

# Democratic Republic of Congo

## Country Plan





# Department for International Development

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DFID, the Department for International Development: leading the British Government's fight against world poverty.

One in five people in the world today, over 1 billion people, live in poverty on less than one dollar a day. In an increasingly interdependent world, many problems – like conflict, crime, pollution and diseases such as HIV and AIDS – are caused or made worse by poverty.

DFID supports long-term programmes to help tackle the underlying causes of poverty. DFID also responds to emergencies, both natural and man-made.

DFID's work forms part of a global promise to:

- \* halve the number of people living in extreme poverty and hunger
- \* ensure that all children receive primary education
- \* promote sexual equality and give women a stronger voice
- \* reduce child death rates
- \* improve the health of mothers
- \* combat HIV and AIDS, malaria and other diseases
- \* make sure the environment is protected
- \* build a global partnership for those working in development.

Together, these form the United Nations' eight 'Millennium Development Goals', with a 2015 deadline. Each of these Goals has its own, measurable, targets.

DFID works in partnership with governments, civil society, the private sector and others. It also works with multilateral institutions, including the World Bank, United Nations agencies and the European Commission.

DFID works directly in over 150 countries worldwide, with a budget of some £5.3 billion in 2006/07. Its headquarters are in London and East Kilbride, near Glasgow.

**Department for International Development**

**May 2008**



# UK Department for International Development in DRC Country Plan 2008 – 2010

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Contents	Page
Summary	4
Introduction	7
Joint Donor Strategy for DRC	7
Summary of Key Challenges Facing DRC	7
Overall Goal, Strategic Approach and Priorities	8
Strategic Objective 1: Building a capable and accountable state	11
Strengthening democracy and accountability	11
Supporting Security sector accountability and police reform	13
Governing natural resources to benefit the population	15
<i>Minerals</i>	15
<i>Forestry</i>	17
Public Financial Management	17
Strategic Objective 2: Helping the Government deliver a peace dividend for poor people	18
Roads	18
Education	20
Health	21
Water and Sanitation	23
Strategic Objective 3: Reducing remaining violent conflict and its impact	24
Community reconstruction	24
Humanitarian assistance	26
Cross Cutting Issues	28
Implementation partnerships	31
Beyond aid	31
Programme Resources	32
Financing mechanisms	32
Dealing with risks	33
Measuring progress in DRC 2008–2010	34
Annex 1: Statistical Annex – Progress towards the MDGs and other indicators	36



## Summary

The Democratic Republic of Congo (DRC) faces a defining period in its history. Decades of misrule and two civil wars have devastated the country's economy, social fabric, government capacity and infrastructure. Most of its approximately 60 million people are desperately poor, living on less than \$1 a day.

Now, following democratic elections in 2006, DRC has the chance to escape a cycle of conflict and suffering and realise its potential. The UK Government is fully committed to helping the people and Government of the DRC achieve this.

The Department for International Development (DFID), the UK Government's ministry that leads work to reduce world poverty, took the decision to establish a major bilateral development programme in DRC in 2003. Up until that time, DFID provided small amounts of humanitarian assistance. DFID's support then increased rapidly, so that the UK is now one of the largest bilateral donors to DRC. If peace holds, support is expected to increase further and this Country Plan envisages DFID's total support to DRC rising from £70 million in 2008/09 to £100 million and then £130 million in 2009/10 and 2010/11 respectively.

The major donors in DRC, whose aid represents 85% of development assistance to the country, have developed a Common Assistance Framework (CAF). This joint strategy aims to coordinate donor support for the implementation of the DRC Government's Poverty Reduction Strategy Paper. DFID played a major role in the development of the CAF, and its programme in DRC will contribute to the CAF's implementation. DFID's support will also contribute to implementation of the Government's Plan d'Action Prioritaire and Governance Contract and to President Kabila's five priority areas for action, known as the 'cinq chantiers'.

This Country Plan lays out DFID's programme for the post elections period in DRC, from 2008 until 2010. DFID's overall goal is **to help the people and government of the DRC sustain peace and reduce poverty**. DFID, the Foreign and Commonwealth Office (FCO) and the Ministry of Defence (MoD) work jointly towards the achievement of this goal. DFID's programme has **three strategic objectives**:

- **Building a capable and accountable state;**
- **Delivering a peace dividend for poor people;**

- **Reducing remaining violent conflict and its impact.**

These objectives will be achieved through the implementation of **six priority programmes**, which are summarised in the table overleaf. DFID will also support five other areas of work, as shown in the second table below.

## Summary of DFID DRC's 6 Top Priority Programmes

Programme	£ million <sup>1</sup>	Outcomes
<b>Strategic Objective 1: building a capable and accountable state</b>		
<b>Democracy and Accountability</b>	71.8 over 5 yrs. (63.8 to UNDP, 8 through French Cooperation)	<ul style="list-style-type: none"> <li>Credible local elections held in 2008/9.</li> <li>Capacity building and technical assistance to electoral commission, political parties, National Assembly, Senate, provincial assemblies, national audit office, independent media and decentralisation process, leading elected officials to work in the national interest and non-state actors to hold government to account.</li> </ul>
<b>Security Sector Accountability and Police Reform</b>	80 over 5 yrs. (30 for accountability & oversight, 40 for police reform, 10 for defence reform)	<ul style="list-style-type: none"> <li>Increase accountability of the police, justice and defence sectors</li> <li>Reduced corruption and human rights abuses by police make poor people feel more secure.</li> </ul>
<b>Minerals</b>	0.95 for 1 yr. pilot 15 for 2nd phase	<ul style="list-style-type: none"> <li>Through EITI, details about tax and royalty payments by companies and how these are used by government are publicly available and widely debated.</li> <li>Through Public Private Partnership with mining companies, United States Agency for International Development (USAID) and Government of Katanga, capacity in Katanga for public financial management, mining sector regulation and province wide social sector investments increased, and more mining companies adhere to international standards for responsible business behaviour.</li> </ul>
<b>Strategic Objective 2: Delivering a peace dividend for poor people – through promoting growth and increasing access to services</b>		
<b>Roads</b>	38 over 5 yrs. through World Bank Trust Fund	<ul style="list-style-type: none"> <li>1100kms of national priority roads rehabilitated in 3 provinces, leading to increased traffic, reduced consumer prices and better access to markets for agricultural products.</li> <li>All rehabilitated national roads maintained by Government institution with financing from new National Road Maintenance Fund.</li> <li>Increased investment in road sector and coordination of donor support.</li> </ul>
<b>Education</b>	55 over 5 yrs. through World Bank Trust Fund	<ul style="list-style-type: none"> <li>Costs of education sector increasingly covered by resources from the state, including teachers' salaries.</li> <li>Government payment systems for education streamlined and strengthened.</li> <li>Levels of primary school fees standardised and reduced, and increase in primary Gross Enrolment Rate (GER) to at least 75% with equal access for boys and girls.</li> </ul>
<b>Strategic Objective 3: Reducing remaining violent conflict and its impacts</b>		
<b>Humanitarian Assistance</b>	35 in 2008 35 in 2009 35 in 2010 (depending on situation)	<ul style="list-style-type: none"> <li>Priority humanitarian needs met in a timely manner and in-line with minimum standards.</li> <li>Humanitarian needs, gaps and priorities clearly identified by the Humanitarian Action Plan (HAP) and Cluster coordination mechanisms.</li> <li>Better donor coordination and more predictable funding, including increased donor participation in contributions to the Humanitarian Pooled Fund.</li> </ul>

<sup>1</sup> Note that the figures given here and through out this Country Plan are indicative only and subject to change.

