



**Executive Board of the  
United Nations Development  
Programme and of the  
United Nations Population Fund**

Distr.: General  
16 July 2008  
English  
Original: French

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**Second regular session 2008**

8-12 September 2008, New York

Item 4 of the provisional agenda

**Country programmes and related matters**

**Draft country programme document for Côte d'Ivoire (2009-2013)**

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## Introduction

1. The present draft country programme document is the result of a dialogue with the Government and civil society. It was drawn up at the same time as the United Nations Development Assistance Framework (UNDAF) covering the same period and follows its priorities, which are based on the results of the review of the Poverty Reduction Strategy Paper undertaken in March 2008 and the national development strategy based on the Millennium Development Goals (MDGs). It takes into account the United Nations Development Programme (UNDP) strategic plan, 2008-2011 and includes human rights and a gender perspective.

### I. Situation analysis

2. Since September 2002, a military and political crisis has divided Côte d'Ivoire into two areas: the government-controlled South, and the central, and north-west zone, which is controlled by the Forces nouvelles. Efforts to restore the peace, involving national, subregional and international communities, led to the signing by the forces of former belligerents of several agreements (the Lomé Peace Agreement, the Linas-Marcoussis Agreement, the Accra II Agreement and the Pretoria Agreement) and to several United Nations Security Council resolutions, which resulted in the deployment of the United Nations Operation in Côte d'Ivoire (UNOCI). The last agreement reached was the Ouagadougou Political Agreement, which was signed on 4 March 2007 under the auspices of the President of Burkina Faso. Implementation of the Agreement has led to a general calm, freer movement of goods and persons throughout the country, a national consensus on holding the next presidential election on 30 November 2008, the formulation and presentation to donors of a crisis recovery programme, which is being implemented, and the phased redeployment of State services in the central and north-west zone of the country and the beginning of disarmament.

3. The crisis has had a number of repercussions at the institutional, economic, social and human levels, aggravating corruption, impunity and poverty. Numerous atrocities have taken place during the crisis, including gender-based violence, loss of human life, and the internal displacement of over 1,723,000 persons, according to estimates by the United Nations Population Fund (UNFPA). The crisis has increased the vulnerability of the population, especially women and children, and has eroded the social fabric and restricted access to public services and basic social services. According to World Bank calculations, the poverty rate rose from 33.6 per cent in 1998 to 38.4 per cent in 2002 and 45 per cent in 2005. The human development index dropped from 0.427 in 2000 to 0.415 in 2006, when the country was ranked 164th out of 177 countries. The rate of unemployment in urban areas is almost 40 per cent of the active population, comprised mainly of youth. According to the 2006 multiple indicator cluster survey, 24 per cent of the population still has no access to drinking water. Almost 2 million children of school age were unable to attend school between 2002 and 2006. HIV prevalence stands at 4.7 per cent and there is a feminization of the pandemic: 2.9 per cent of men are infected compared with 6.4 per cent of women (2005 Côte d'Ivoire AIDS Indicator Survey). Analysis shows that it would be difficult to achieve the MDGs if current trends were to continue.

4. Implementation of the Ouagadougou Political Agreement has paved the way for a calmer political and social climate and for a resumption of cooperation with financial partners: the World Bank and International Monetary Fund have signed post-conflict assistance agreements with the Government; the European Union has launched the 2008-2013 programming cycle on aid, which takes into account the Agreement's perspective on regional economic partnership; and UNDP is assisting the Government within the framework of the MDG-based national development strategy. UNDP and the Government have expanded the country programme by developing a Country Programme Action Plan (2007-2008). At the request of the Government and partners, UNDP has established two resource-mobilization coordination mechanisms to finance the elections and the crisis recovery programmes provided for by the Agreement.

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

### **A. Key results**

5. The country cooperation framework has two major objectives: good governance, including human rights and peace, and poverty reduction, including HIV/AIDS prevention and care; these goals have been adjusted to incorporate post-crisis management and recovery. The question of gender was incorporated into programme implementation as a cross-cutting issue with a view to achieving the following results: with respect to governance, interventions have contributed to more effective functioning of democratic institutions, an improvement in government communication and a strengthening of the capacities of Parliament and stakeholders in the political life of Côte d'Ivoire. They have also promoted the organization of media campaigns on reconciliation, trust and peace. In partnership with the European Union, Belgium and Canada, the programme has assisted the Civil Society Collective for Peace in the areas of peacebuilding and social cohesion. Action taken in the areas of decentralization and local development has improved security in Abidjan and has allowed for more effective security policies at the municipal level. It has also allowed for more effective firsthand community action, increased participation of local elected officials in the crisis recovery process and greater decentralized cooperation.

