded by MONUC and the European Commission, for the formulation and implementation of a National Defence and Security Strategy, for the installation of integrated brigades in unstable areas, and the establishment of the National Programme for the control of small arms and light weapons (SALW); strengthening of civilian capacities for control and supervision of the defence and security services; improved access to judicial services and protection of women's rights, on the basis of the Plan of Action for the reform of the justice sector.

**Consolidation of democratic governance:** support for the organization of local elections, strengthening of the legislative, representational and controlling capacities of the national Parliament and provincial assemblies; encouragement of dialogue and the formulation of political party programmes; support for the Independent National Electoral Commission (CENI), for the Audiovisual and Communications High Council; and strengthening of the media and civil society.

**Reform of public administration and the fight against corruption:** more rational management of structures, staff and posts in the central ministries and their provincial and local subdivisions, and support for the key anti-corruption institutions.

**Local governance and local development:** joint UNDP/UNCDF assistance is aimed, as part of the national decentralization and local development strategy, at improving local governance (capacity for policy framing, strategic planning and financial management systems in provincial and local administrations, and for organization and promotion of civic participation) in order to promote local development and reduce poverty. There are plans to set up a local development fund to develop trust management capacities at the provincial and local levels.

**Improved management of public resources:** support for matching annual and pluriannual budgets to MDG needs; assistance in formulating the national strategy for developing statistics and in reactivating statistical activity.

#### *Poverty reduction*

14. In addition to its advocacy relating to the attainment of the Millennium Development Goals and support for the GPRSP, in the fight against poverty UNDP will endeavour to: (i) guarantee full economic revival; (ii) minimize the impact of HIV/AIDS and other diseases on development; (iii) guarantee communities' access to natural and environmental resources, while contributing to the improvement of the global environment.

15. The strategy consists in: (i) supporting efforts to restore assets and capacities in order to boost local economies through financial intermediation (inclusive financial systems) and reduce people's vulnerability (rehabilitation of basic infrastructure, job creation, especially for young people out of school and out of work); (ii) strengthening community capacities through the promotion of inclusive decision-making mechanisms; and (iii) promoting relations between the authorities and community associations. UNDP also aims to consolidate the practice of dialogue and peaceful settlement of differences within communities in order to guarantee reconciliation and peace and prevent the resurgence of conflicts, while ensuring effective recognition of gender equality and protection of women.

16. With regard to HIV/AIDS, UNDP will support programme coordination and harmonization; improvement of knowledge (impact studies, dissemination of innovations and best practices); and systematic integration of the fight against HIV/AIDS in sectors and programmes. Regarding the Global Facility, UNDP will support the strengthening of national capacities and the institutionalization of its management mechanisms. In the field of natural and environmental resources, UNDP action will focus on: the development and popularization of a strategic natural resources management framework, and the introduction of mechanisms for public-private partnership and of a multidonor institutional support fund.

17. UNDP will take steps to capitalize on the comparative advantages that emerge from the implementation of the transition programmes in order to forge strategic partnerships and establish a solid base of peripheral resources. The Basket Fund and cost-sharing mechanisms will be used on a case-by-case basis to facilitate resource mobilization. UNDP will step up its cooperation with the country cooperation framework (CCF) partners, in particular the Department for International Development (DFID) and the World Bank for governance issues, on the basis of joint programmes and experience-sharing, and with the United Nations Capital Development Fund (UNCDF) regarding micro-financing and local development. UNDP will also enter into cooperation agreements, notably with bilateral partners (Belgium, Japan, and the Netherlands) and multilateral partners recently established in the DRC (ADB and IFAD). UNDP will intensify its relations with the UNV programme and civil society organizations. UNDP is also engaged in contributing to the return of expatriate Congolese experts to the DRC, in partnership with the International Organization for Migration (IOM). In addition, UNDP will monitor the implementation of the reform of the United Nations and, in that connection, will continue to work towards harmonized and effective interventions by donors, while supporting initiatives for strengthening the coordination capacities of the Ministry of Planning. In conclusion, UNDP undertakes, jointly with the other CCF donors, to take the measures needed for close monitoring of the main political and operational risks and those relating to insecurity (notably in the country's eastern provinces).

### **C. Intended results**

18. The programme results and the framework of the resources expected for 2008-2009 are annexed to this document.

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

19. When the programme is being implemented, UNDP will resort to the services of specialized agencies (AGEX) and to direct programme execution while at the same time strengthening the capacities of the national entities in order to use the NEX system eventually. Monitoring and evaluation of the programme results will be conducted in the framework of the Government mechanisms, especially those envisaged for the CCF/UNDAF. The country programme evaluation plan provides for a mid-term evaluation in 2010 and a final evaluation in 2012, as well as thematic evaluations of the programme's impact. These evaluations will be coordinated with the partners and their recommendations will be included in the CAP/UNDAF evaluation. UNDP will ensure better geographical targeting of its contributions so as

to optimize their impact. The provincial subdivisions being currently installed will play a capital role in the planning of the monitoring and evaluation activities in the programme.