## Summary of DFID DRC's 5 Secondary Funding Areas

Programme	£ million	Outcomes
<b>Strategic Objective 1: building a capable and accountable state</b>		
<b>Forestry</b>	1.0	<ul style="list-style-type: none"> <li>Innovative models for sustainable forest use developed that are funded through the DRC Multi-Donor Trust Fund for Forestry or through the Congo Basin Fund.</li> <li>DRC Multi-Donor Trust Fund for Forestry supports interventions that improve governance of forestry in DRC.</li> </ul>
<b>Public Financial Management</b>	1.0	<ul style="list-style-type: none"> <li>Government prepares medium-term public financial management reform programme that donors agree to support, assisted by DFID funded World Bank technical assistance.</li> <li>Internal Government coordination and donor coordination on PFM improves.</li> </ul>
<b>Strategic Objective 2: Delivering a peace dividend for poor people – through promoting growth and increasing access to services</b>		
<b>Health</b>	31 over 3 yrs.	<ul style="list-style-type: none"> <li>Evidence from DFID free health care pilot leads the Government to adopt and donors to support a new, more equitable, health financing strategy for DRC.</li> <li>Over 2 million people benefit from increased access to health services in 20 health zones in 4 provinces of DRC.</li> <li>Increased utilisation of health services in programme areas, particularly amongst poor people, leading to an improvement in health outcomes especially among the under fives and women.</li> </ul>
<b>Water</b>	24 over 4 yrs.	<ul style="list-style-type: none"> <li>Sustainable access to safe drinking water, improved sanitation and environmental health and hygiene education for 4 million people.</li> <li>Improved capacity of government institutions to support safe water provision.</li> </ul>
<b>Strategic Objective 3: Reducing remaining violent conflict and its impacts</b>		
<b>Community Reconstruction</b>	24 over 3 years	<ul style="list-style-type: none"> <li>Improved stability through community driven planning and reconstruction in war affected parts of eastern DRC.</li> <li>An estimated 1.7m people benefiting from improved social cohesion, local governance and livelihood improvements in approximately 1400 villages in high risk areas by April 2010.</li> </ul>



## Introduction

1. DRC's 60 million people have suffered from decades of misrule and two devastating civil wars which were finally brought to an end with peace agreements in 1999 and 2003. Peace and poverty reduction in DRC are critical both to stability in central Africa and the achievement of the Millennium Development Goals (MDGs).
2. In 2003 DFID therefore took the decision to establish a major bilateral development programme in DRC. Up until that time, DFID provided small amounts of humanitarian assistance. DFID's support then increased rapidly, focussing from 2004-6 on supporting the country's first democratic elections for 40 years and on increasing humanitarian aid. The UK is now one of the largest bilateral donors to DRC. If peace holds, DFID's support is expected to increase further (see section below on Programme Resources). A fully devolved DFID programme was established in late 2005, which now has 40 full-time staff in country. DFID is committed to supporting DRC for the long-term.
3. The UK's overall purpose in DRC is to help maintain peace and reduce poverty. DFID, the FCO and the MoD work jointly towards the achievement of this goal.

## Joint Donor Strategy for DRC

4. The major donors to DRC, whose aid represents 85% of development assistance to the country, have developed a Common Assistance Framework (CAF) for DRC.<sup>2</sup> This is a joint strategy to coordinate donor support for the implementation of the DRC Government's Poverty Reduction Strategy Paper (Document Stratégique pour le Croissance et la Réduction de Pauvreté - DSCRCP).

5. The CAF provides an analysis of the country context and the risks of providing development assistance in DRC. It describes how the CAF partners will contribute to implementing the five PRSP pillars on Governance, Growth, Social Sectors, HIV/AIDS and Community Dynamics. It includes a joint results matrix. The CAF is available on the DFID web page for DRC at [www.dfid.gov.uk](http://www.dfid.gov.uk). The Government has endorsed the CAF and used it to formulate its own short-term priority action plan. This Country Plan does not contain an analysis of the country context, because this is provided in the CAF to which DFID contributed.
6. DFID invested significant time in the CAF process and had a big impact upon it. Development of the CAF served to improve donor harmonisation, starting from a very low base. The CAF process did not go as far as agreeing a division of labour between key donors in DRC. This is an area where there are gains to be made in the future and DFID will continue to work towards achieving this.<sup>3</sup>

## Summary of the key challenges facing DRC

7. Decline and mismanagement under Mobutu during the 1970s and 1980s led to a decade of violence and conflict that devastated DRC's economy, social fabric, government capacity and infrastructure. This has left DRC off track against all of the MDGs and one of the poorest countries in the world. In 2006 GDP per capita was US\$120 and over 75% of the population are believed to live on less than \$1 a day. DRC has rich natural resources but these have in the past proved a curse more than a blessing for ordinary people.

<sup>2</sup> There are 14 CAF partners, comprising multilateral organisations – the World Bank Group, the European Commission, the International Monetary Fund (IMF), and the United Nations (UN) system – and the donor agencies of Belgium, Canada, France, Germany, Japan, China, the Netherlands, Sweden, UK and US.

<sup>3</sup> EU partners recently agreed an EU Code of Conduct on Complementarity and Division of Labour in Development Policy. This code of conduct encourages greater focus on fewer objectives by each member state and the Commission and will help guide our future thinking.