6. The first national report on the MDGs was drafted and disseminated in 2003. The report contributed to the mainstreaming of the MDGs into national development plans and strategies and the adaptation of the MDGs to the country context. The poverty programme developed and provided analytical and programming tools, including performance indicators, a project database, poverty mapping and a local planning guide. It also contributed to maintaining minimum services in the water supply sector and in the education sector in the central and north-west zone. Over 11,000 displaced persons have benefited from support for resettlement and social reintegration. UNDP has supported the development of national strategic AIDS plans and has expanded HIV/AIDS and tuberculosis prevention and care using resources from the Global Fund.

7. Coordinated and targeted interventions for the protection of the environment have been carried out throughout the country in partnership with ministries, local authorities, the private sector and other partners, especially the Global Environment

Facility and French cooperation and Japanese cooperation agencies. Specific interventions have promoted the strengthening of the institutional framework, the formulation and implementation of a plan of action on Security Council resolution 1325 (2000) and the emergence of coalitions for the advancement of women. Post-conflict support has mainly focused on the following aspects: (i) disarmament, demobilization and reintegration and efforts to control the proliferation of small arms and light weapons; (ii) reconstruction and revival through implementation of projects on reintegration, reconstruction and community rehabilitation, the return of displaced persons and the redeployment of the State administration; and (iii) mobile courts. Donors such as Belgium, Denmark, France, Japan, Norway, Sweden and the European Union have mobilized resources to provide strategic and technical support in partnership with the United Nations system.

## **B. Lessons learned**

8. The mid-term review noted the effectiveness of the participatory approach used to promote strategic partnerships and national ownership of programmes and projects. Cooperation with other development partners will be strengthened, as it represents a vital asset for UNDP in the post-crisis context. The programme approach adopted as a mechanism for coordinating and mobilizing resources and the modality of national execution were not used effectively and the structures concerned require capacity-building.

## **III. Proposed programme**

9. The UNDAF that is being finalized focuses on five outcomes: (a) national and local institutions and civil society organizations are restored and capacities for good governance are strengthened to better serve the whole population, while respecting gender equality and human rights; (b) the capacities of the Government, private sector and populations to create employment, generate wealth and guarantee food security are strengthened; (c) equitable access for all to high-quality basic social services and social protection and assistance for vulnerable groups are improved; (d) water, forest and environmental resources are protected and managed in a sustainable and coordinated manner; and (e) peace is consolidated by improving the security of persons and property and establishing favourable conditions for national reconciliation, community reintegration and respect for human rights.

10. The 2009-2013 cooperation programme draws on lessons learned from earlier programmes and the country's transition towards peace since the signing of the Ouagadougou Political Agreement and follows the above-mentioned UNDAF outcomes. It represents the UNDP contribution to the process of national reconciliation, rehabilitation and socio-economic recovery during the post-conflict period in line with national development priorities aimed at achieving the MDGs. It focuses on two areas: poverty reduction, with a view to contributing to the achievement of the MDGs; and governance. These two areas are important points of entry for dealing with the root causes of the crisis, namely unequal access to resources and the benefits of development, and widespread poor governance. The crisis has driven home that the State must allow all Ivoirians to voice their opinions and must concern itself as a matter of priority with improving the living conditions

of the most disadvantaged inhabitants. Capacity-building at the central and local levels is the backbone of the programme and will be implemented in synergy with the sectoral interventions of the United Nations agencies outlined in the United Nations Development Assistance Framework. The programme will focus on human rights and gender equality with a view to accelerating human development and achieving the MDGs.

#### **A. Poverty reduction with a view to contributing to the achievement of the MDGs**

11. This component includes three areas that will be addressed with a view to achieving five outcomes.

##### **Area 1: Support for the development and implementation of pro-poor policies that include a gender perspective**

12. The UNDP contribution to this area will consist of support for the Poverty Reduction Strategy Paper based on the MDGs, capacity-building for the implementation of strategies at the national and local levels, support for sectoral policies and monitoring of the living conditions of the populations. Its contribution will also focus on income-generating activities, access to microfinance, training and integration of youth and women, and productive capacity-building for grass-roots communities with a view to contributing to food security. Community rehabilitation activities and a strengthening of employment-generating and income-generating opportunities will target vulnerable populations. Two outcomes are based on this contribution: *outcome 1 — government institutions and decentralized communities implement policies and strategies to achieve the MDGs; outcome 2 — local communities and vulnerable groups, especially youth and women, have better access to employment and income-generating activities.*