### Results and resources framework for the Democratic Republic of Congo, 2008-2012

National priority: Consolidate peace and security and reinforce public institutions to bring about the emergence of a State governed by the rule of law				
UNDAF effect #1: By 2012 armed violence will have been significantly reduced and the performance of public institutions improved to ensure transparent and equitable access by the people to public services and to maintain national cohesion and peace				
Area of key result/effect of programme	Programme outputs	Indicators of outputs	Roles of partners	Resources (million US\$)
<p><b>Restoration of security of individuals</b> Armed violence will have been significantly reduced and the protection of the citizens effectively secured by the services of the State <b>Indicator:</b> proportion of cases of violations of human rights caused by members of armed groups (Base: 81 % / <b>Target:</b> &lt;5 %)</p>	<ul style="list-style-type: none"> <li>- Strengthening of civilian capacity to control and supervise the defence and security system</li> <li>- Brigades incorporated into a professional army and posted in unstable zones</li> <li>- Implementation of national programme for control of light weaponry and small-calibre weapons</li> <li>- Finalization of programme for the reform of the justice system</li> <li>- Access to courts of appeal and tribunals</li> </ul>	<p><b>Indicator 1:</b> professional army and police (number of brigades trained and incorporated, reduction of armed violence ; numbers of security forces trained to ensure security of goods and individuals) (Base: 3 / Target: 18)</p> <p><b>Indicator 2:</b> number of reports by parliamentary committees on the security forces (Base: 0 / Target: 10)</p> <p><b>Indicator 3:</b> Updated and mandatory regulatory framework for weapons control</p> <p><b>Indicator 4:</b> proportion of cases of violations dealt with by the courts (Base: &lt;5 % Target: 95 %)</p>	<p>UNDP: advocacy of definition of legal and regulatory framework of CALPC ; support for formulation of defence and security strategy ; logistical support for incorporated brigades MONUC, Belgium, France, RSA, Angola, EU: logistical support and training for brigades incorporated in FARDC and PNC ; DFID/BM: evaluation of the army and police pay system: OSC: dialogue with Parliament (effective citizen control of the security forces)</p>	<p>Regular resources: 1.0</p> <p>Other resources: 12.00</p>
<p><b>Promotion of citizen participation in the political system</b> Citizen participation in the exercise of power will have been improved <b>Indicator:</b> dependable political institutions playing their role fully in interaction with the population</p>	<ul style="list-style-type: none"> <li>- Strengthening of legislative and monitoring capacities of parliamentarians</li> <li>- Strengthening of policy-formulating capacities of parties with seats in representative institutions</li> <li>- Strengthening of capacity of the OSCs and journalists to follow up on CENI and CSAC operational public institutions</li> </ul>	<p><b>Indicator 1:</b> number of parliamentarians trained in legislative techniques and number of key items of legislation promulgated (Base: 5 Target: 30)</p> <p><b>Indicator 2:</b> number of political parties which have framed their specific political programmes (Base: 0 / Target: 15)</p> <p><b>Indicator 3:</b> number of journalists and members of OSCs trained for monitoring of public institutions (Base: unknown / Target: 250)</p> <p><b>Indicator 4:</b> organization of local elections</p>	<p>UNDP: technical and financial support DFID, Sweden, Netherlands, EU, Belgium: technical and financial support IPU: implementing agents</p>	<p>Regular resources: 10.00</p> <p>Other resources: 43.00</p>