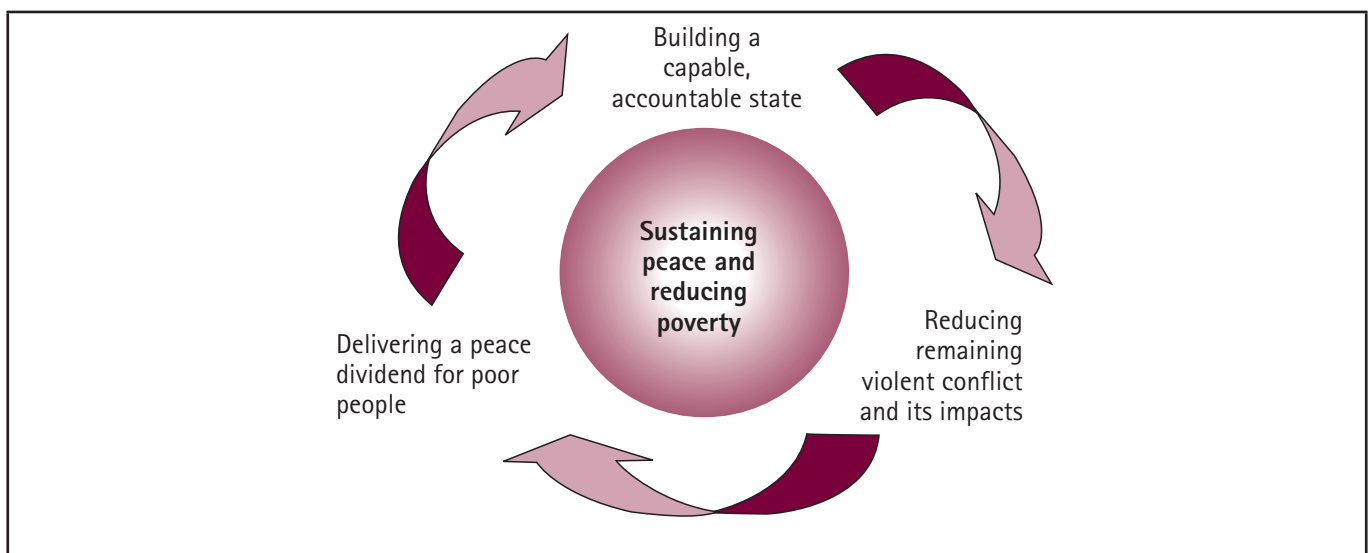
8. A series of peace deals to end the civil war led to the transition process that started in 2003 and ended with successful elections in 2006. The massive participation in these elections was a clear indication of the desire of the Congolese people for a better, peaceful future. The prospects for achieving real progress are better than they have been for decades.
9. However, the Government and people of DRC face huge challenges and risks in moving ahead. Not only does the Government face an enormous task in rebuilding the country, but sustainable peace is far from assured. The state lacks control over all parts of the country, accountability is very weak and widespread impunity allows endemic corruption and shocking levels of human rights abuses including very high levels of sexual violence. Conflict continues to affect directly large numbers of people in Eastern DRC with at least 1.1 million people displaced from their homes within the country. Humanitarian needs are enormous.

## Overall Goal, Strategic Approach and Priorities

### Goal and strategic priorities

10. DRC faces a defining period in its history. This is the best chance it has had for decades to escape a cycle of conflict and suffering and to realise its potential. Yet, while the prospects looking ahead are very positive, risks of a return to conflict remain. Achieving a permanent peace is the essential foundation for long term growth, progress and poverty reduction. For this reason, DFID's overall goal in DRC is to **help the people and Government of DRC sustain peace and reduce poverty**. The diagram below shows the three elements to DFID's approach to achieving this goal in DRC.
11. The first of DFID's strategic objectives for sustaining peace in DRC is **building a capable and accountable state** able to fulfil its basic functions. In particular the state needs to be able to provide security to its people, be accountable and responsive to citizens and effectively manage government and natural resources. However, building the capacity and strong, accountable institutions needed to achieve this will take time.

Diagram of DFID's strategic approach in DRC



12. In the meantime, however, the people of DRC need to see and feel benefits from the electoral process and peace. This will be critical to maintaining confidence and willingness to participate in the new democratic system. Helping the Government to **deliver a peace dividend for poor people** is therefore the second of our strategic objectives. Increasing access to services is one important direct way for the state to achieve this. Also critical will be removing the obstacles to economic growth and ensuring growth is broad based, benefiting many, not just a fortunate elite.<sup>4</sup>
13. Many people in DRC suffer daily from violent conflict or face deprivation to the extent of needing outside help to survive. Therefore the third of our strategic objectives is **reducing remaining conflict and its impacts**, through meeting humanitarian needs and helping communities recover from conflict.

### *Balancing long term and short term goals*

14. There are trade offs between focusing on long term transformational goals and shorter term benefits to secure buy-in to peace. Across all our programmes we have sought to focus on tangible short term impacts at the same time as preparing the ground or building capacity to support longer term reform. Given that peace in DRC remains fragile, DFID will, if necessary, focus resources on urgent priorities to maintain peace in the short term.

### *Strategic approach to poverty*

15. There is very little quantitative data on poverty levels and trends in DRC. But poverty is extreme and widespread throughout the DRC with estimates that at least 75% of the population is poor (living on less than one dollar per day). With such high levels of poverty, DFID's peace dividend programmes are focused in the first instance on trying to deliver immediate benefits and supporting establishment of delivery systems for the poor majority in DRC. Many of these programmes are based in rural and war affected areas of DRC where poverty levels are higher.
16. However, DFID DRC is acutely aware that although poverty is widespread, it is not an homogenous phenomenon. People are affected in different ways and to differing degrees according to their geographic, social and economic locations. For example, women and girls have been disproportionately negatively affected by violence and poverty and their numbers amongst the poor have increased. We are thus trying to establish systems and services in a way that delivers to the poor majority but also respond to the needs of particularly vulnerable groups, especially over the longer term as systems become established and can better respond to differing needs and vulnerabilities. For example, our education programme seeks to increase primary school enrolment across the country through reducing the fees all parents pay, but it also sets targets for enrolment and completion rates by girls and boys to ensure that gender issues are thought through from the outset.

<sup>4</sup> Our interventions to increase access to social services and increase growth will help also build the capacity of the state – but our primary motivation in pursuing them is to deliver a peace dividend.

*Prioritisation and expected changes to the programme over time*

17. DFID has faced tough choices in deciding where to focus its efforts in DRC. Everything is urgent and total development assistance of about \$800m annually is low compared to the needs of a vast and devastated country. No sector is fully covered by other donors. Even the DRC Government's Plan d'Action Prioritaire covers a much wider range of needs than DFID alone can hope to meet.
18. We have identified six top priorities for our financial and human resource support and five secondary areas of funding, as shown in the table below and described in the sections of this Country Plan that follow. The six top priorities will receive greater staff time both to deliver specific objectives and also to contribute to wider sectoral thinking, coordination and support to the Government of DRC. The secondary areas of funding are programmes that are important and will achieve significant strategic impact, but are designed to deliver with staff time limited to oversight and monitoring.

19. The number of areas that we plan to support is not dissimilar to most other DFID programmes. Nevertheless, over time, we expect to concentrate our resources increasingly on the six top priority areas and phase out other engagements (with the exception of forestry).