##### **Area 2: Support for the national response to the HIV/AIDS epidemic**

13. Owing to HIV prevalence in Côte d'Ivoire (4.7 per cent), UNDP will step up its response to HIV/AIDS by supporting decentralized and multisectoral coordination in accordance with the "Three Ones" approach. The programme will also promote institutional capacity-building aimed at mainstreaming HIV/AIDS into decentralized sectors and programmes and establishing an environment conducive to protecting the rights of those infected and affected by HIV/AIDS. This support will contribute to achieving *outcome 3 — the provision of services, prevention and care of HIV/AIDS is improved.*

##### **Area 3: Enhanced protection and sustainable management of the environment**

14. Interventions are carried out using an integrated approach that establishes a link between poverty and the environment. They will support the formulation of policies and instruments suitable for the protection and sustainable management of the environment on the one hand, and will strengthen community initiatives relating to sustainable management of the environment and production of new energy sources for the most needy on the other hand. Support will be provided for integrated water resources management and provision of access to drinking water, sanitation facilities and energy resources. Support will also be provided for climate

change analysis and implementation of adapted and clean development mechanisms at the national and local levels. The partnership with the Global Environment Facility will be strengthened in order to carry out these interventions. The two expected outcomes are: *outcome 4 — protection and sustainable management of the environment are improved; outcome 5 — access to drinking water, sanitation facilities and energy services is improved.*

## **B. Governance**

15. This component comprises four areas that will be addressed with a view to achieving seven outcomes.

### **Area 1: Consolidation of democratic governance, local governance and citizen participation**

16. This area aims to contribute to the promotion of good governance in order to restore the foundations of sustainable development by strengthening the institutional framework and including a human rights and gender perspective in initiatives. The UNDP contribution will focus on providing support for the electoral process, increasing the participation of civil society and the media in decision-making, and consolidating the process of decentralization and participatory local planning by strengthening the institutional framework and capacities of local elected officials. Support will also be provided for the formulation and implementation of a national policy on decentralized cooperation. The expected outcomes are as follows: *outcome 1 — electoral processes are more democratic and participatory; outcome 2 — decentralization and local governance are improved; outcome 3 — citizen participation is increased.*

### **Area 2: Capacity-building for national and local institutions and structures**

17. Support will be provided for the promotion of transparency in the management and strengthening of the technical and operational capacities of parliamentary, judicial, media and security institutions. Capacities will be evaluated with other organizations with a view to developing a capacity-building programme for administrative and national structures. Support will be targeted at building national capacities for management, organization, implementation and monitoring with a view to promoting efficiency and transparency. Support will also be provided for improving the coordination of official development assistance in accordance with the recommendations of the Paris Declaration on Aid Effectiveness. Two outcomes are expected: *outcome 4 — the public administration is more effective, transparent and accountable; outcome 5 — democratic institutions, including legislative, executive, judicial, media and security bodies, will fulfil their role as guarantors of respect for basic human rights.*

### **Area 3: Promotion of the private sector**

18. The main objective in this area is to strengthen the framework for public-private consultations and the competitiveness of small and medium-size enterprises and industries (SME-SMI). UNDP support will contribute to formulating policies and strategies for the development of SME-SMI in the context of improving access

to employment and reducing poverty. Expected outcome: *outcome 6 — participation of the private sector in the national economy has increased.*

#### **Area 4: Support for peacebuilding and crisis prevention**

19. This area will contribute to enhancing urban security, efforts to control the proliferation and illicit circulation of light weapons and strengthening dialogue, reconciliation and national cohesion by setting up agreed mechanisms for conflict management and prevention in the communities affected by the crisis and in decentralized communities with the support of local committees for peace and national cohesion. The programme will also focus on local inter-communal committees for dialogue and exchange of views in order to address complaints and to promote economic projects that unify and rehabilitate the community. It will thus facilitate the provision of support for implementing microprojects for grass-roots communities through the creation of forums to promote and inculcate a culture of peace and citizenship, as well as the development of income-generating community activities. This contribution will make it possible to achieve *outcome 7 — the security environment, dialogue and national cohesion are improved.*

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

20. The proposed programme will place greater emphasis on strengthening the capacities of national structures at the central and local levels, with a view to ensuring their effective implementation and their ownership by Côte d'Ivoire. It is part of a process of consolidating activities in order to emerge from the crisis and move towards development. They will gradually make it possible to strengthen the development activities to be undertaken by the Government after adoption of the poverty reduction strategy paper (PRSP), which is planned for the end of 2008. The programme will thus include interventions for the definition of policies and strategies that respond to the challenges facing the country and interventions to build capacities at the central and local levels. The programme will enable UNDP and its partners to strengthen specific interventions to promote gender equality and human rights, based on the principles of participation, efficiency and transparency. Special emphasis will be placed on the development of strategic partnerships and resource mobilization with the assistance of governmental institutions, United Nations agencies, bilateral and multilateral partnerships, the private sector and civil society. The partnership initiated with the private sector in the context of corporate citizenship will be strengthened. Lastly, efforts will be made to promote synergy with other programmes in the country in order to optimize the use of resources.