<p><b>Strengthening of response capacities of local authorities</b> The work of local public institutions will have been oriented towards the satisfaction of the needs of the population <b>Indicator:</b> net rate of school attendance (Base: 52 % / <b>Target:</b> 75 %)</p>	<ul style="list-style-type: none"> <li>- Adoption of the national decentralization and local development strategy</li> <li>- Basic laws and implementing regulatory texts</li> <li>- Financial management and strategic planning systems established in two provinces and six territories</li> <li>- Local development committees established in six pilot territories</li> </ul>	<p><b>Indicator 1:</b> FDLs operational <b>Indicator 2:</b> number of key legislative items promulgated (<b>Base:</b> 0 / <b>Target:</b> 6)</p>	<p>UNDP: technical support and coordination of donors UNCDF: establishment of a Local Development Fund DFID, EU, France, Switzerland: technical and financial support</p>	<p>Regular resources: 3.00 Other resources: 65.30</p>
<p><b>Reform of the public administration and anti-corruption campaign</b> The public administration will be more efficient and reliable and will offer services to citizens effectively, equitably and with transparency</p>	<ul style="list-style-type: none"> <li>- Organizational audit and rationalization of staff, jobs and structures in key ministries</li> <li>- Modernized and operational human resources management system</li> <li>- Strengthening of capacity of OSCs to follow up on corruption</li> <li>- Strengthening of supervisory capacities of Court of Accounts and of Parliament</li> </ul>	<p><b>Indicator 1:</b> Competence of specified ministries and training of officials* ; introduction of a modernized, results-based framework of human resources management (<b>Base:</b> 3 / <b>Target:</b> 10) <b>Indicator 2:</b> number of anti-corruption tools in the UN anti-corruption convention established and functioning ; number of supervisory entities operational at central and provincial levels ; number of supervisory-level officials in the Court of Accounts (trained in control and auditing of public services, post-audit sanctions) (<b>Base:</b> 0 / <b>Target:</b> 6)</p>	<p>UNDP: technical and financial support EU, Belgium, South Africa, World Bank: technical and financial support</p>	<p>Regular resources: 10.00 Other resources: 48.00</p>
<p><b>National priority: increase supply of education, health and water purification services, remove obstacles to access and improve social standing of vulnerable persons</b> <b>UNDAF effect #3:</b> By 2012 the indicators for MDOs 2, 4, 5 et 7 will have improved significantly.</p>				
<p><b>Promote attainment of MDOs</b> National capacities for the framing of policies promoting attainment of the MDOs will have been strengthened <b>Indicator:</b> number of MDO targets approaching attainment in 2015 (Base: 0 / <b>Target:</b> 7)</p>	<ul style="list-style-type: none"> <li>- PSRP updated on basis of evaluation of needs for attainment of MDOs</li> <li>- Technical and institutional protocols for preparation of CDMTs and annual budgets</li> </ul>	<p><b>Indicator 1:</b> report on MDO figures validated by the government and donors <b>Indicator 2:</b> PRSP aligned on MDOs</p>	<p>UNDP: strengthening of capacities of Ministry of Planning Canada: strengthening of capacities of CDMTs ; support for follow-up/evaluation of GPRSP</p>	<p>Regular resources: 0.80 Other resources: 1.50</p>

<b>National priority: check the spread of HIV and moderate the impact of HIV on individuals, families and the community</b>				
<b>UNDAF effect #4:</b> By 2012 the propagation of HIV/AIDS will have been checked and its impact on development reduced				
<p><b>Development and implementation of plans to combat HIV/AIDS</b></p> <p>Plans for the campaign against HIV/AIDS will have been harmonized and national programme management capacities strengthened</p> <p><b>Indicator:</b> % of funds administered by national structures (<b>Base:</b> &lt;1 % / <b>Target:</b> +/- 15 %)</p>	<ul style="list-style-type: none"> <li>- Establishment of sectoral strategic plans</li> <li>- Updating of National Multisectoral Strategic Plan</li> <li>- Strengthening of capacities for planning and management of the National Multisectoral Plan to Combat HIV/AIDS (PNLMS) and beneficiary NGOs</li> </ul>	<p><b>Indicator 1:</b> number of sectoral strategic plans (<b>Base:</b> 6 / <b>Target:</b> 12)</p> <p><b>Indicator 2:</b> number of workshops for training in planning and management of the PNMIS (<b>Base:</b> 2 / <b>Target:</b> 15)</p>	<p>UNDP: technical and financial support</p> <p>UNAIDS: dissemination of standards, training</p> <p>UNS and World Bank and bilateral cooperation (GTZ, CTB, CDC, USAID, DFID): technical and financial support</p> <p>PNMLS and national and international NGOs: conduct of studies</p>	<p>Regular resources: 5.00</p> <p>Other resources: 80.00</p>
<b>National priority: Secure participation of community organizations in decision-making and revival of the most affected communities</b>				
<b>UNDAF effect #5:</b> By 2012 the planning and development mechanisms will have been established and the socioeconomic network will have been revitalized at community level				
<p><b>Restoration following crisis of bases for development at community level</b></p> <p>The communities will have been pacified and local economies revived</p> <p><b>Indicator: unemployment rate in 20-45 age group</b> (Base: 80 % / <b>Target:</b> 15 %)</p>	<ul style="list-style-type: none"> <li>- National policy and strategy for an inclusive financial system</li> <li>- IMF refinancing fund</li> <li>- Community development funds established in ten rural territories</li> </ul>	<p><b>Indicator 1:</b> volume of credits provided by the Ifs supported by UNDP/UNCDF (<b>Base:</b> 250.000 US\$ / <b>Target:</b> 15.000.000 US\$)</p> <p><b>Indicator 2:</b> local development plans drawn up and implemented (<b>Base:</b> 2 / <b>Target:</b> 15)</p>	<p>UNDP: technical and financial support</p> <p>UNCDF, MAE, GTZ, USAID, KfW: technical and financial support</p> <p>YEN network, BM, Norway, ILO: technical and financial support/youth employment</p>	<p>Regular resources: 21.00</p> <p>Other resources: 25.00</p>