	<b>Building a capable, accountable state</b>	<b>Delivering a peace dividend for poor people</b>	<b>Reducing violent conflict and its impacts</b>
<b>Six priorities</b>	<ul style="list-style-type: none"> <li>• Democracy and accountability</li> <li>• Security sector accountability and police reform</li> <li>• Governance of minerals resources</li> </ul>	<ul style="list-style-type: none"> <li>• Access to primary education</li> <li>• Rehabilitating roads</li> </ul>	<ul style="list-style-type: none"> <li>• Humanitarian assistance</li> </ul>
<b>Secondary funding areas</b>	<ul style="list-style-type: none"> <li>• Public financial management</li> <li>• Forestry</li> </ul>	<ul style="list-style-type: none"> <li>• Health</li> <li>• Water and sanitation</li> </ul>	<ul style="list-style-type: none"> <li>• Community reconstruction</li> </ul>

20. Our choice of programmes was informed critically by:
- a **conflict analysis**;
  - consideration of **Government priorities** and the **plans of other donors**;
  - a decision to prioritise **within sectors** to address key issues neglected by other donors. This led us to decide to focus on the financial barriers to access to health and education services by poor people, while leaving other issues within these sectors to others;
  - the need to respond to **corporate priorities and requirements**. For example the decision to engage in water and sanitation was driven by the need to contribute to meeting DFID's commitment to do more in this sector;
  - a strategy **to spread risk**. For example, we are proposing a very high risk strategy of using Government systems to reduce school fees. However, if we are unable to help strengthen the Government financial systems enough to use them to channel resources, we will be unable to have any impact at all. But our proposed engagement in health will be implemented by trusted partners with a strong track-record and will therefore deliver impact with lower risks.

21. It is not possible to be definitive about the shape of our programme towards the end of this Country Plan period and beyond. However, several trends are expected:
- as noted above, we expect to focus more of our resources on our six top priorities, provided we do not encounter insurmountable implementation problems;
  - our spend on humanitarian needs is expected to diminish slowly, although this depends on a reduction in humanitarian needs which we are not yet seeing due to ongoing conflict in the East;
  - we expect more of our resources to be on budget and using Government systems over time;
  - we expect the DRC programme to increase significantly in overall volume, as discussed further in the section on Programme Resources.

## Strategic Objective 1: Building a capable and accountable state

22. DFID will help the DRC to:
- strengthen democracy and accountability, so that the political system works for the people, in line with the 2006 Constitution;
  - increase security and the rule of law for the population;
  - use its natural resources to benefit its people.

### *Strengthening democracy and accountability*

23. Through a UNDP programme **DFID will support key state institutions for democracy and accountability established by the new Constitution, and support non-state actors to hold the state to account. DFID will also support the holding of local elections in 2008/9.**

## Strengthening Democracy and Accountability

Impact to be achieved by 2012	Key Outcomes	How	DFID Resources
<ul style="list-style-type: none"> <li>Elected local councils created and executives established.</li> <li>Introduction of accountability through a democratic system leads those in elected office to work in the national interest.</li> </ul>	<ul style="list-style-type: none"> <li>Credible local elections held in 2008/9 in most of DRC and local councils and executives established.</li> <li>Politicians and people believe credible elections will be on schedule because the National Independent Electoral Commission (CENI) has capacity to organise them.</li> <li>Political parties put forward and work for policies that benefit the country.</li> <li>National and provincial parliaments vote laws in the national interest and hold the executive to account.</li> <li>Civil society hold elected representatives and executive to account on key areas of government action.</li> <li>The national audit office, the Cour des Comptes, produces good quality reports on key issues which are acted on by parliament.</li> <li>Shift of power from central government to provinces.</li> <li>Provinces start to deliver benefits to population.</li> </ul>	<p>DRC electoral commission organises local elections with international support. Capacity building and technical assistance provided to following institutions/processes:</p> <ul style="list-style-type: none"> <li>Electoral commission and process</li> <li>Political parties</li> <li>National Assembly</li> <li>Senate</li> <li>Provincial Assemblies</li> <li>Cour des Comptes</li> <li>Decentralisation</li> <li>Media.</li> </ul> <p>Local development fund provided in 3 provinces to enable local authorities to provide benefits to people in advance of increased revenues.<sup>5</sup></p> <p>Monitoring and evaluation system looking at systemic progress to permit programme adjustments at a strategic level.</p>	<ul style="list-style-type: none"> <li>£5m through UNDP for local elections.</li> <li>£57 million for UNDP national Governance Programme.</li> <li>£8 million for media programme through France Coopération Internationale.</li> <li>£1.8 million for UNDP capacity strengthening.</li> </ul>

<sup>5</sup> There are currently 11 provinces in DRC. Under the 2006 Constitution, this number should increase to 26. DFID will support 3 of the current provinces, which are set to be divided into 6 new provinces. The Constitution stipulates that provinces should retain for their own functioning 40% of the national tax revenues raised within the province.



### *Why this intervention is transformative*

24. There are many examples of the Congolese state being captured by elite groups that divert funds for their own interests, leaving the majority of the population subject to poverty and conflict. The 2006 Constitution sought to break with the past by creating a democratic order, institutions to support accountability in government and decentralising power to provincial assemblies. **DFID's interventions will help transform the state by:**

- **supporting the proper functioning of new institutions for accountability** – the parliament, senate, national audit office, permanent electoral commission, media regulator and provincial assemblies – **and the passing and implementation of legislation necessary for decentralisation.** This work is aimed at increasing the supply of accountable government;
- **supporting pressure for accountable government by non-state actors:** a free and independent media, civil society organisations, and political parties (by supporting them to behave in a responsible manner and to promote issue based politics). This work is aimed at increasing the demand for accountable government;
- **supporting elections for local councils in 2008/9.** These elections will complete DRC's transition to democracy begun with the 2006 presidential and parliamentary elections.

### *How impacts will be measured*

25. UNDP will implement an innovative three-tier monitoring and evaluation system. This includes assisting Congolese academic institutions to design a system to evaluate overall progress on democratisation and to assess how/whether this can be attributed to the UNDP programme.

### *Key Risks*

26. The key risk is that the institutions strengthened by the programme will nonetheless not be strong enough to support change in the nature of the state in the face of entrenched vested interests. The decentralisation process may also be badly handled and lead to local level conflict.

### *Supporting security sector accountability and police reform*

27. To reduce conflict and increase security for the population, DFID will assist in developing accountability and oversight mechanisms for the security sector, and support police reform.