21. The State Ministry and the Ministry for Planning and Development (MEMPD) will continue to play a major role in the formulation, implementation, monitoring and evaluation of the programme as the UNDP focal point responsible for the coordination of external aid. With a view to building national capacities and ensuring the sustainability of results, the national execution modality will be the main implementation modality. If necessary, implementation of activities may be assigned to agencies of the United Nations system or the UNDP office. Joint programmes may be carried out if required. The results will be assessed through close monitoring of the efficient use of resources, the ensuing impacts and the effects on the standard of living of the beneficiary populations, in particular through missions and field visits. Reference data will be collected by carrying out a study of

the baseline situation in partnership with the Government and other stakeholders, especially those of the United Nations system (UNDAF). In the context of programme evaluation, annual reviews will be continued. A mid-term review (2011), a final evaluation (2013) and thematic evaluations of the programme's impact will be conducted. Annual audits of projects and programmes will remain systematic and mandatory, as will the monitoring of implementation of their recommendations.

22. Despite the progress made, the situation in the country remains fragile. In that context, in addition to the organization of the presidential election planned for 30 November 2008, there are still problems (identification of persons, rural land ownership, disarmament, risks after the elections) which could hinder programme implementation. The inadequacy of resources and other risks (such as natural disasters, financial risks, excessive staff turnover, difficulties in effective ownership of the national execution procedures) could also undermine programme implementation. UNDP will therefore prepare a strategy and a risk management plan based on the existing guiding principles.



**Annex: Results and resources framework for Côte d'Ivoire (2009-2013)**

Expected outcomes	Expected outputs	Indicators	Partners	Budget (thousands of US dollars)
<b>National priorities:</b> Promotion of gender equality for vulnerable groups				
<b>UNDAF outcome:</b> The capacities of the Government, the private sector and the most vulnerable groups to create jobs, generate wealth and guarantee food security are strengthened.				
<b>Poverty reduction with a view to contributing to the achievement of the MDGs: Area 1 – Support for the development and implementation of pro-poor policies that mainstream gender equality</b>				
Government institutions and decentralized communities implement policies and strategies to achieve the MDGs	National development strategies based on the MDGs prepared and implemented at the central and local level and strengthened capacities	- PRSP/MDG monitoring and evaluation reports available; - Number of decentralized structures applying the national MDG strategy.	Government, UN agencies, civil society organizations (CSOs), technical and financial partners (TFPs)	TRAC 1 110
Local communities, vulnerable groups, young people, internally displaced persons (IDPs) and women have better access to employment and income-generating activities	Technical and financial capacities of vulnerable groups for reviving their economic activities are strengthened	- National youth policy developed and available; - Number of jobs created (for young people, women, IDPs)	Government, CSOs, UN agencies, World Bank, TFPs, private sector	TRAC 2 000
	Job creation mechanisms in place	Number of microprojects financed		TRAC 100
<b>National priorities:</b> Improvement of accessibility and quality of basic social services and social security				
<b>UNDAF outcome:</b> Equitable access for all to high-quality basic social services, and social protection and assistance for vulnerable groups are improved				
<b>Poverty reduction with a view to contributing to the achievement of the MDGs: Area 2 – Support for the national response to the HIV/AIDS epidemic</b>				
The provision of services for prevention and care of HIV/AIDS is improved	Coordination bodies for the national response to HIV/AIDS provided with operational capacities	-Number of decentralized and sectoral bodies ensuring coordination of actions to combat AIDS	Government, UN agencies, CSOs, UNAIDS, World Bank, private sector, TFPs	TRAC: 200
	Institutional capacities for mainstreaming HIV/AIDS and gender equality in decentralized sectors and programmes for protection of the rights of those infected and affected by the disease are strengthened	-Legislation and regulations adopted and disseminated; - Number of programmes and plans of action including HIV/AIDS and gender equality available.		TRAC: 100