## Supporting security sector accountability and police reform

Impact to be achieved by 2012	Key Outcomes	How	DFID Resources
<ul style="list-style-type: none"> <li>A more accountable security and justice sector that works for the benefit of the people of the DRC, including a police service that provides security and the rule of law for the population</li> </ul>	<ul style="list-style-type: none"> <li>Civilian oversight institutions and bodies able to develop laws, hold ministries to account, critique budgets and contribute to policy making.</li> <li>Improved security sector financial accountability including effective and transparent management of budgets and expenditure.</li> <li>Improved internal security sector mechanisms to reduce impunity and corruption</li> <li>Improved relations between the population and the security sector by reducing human rights abuses, including sexual violence, and corruption.</li> <li>Increased ability and will to undertake and lead the police reform process.</li> <li>An improvement in access to justice for women and for victims of sexual and gender based violence in particular in 3 provinces in Eastern DRC.</li> </ul>	<ul style="list-style-type: none"> <li>Capacity building and training given to external accountability mechanisms such as Parliamentary commissions, civil society and media.</li> <li>Government supported to manage security and justice sector budgets and expenditures and make discipline and anti-corruption mechanisms effective.</li> <li>Training and sensitisation to reduce human rights and sexual violence abuse.</li> <li>Technical assistance and funding given to support police reform working committees, leadership, change management and reorganisation.</li> <li>Infrastructure and equipment improvements in certain areas.</li> <li>Support to make the justice system work in 3 provinces in Eastern DRC.</li> </ul>	<ul style="list-style-type: none"> <li>Accountability £30m. Police reform £40m. Defence reform £10m. Access to justice in the East: £2m.</li> </ul>

### *Why this intervention is transformative*

28. The lack of effective security forces prevents the Government from providing security to the Congolese people. Some of these forces also commit human rights and sexual violence abuses and serve political or factional leaders rather than the state. DFID's interventions will help to transform the security sector by:
- **increasing the ability of civilian oversight institutions and internal financial and discipline/anti-corruption mechanisms to hold the police, defence and justice sectors to account;**
  - **supporting police reform to ensure security and the rule of law is provided for the population.**
29. DFID is also providing £2m to a programme with the European Commission (EC), Dutch and Belgians in parts of North and South Kivu and Ituri in Eastern DRC aimed at stopping impunity for major crimes (murder, armed robbery, rape and other serious forms of sexual violence) by making the justice system work. Support being provided includes basic infrastructural capacity such as buildings and vehicles, training of criminal justice officials and establishment of provincial committees involving civil society stakeholders. DFID will be funding a specific component in this programme to address sexual and gender-based violence (SGBV) and women's access to justice, including sensitising communities to raise awareness of the new DRC law on sexual violence (passed in 2006) and looking at how to provide legal support to victims of SGBV.

### *How impacts will be measured*

30. An initial baseline survey of the population's security views and needs will provide data for monitoring and evaluation. Programme components will be monitored by an external management agency with external evaluations at the mid and end points.

### *Key Risks*

31. The key risk is that mis-managed reform may lead to stronger and more repressive security forces rather than security services willing to protect the public. Oversight institutions strengthened by the programme may still not be allowed or willing to tackle politically supported security forces. This may lead to increased conflict.

### *Governing natural resources to benefit the population*

#### Minerals

32. To increase revenue transparency and encourage responsible private sector activity in the mining sector, DFID will support the Extractive Industries Transparency Initiative (EITI) and partner with international mining companies.

Minerals			
Impact to be achieved by 2010	Key Outcomes	How	DFID Resources
<ul style="list-style-type: none"> <li>• More tax revenue paid by mining companies actually received by the Central Bank.</li> <li>• Government investments are increasingly funded by fiscal receipts instead of donor funds.</li> <li>• In Katanga, ordinary citizens feel the benefits from increased mining investments thus reducing the risk of future conflict.</li> </ul>	<ul style="list-style-type: none"> <li>• Details about tax and royalty payments by companies and how these are used by government are publicly available and are being widely debated.</li> <li>• Government capacity in Katanga for public financial management and mining sector regulation increased.</li> <li>• More mining companies in Katanga adhere to international standards for responsible business behaviour.</li> </ul>	<p>EITI successfully implemented with full participation by all stakeholders. Establishment of PPP with international mining companies, the Government of Katanga (GoK) and USAID that:</p> <ul style="list-style-type: none"> <li>• supports provincial-level EITI and improved GoK public financial management and ability to implement the mining code;</li> <li>• implements province wide joint investments in Katanga;</li> <li>• removes obstacles to responsible business behaviour.</li> </ul> <p>Local civil society capacity established to assess adherence of mining companies to international standards.</p>	<ul style="list-style-type: none"> <li>• Initial pilot project including £200,000 for EITI and £500,000 for Public Private Partnership (PPP) in Katanga.</li> <li>• If successful, pilot to be followed by project of approximately £15m for EITI, PPP, and civil society engagement in the sector.</li> </ul>

### Why this intervention is transformative

33. The mining sector in DRC is set to grow fast with strong inward investment, but this could easily fail to contribute to poverty reduction. Fiscal receipts from the minerals sector are siphoned off by powerful interest groups instead of being used in the public interest. **DFID seeks to transform the sector's development contribution by:**

- **supporting demand for greater revenue transparency in parts of the national Government and in the private sector.** This presents an important opportunity for progress on the EITI, to which the Government is providing strong leadership, and which DFID will support with other donors. Publicising tax and royalty payments provides the potential for the population to hold government and business leaders to account and to enable a debate on priorities for public investment. Involvement of China and other key economic powers in EITI is an important outcome that DFID is seeking to achieve;

- **working with responsible businesses to influence broader governance improvements. The private sector can be a driver for positive change.** Some international companies investing in DRC are committed to adhering to international standards for responsible business behaviour, want improvements in governance so that they face a level playing field, and want their taxes used for public benefit, fearing the generation of conflict if local populations see little benefit from their activities. DFID will partner with them, the Government of Katanga and USAID in a Public Private Partnership (PPP). The objective is not to scale up companies' existing corporate social responsibility programmes, but rather to form a new type of alliance that will promote revenue transparency and lend its support to the provincial government's own development plan. It will support capacity building of government for revenue management, province wide social service and infrastructure delivery, and supply chain development to increase local employment created through the mining sector. Bringing mining companies together with the provincial government and donors will create a forum

to identify and strengthen commitment to governance reforms and is likely over time to attract more responsible private investment to the DRC mining sector.

34. **DFID will begin with a 1-year pilot phase of support to the EITI and the PPP.** The EITI as an instrument in DRC has a huge amount of promise but needs to be tested in implementation. During this pilot DFID will also fund research with the World Bank on the economic and social impact of artisanal mining, which will help us decide whether and how to intervene in this sector. If the pilot succeeds, DFID DRC will develop a larger programme.

### *How impacts will be measured*

35. The EITI will fund studies by international and DRC experts on resource transparency and the PPP in Katanga will include an impact assessment component.

### *Key Risks*

36. (1) The Government and mining companies are unwilling to fully declare all their tax and royalty receipts and payments. (2) Strong vested interests in government and the private sector undermine attempts for greater public-private collaboration in the mining sector.

### *Forestry*

37. DRC has the second largest tropical rain forest in the world and how this is used and managed has implications of global significance. DFID's major contribution to forestry in DRC and regionally will be through the £50m Congo Basin Fund (CBF). Our objectives will be to ensure that the Congo Basin Fund is operationally successful in DRC, focuses on appropriate priorities that improve the lives of poor people, and engages constructively and complements the work of other donors in forestry.
38. In addition to the Congo Basin Fund, we are also engaged in forestry by:
- **financing research and dialogue (through the 'Roundtable Review' process) to develop innovative models for sustainable forest use in the DRC,** including options for international support to curb deforestation and reduce greenhouse gas emissions. A

key objective of the Roundtable Review is to promote dialogue on the future of the DRC's forests between stakeholders in the DRC, donors, international NGOs and new actors in the private and financial sectors;

- **contributing to a Multi-Donor Trust Fund aimed at improving governance in the DRC forestry sector.** This will take forward relevant follow-up activities and recommendations made during the Roundtable Review. (These may also be financed by the CBF.)

### *Public Financial Management*

39. Public financial management in DRC is extremely weak. Most of our programmes include components to address this. For example, the democracy and accountability programme will strengthen the national audit office; the security sector, education and roads programmes will strengthen public financial planning and controls.
40. The World Bank and the EC are developing specific large programmes to strengthen public financial management at national and provincial levels. To fast-track the start up of the Bank programme, DFID will finance a programme coordinator in the World Bank and assist the Government with planning detailed reforms. We will consider further support via the World Bank or EC in the future.

## Strategic Objective 2: Helping the Government deliver a peace dividend for poor people

### Roads

41. To contribute to inclusive growth, DFID is co-leading the development of a national programme of road rehabilitation and maintenance, PRO-ROUTES. This will be funded by a World Bank Trust Fund designed to allow other donors to contribute. The World Bank is also contributing approximately £25m of its own resources to PRO-ROUTES. The key features of the programme are summarised in the table below.

Roads			
Impact to be achieved by 2012 (from DFID resources only)	Key Outcomes	How	DFID Resources
<ul style="list-style-type: none"> <li>• 1100kms of national priority road network rehabilitated in 3 provinces: Oriental, Katanga and South Kivu.</li> <li>• All rehabilitated roads in the national road network maintained by Government parastatal (Office des Routes) with financing from the National Road Maintenance Fund.</li> <li>• Increased investment in road sector and coordination of donor support achieved.</li> </ul>	<ul style="list-style-type: none"> <li>• Increased traffic and reduced transport costs between key towns.</li> <li>• Reduced prices of key consumables to poor people living in the roads' catchment areas.</li> <li>• Better access to markets for agricultural produce in roads' catchment areas.</li> <li>• Livelihoods for local people improved.</li> <li>• Environmental impacts minimised.</li> </ul>	<ul style="list-style-type: none"> <li>• Key Government institution for road maintenance – the Office des Routes – equipped and supported to restart road rehabilitation and maintenance.</li> <li>• Small and medium sized local companies contracted and supported to undertake road rehabilitation.</li> <li>• National Road Maintenance Fund established.</li> <li>• Capacity of Ministry of Infrastructure built to coordinate investment in road sector and mechanism for providing support established – leading to increased investment.</li> </ul>	<ul style="list-style-type: none"> <li>• £38m over 5 years.</li> </ul>



### *Why this intervention is transformative*

42. Most of the territory of DRC is inaccessible, making both economic development and service delivery almost impossible in many areas. There are less than 600kms of usable paved roads in a country the size of Western Europe. Of 10 provincial capitals, only one is accessible by road from Kinshasa. Communications between provincial capitals, other urban centres and rural areas are frequently non-existent. This is a binding constraint to growth in the agricultural sector, which is key to poverty reduction (62% of men and 84% of women are engaged in agriculture).
43. Up until now, no system for local and sustainable road maintenance has been established. Donor support has been uncoordinated and implemented through international contractors. **PRO-ROUTES will transform the approach to road maintenance and financing in DRC by:**
- **re-establishing the capacity of a key Government institution, the Office des Routes (OR), to maintain DRC's national road network.** Until the early 1990s, when its funding stopped, the OR functioned well and maintained most of DRC's national roads. The OR still has offices and staff in all provincial capitals. Thus the OR has huge latent capacity to repair and maintain DRC's priority roads. What it lacks is equipment and financing, which will be supplied by PRO-ROUTES;
  - **revitalising the capacity of the private sector to undertake road maintenance.** In the past, small and medium contractors existed in DRC that undertook road maintenance. In many cases these companies still exist but are unable to operate due to lack of business and equipment. By contracting these companies to repair roads and introducing an equipment hire scheme, PRO-ROUTES will revitalise this part of the private sector;
  - **establishing a funding mechanism for maintenance, the National Road Maintenance Fund.** This will raise revenue from a tax on fuel sales. The required legislation is going through parliament and PRO-ROUTES will help the Government set up the Fund.

44. **PRO-ROUTES is also likely to increase donor funding for road rehabilitation and will improve its coordination:** The channelling of DFID's resources through a World Bank Trust Fund open to other donors is likely to encourage others to provide support and will ensure coordination of support, including with Chinese consortia who are making important investments in the transport sector.

### *How impacts will be measured*

45. **A monitoring and evaluation system and an Environmental and Social Impact Management component are being designed** and will be implemented from the start of the programme. Approximately 15% of the PRO-ROUTES funding will be spent on an environmental and social impact management plan. A large part of this will help rebuild Government environmental bodies, and assist them to perform their roles effectively. This approach aims to set the standard for managing environmental impacts in the road sector in DRC.

### *Key Risks*

46. **The key risk is corruption in the procurement of goods and services by the programme.** The programme funds will be channelled from the Trust Fund to the Cellule d'Infrastructures, which is a donor funded unit attached to the Ministry of Infrastructure. The Cellule will provide funding to the OR, and undertake all necessary procurement. All possible safeguards are being built into the programme to avoid corruption, but even with safeguards the risks cannot be eliminated.

## Education

47. **To provide a peace dividend across Congo, DFID will fund the reduction of primary school fees.** Funding will be provided via a World Bank Trust Fund to which the Belgians and other donors will contribute, and which is being set-up to co-fund the Bank's own education programme.