<b>National priorities:</b> Environmental conservation				
<b>UNDAF outcome:</b> Water, forest and environmental resources are protected, preserved and managed in a sustainable and coordinated manner				
<b>Poverty reduction with a view to contributing to the achievement of the MDGs: Area 3 – Enhanced protection and sustainable management of the environment</b>				
Protection and sustainable management of the environment are improved	Capacities for the development of policies, strategic plans and legal instruments for coordinated protection and management are strengthened	Number and representation of stakeholders involved in the management of resources	Government, UN agencies, CSOs, International Civilian Police, UNIDO, FAO, UN agencies, World Bank, private sector, TFPs	TRAC: 100
	Technological early warning and risk assessment systems implemented	- Early warning system is operational - Number of actors trained by gender		TRAC: 200 FEM: 500
Supply and quality of drinking water, sanitation facilities and energy services is improved	Capacities for management and drinking water and sanitation facilities and access to high-quality energy services are improved	- Number of pumps and latrines improved, rehabilitated and installed; Number of persons (men, women and young people) with access to energy services		TRAC: 1 400 AR: FISDES*: 2 000
<b>National priorities:</b> Decentralization; promotion of good governance and capacity-building to ensure a better allocation and use of resources				

<b>UNDAF outcome:</b> National and local institutions and civil society organizations are restored and capacities for good governance are strengthened				
<b>Governance: Area 1: Consolidation of democratic governance, local governance and citizen participation.</b>				
Expected outcomes	Expected outputs	Indicators	Partners	Budget (thousands of US dollars)
<b>Electoral processes are democratic and participatory</b>	Institutions responsible for managing electoral processes have operational capacity	- Number of institutions that are functional and have mainstreamed the gender perspective	Independent Electoral Commission, National Commission for the Supervision of Identification, National Institute of Statistics, political parties, Government, UN agencies, TFPs	*TRAC: 300 Other: 8 000
	Capacities of CSOs and the media are strengthened, particularly women	- Participation rates of population groups by gender - Rate of media coverage of the electoral process		TRAC: 200
<b>Decentralization and local governance are improved, citizen participation is increased</b>	Capacities of local communities and CSOs and mainstreaming of a gender and human rights perspective are strengthened	-Participation rates of population groups in the local planning process; number of laws and regulations available	MEMPD, TFPs, CSOs, Ivorian Forum for Urban Safety, National Secretariat for Governance and Capacity-building, UN agencies	TRAC: 500
				TRAC: 1 000 *TTF: 500

<b>Governance: Area 2: Capacity-building for national and local institutions for the implementation of development plans and promotion of transparency in management</b>				
<b>Public administration is more effective, transparent and responsible</b>	Capacity-building for State institutions, decentralized communities and CSOs for planning, monitoring and management of resources	Policy documents, projects and programmes available, operational mechanisms for management, monitoring and complaints that are in place and accessible to the population	Government, UN agencies, CSOs, National Assembly	TRAC: 850
<b>Democratic institutions (legislative, executive, judicial, and media) fulfil their role as guarantors of respect for human rights</b>	Mechanisms that are guarantors of justice, security and human rights and are consistent with international instruments	Number of laws and regulations adopted and publicized; Number of actions taken by the media monitoring mechanisms		TRAC: 700
<b>National priorities:</b> Promotion of the private sector as an engine of growth and support for rural development in order to create wealth and jobs				
<b>UNDAF outcome:</b> The capacities of the Government, the private sector and the most vulnerable populations to create jobs, generate wealth and guarantee food security are strengthened				
<b>Governance: Area 3: Promotion of the private sector</b>				
<b>Participation of the private sector in the national economy has increased</b>	Support for the implementation of national and subregional development plans for the private sector	- Rates of creation of enterprises in the formal sector; - Number of new jobs created in the private sector	Government, UN agencies, CSOs, TFPs, WAEMU	TRAC: 400
<b>National priorities:</b> Peacebuilding, national reconciliation and pursuit of disarmament, demobilization and the reintegration of ex-combatants into the community				
<b>UNDAF outcome:</b> Peace is consolidated by improving the security of persons and property and establishing favourable conditions for national reconciliation, community reintegration and respect for human rights				
<b>Governance: Area 4: Peacebuilding and conflict prevention</b>				
<b>The security environment, dialogue and national cohesion are improved</b>	Capacities of structures and mechanisms for national reconciliation are strengthened	- Number of national and local structures strengthened (local committees and unifying microprojects)	Government, UN agencies, European Union, CSOs, TFPs	TRAC 3: 1 500 FISDES: 3 000
<b>Monitoring and evaluation</b>			TRAC+CS 200	
<b>GRAND TOTAL</b>			<b>TRAC: 9 360 TRAC 3: 1 500 Other: 14 000</b>	

- \* TRAC=target for resource assignment from the core  
TTF=thematic trust funds  
FISDES: Ivorian-Swiss Fund for Economic and Social Development