<b>Education</b>			
<b>Impact to be achieved by 2012</b>	<b>Key Outcomes</b>	<b>How</b>	<b>DFID Resources</b>
<ul style="list-style-type: none"> <li>• Increase in primary Gross Enrolment Rate (GER) to at least 75% with equal access for boys and girls.</li> <li>• Demonstrable government commitment to delivering education services through financial commitments and political action.</li> <li>• Substantial improvement in management and financial management systems, together with improved government capacity to carry out these functions.</li> <li>• Improvements realised to the quality of education in the public sector.</li> <li>• Sector strategy in place and implementation supported through a government led sector-wide approach.</li> </ul>	<ul style="list-style-type: none"> <li>• Costs of education sector increasingly covered by resources from the state, including teachers' salaries.</li> <li>• Government's payment systems for education streamlined and strengthened.</li> <li>• Levels of primary school fees to be charged standardised and gradually reduced.</li> <li>• System for registration and management of primary schools and teachers re-established, and all elements of the education sector properly registered.</li> <li>• Legal framework for the education sector revised.</li> <li>• Appropriate accountability mechanisms established.</li> <li>• Sector planning, budgeting and co-ordination mechanisms strengthened.</li> </ul>	<ul style="list-style-type: none"> <li>• Essential studies in the management and financing of primary education undertaken.</li> <li>• Census of teachers and school mapping undertaken.</li> <li>• Government supported to undertake key reforms to department in charge of payment and registration of schools and teachers, and other essential reforms to the system.</li> <li>• Funds provided to contribute to the costs of primary education (and so fund the reduction of fees).</li> <li>• Independent commission established to review legal framework.</li> <li>• Civil Society supported to hold government accountable for the delivery of primary education.</li> <li>• Government supported to lead planning and co-ordination in the sector.</li> <li>• Common funding mechanism established.</li> </ul>	<ul style="list-style-type: none"> <li>• £55m over 5 years.</li> </ul>

### *Why this intervention is transformative*

48. The Gross Enrolment Rate (GER) for primary school in DRC is probably 50% at most. Existing support to the education sector has consisted of small scale interventions to address quality issues (rehabilitation of schools, provision of textbooks and other materials and teacher training). Little has been done to reduce the financial barriers to education caused by the high and unpredictable levels of school fees, or to improve the Government's management and financial systems, which used to be effective but no longer function adequately.
49. DFID's education programme, co-financing the World Bank's own \$150m education programme, will transform primary education financing in DRC and have a major impact on enrolment rates by **supporting Government to strengthen its school and teacher payment systems and then using those systems to increase financing to primary education, so that fees can be reduced**. A fiduciary risk assessment will be carried out before this programme is finalised.
50. **DFID's support will also improve sector co-ordination and should increase funding to the sector by:**
- developing a partnership approach between government and donors where each party has agreed responsibilities to support reform;
  - establishing a joint funding mechanism to harmonise donor support and provide an easy route for other donors to contribute;
  - supporting the development of a sector strategy, a strategy for the reduction and eventual elimination of school fees, and a financing strategy based on realistic costings;
  - supporting the move to an education Sector Wide Approach (SWAp).

### *How impacts will be measured*

51. The World Bank's education programme includes a monitoring and evaluation component. This will be developed and supplemented by a M&E system for the joint funding mechanism and independent studies financed under DFID's support.

### *Key Risks*

52. The key risk is that funds transferred through the Government's payment systems will be diverted and delayed, so will not reach schools and teachers completely or on time. Substantial efforts are planned to clean up and strengthen the system before it is used for donor funds, including the development of pre-disbursement conditions for the joint funding mechanism and independent accountability mechanisms.
53. There is also a related risk that additional funding will not be translated into fee reductions for parents. Efforts to reform the legal framework for education, to enlist political commitment to the reform process and a communications effort, as well as the independent accountability mechanisms, are planned to address this.

### *Health*

54. **DFID will support a pilot of the provision of free health services to 2.1 million people in four provinces and monitor the impact to inform the approach to health financing in Congo.** The pilot will be implemented by two international NGOs, the International Rescue Committee (IRC) and Merlin, while research on the impact will be carried out by an independent research body. The information generated will be shared with the Ministry of Health (MoH) and other donors to inform future policy on fees for health services.

Health			
Impact to be achieved by 2012	Key Outcomes	How	DFID Resources
<ul style="list-style-type: none"> <li>• A new, more equitable, health financing strategy for DRC is adopted.</li> <li>• Increased utilisation of health services (in those areas adopting more equitable health financing approaches) particularly amongst poor people.</li> <li>• An improvement in health outcomes for poor people, especially the under fives and women.</li> <li>• Reduction in maternal mortality rates in assisted health facilities.</li> </ul>	<ul style="list-style-type: none"> <li>• Health financing work is based on accurate costings for the delivery of health services.</li> <li>• MoH staff and other donor partners accept the importance of financial barriers in access to health services in DRC.</li> <li>• New health programmes are developed, taking into account DFID funded research findings.</li> <li>• Over two million people benefit from increased access to quality health services, and enjoy improved health status.</li> <li>• Strengthened capacity of MoH authorities to deliver quality health services in 20 health zones.</li> </ul>	<ul style="list-style-type: none"> <li>• Financial support provided to cover all costs of the provision of health services, not currently met by the state, in 20 health zones.</li> <li>• Technical and managerial capacity building provided for Ministry of Health (MoH) authorities in 20 health zones.</li> <li>• Multi-partner steering committee established to guide independent operational research into the impact of free health services.</li> <li>• MoH Health Financing Commission strengthened to carry out health financing work.</li> </ul>	<ul style="list-style-type: none"> <li>• £31m over 3 years</li> </ul>

### Why this intervention is transformative

55. DRC has some of the highest levels of mortality and illness in the world. Utilisation of health services in DRC is extremely low (on average 1 visit per person every 6.7 years). Evidence from projects in DRC that have removed health user fees shows that this leads to massive increases in utilisation. Yet there is little understanding of the role of financial barriers in preventing access of poor people to health services amongst Government and donor partners. Evidence suggests that even low fees for healthcare result in low utilisation levels and exclude the poor.

56. DFID's pilot Access to Health Care Programme aims to generate a substantial evidence base on the impact of removing fees on the use of health services and on health outcomes and to feed this into policy development. A comprehensive operational research component has been designed as part of this pilot, to provide independent data on the impact of this approach. MoH officials and other donors will sit on the research steering committee. The data collected will be used:

- as an advocacy tool on the need to address financial barriers to health services,
- to support the MoH's Health Financing Commission in developing accurate costings for the delivery of health services, and
- as the basis for developing a more equitable health financing strategy for DRC.

### How impacts will be measured

57. DFID's programme will include a monitoring and evaluation strategy, drawing on the data provided by our implementing partners and MoH systems, as well as the operational research reports.

### Key Risks

58. As with all programmes implemented in DRC, there remain risks of local level corruption, weak government capacity and, in some project areas, continuing insecurity. Close supervision and careful planning by experienced implementing partners should reduce these risks.

### Water and Sanitation

59. Through UNICEF, DFID plans to fund the Government's rural water and sanitation programme, Village Assaini, and to co-finance with the EC a community managed water programme in the city of Mbuji Mayi implemented by Belgian Technical Cooperation (CTB).

<b>Water and Sanitation</b>			
<b>Impact to be achieved by 2012 (from DFID resources only)</b>	<b>Key Outcomes</b>	<b>How</b>	<b>DFID Resources</b>
<ul style="list-style-type: none"> <li>National water and Sanitation programme is implemented in rural areas in 65 out of 500 health zones.</li> <li>590 schools achieve required standards of sanitation and hygiene education.</li> <li>Improved coordination of donor support achieved.</li> </ul>	<ul style="list-style-type: none"> <li>Sustainable access to safe drinking water, improved sanitation and environmental health and hygiene education to approximately 4 million people.</li> <li>Strengthened capacity of government institutions to support safe water provision.</li> <li>Coherent sector policy environment and an efficient government structure in the rural water and sanitation sector.</li> </ul>	<ul style="list-style-type: none"> <li>120 Ministry of Health water and sanitation supervisors receive sufficient technical training to implement the Village Assaini programme.</li> <li>Village Assaini programme implemented in 65 rural health zones.</li> <li>590 schools benefit from gender separated latrines, hand wash stations and hygiene education as part of the curriculum.</li> <li>Creation of community managed water schemes in the city of Mbuji Mayi.</li> </ul>	<ul style="list-style-type: none"> <li>£24m over 4 years .</li> </ul>

### *Why this intervention is transformative*

60. The rural population of DRC is estimated to be 35 million people. Only about 22% of this population has access to safe water and 9% to sanitation. The impact on poor health is evident through diarrhoea which is a key factor in under-five mortality. Mbuji Mayi is DRC's second biggest city with a population of around three million. Its water and sanitation system serves only 300,000 people.
61. **Village Assaini will significantly improve the rural water and sanitation sector by establishing a national approach implemented through Government structures.** This is a national programme, which was implemented by the Government in the past which UNICEF is assisting the Government to re-start. It will be implemented by Government health staff who, as in other sectors, are in post but lack the means to do their jobs. It focuses on using appropriate technical solutions – so in most cases communities will be assisted to protect springs which is simple and cheap – and on providing toilets and hygiene education in schools. Overall, with the support of other donors, the programme is expected to benefit 11 million people.
62. The programme in Mbuji Mayi is establishing a model community managed urban water system, that can be scaled up and replicated elsewhere.

### *How impacts will be measured*

63. In the Village Assaini programme, monitoring of activities and evaluation of impacts will be carried out by UNICEF in partnership with the Government Health Zones. In the Mbuji Mayi project, the impact on health, hygiene awareness and personal behaviour will be measured against an existing baseline.

### *Key Risks*

64. Key risks in Village Assaini, include corruption, government capacity to deliver and lack of community participation. To mitigate the corruption risks, NGOs will be used to procure materials and provide cash allowances to government staff. In the Mbuji Mayi project, the main risk is that the water management committees may fail to operate effectively, democratically and transparently. This could lead to poor delivery, embezzlement of funds and exclusion of the most vulnerable. However, the project is based on an existing scheme in Mbuji Mayi that is very successful and it will ensure that community members are well aware of their rights.

## **Strategic Objective 3: Reducing remaining violent conflict and its impacts**

### *Community reconstruction*

65. **DFID is supporting a major programme of community driven reconstruction in 1400 of the most conflict affected communities in three provinces of Eastern Congo. This aims to reduce the risks of future conflicts by bringing divided communities together to jointly plan and rebuild important local infrastructure and promote economic activity.** The programme is being implemented by two international NGOs: CARE and IRC.



## Community Reconstruction

Impact to be achieved by 2010	Key Outcomes	How	DFID Resources
<ul style="list-style-type: none"> <li>Improved stability through community driven planning and reconstruction in war affected parts of eastern DRC.</li> <li>An estimated 1.7m people benefiting from improved social cohesion, local governance and livelihood improvements in approximately 1400 villages in high risk areas by April 2010.</li> </ul>	<ul style="list-style-type: none"> <li>Improved trust, confidence and cooperation – social cohesion – among the target population, including marginalized groups, and between the target population and their local institutions.</li> <li>Improved understanding of the value of democratic local governance structures through active participation in transparent, accountable decision-making.</li> <li>Increased socio-economic activity within communities.</li> </ul>	<ul style="list-style-type: none"> <li>600 village development committees, 120 community development committees and 24 regional development committees fully trained by December 2007.</li> <li>280 local development committees and plans developed by December 2008</li> <li>Total of 1400 village level projects identified, planned and implemented by April 2010.</li> <li>Local Development funds operational in 280 communities</li> <li>Total of £12.3 million worth of projects delivered, with an average block grant of £37,000 per community and £1250 per village by April 2010.</li> </ul>	<ul style="list-style-type: none"> <li>£24m grant to NGO consortium.</li> </ul>

### *Why this intervention is transformative*

66. Each of the project areas targeted is a variation on the overall reality of Eastern DRC – divided populations torn apart by the brutal violence promulgated by local ethnic groups, militias, and/or politically motivated armed forces. Impoverishment and instability have been caused by displacement, the disruption of traditional livelihoods and coping mechanisms, and breakdown of trust and social cohesion amidst inter and intra-community conflicts. Experience elsewhere in the world has shown that community reconstruction projects can help achieve local level conflict reduction by bringing communities together to plan and implement local economic and infrastructure projects.

### *How impacts will be measured*

67. Measuring impact is a critical part of the programme, which includes a randomised impact study. This will enable measurement of the qualitative and quantitative impacts of the programme on social cohesion at community level, local governance and socio-economic recovery. A special study on the impact of gender quotas for committees will also be carried out.

## *Key Risks*

68. Key risks are:
- ensuring the programme reduces rather than exacerbates conflict. Fifty per cent of programme costs are spent on community projects, most of the balance is spent on getting the system right and ensuring quality facilitation to reduce the risks of projects precipitating conflict.
  - sustainability of services delivered through built infrastructure. The programme ensures coordination with local government and provincial sectoral departments to promote joined up service delivery, but the ability to do this and achieve sustained local services will vary, depending on the local capacity and will.
69. The programme does not cover North Kivu, one of the worst affected conflict areas and an area of current conflict. There may be a need for similar projects in this province.

## *Humanitarian Assistance*

70. **DFID is seeking to meet critical humanitarian needs and improve the coordination and coherence in humanitarian response in DRC by contributing to the Humanitarian Pooled Fund.** This is managed and implemented by the UN and funds UN agency and NGO activities under the Humanitarian Action Plan (HAP). DFID also funds a limited number of other humanitarian interventions, principally financing organisations that need to remain visibly independent of the UN (which in DRC deploys an active military force) in order to carry out their work in conflict zones. We expect to need to maintain large scale humanitarian assistance for the duration of this Country Plan.

## Humanitarian Assistance

Impact to be achieved by 2010	Key Outcomes	How	DFID Resources
<ul style="list-style-type: none"> <li>Humanitarian indicators are under emergency thresholds.</li> <li>Solid evidence/needs base established.</li> <li>Robust monitoring and evaluation of the HAP.</li> <li>Pooled Fund fully functional with systems and processes able to meet donor and partner requirements.</li> <li>In country disaster preparedness strengthened.</li> <li>Transition to development underway and demonstrating clear results.</li> </ul>	<ul style="list-style-type: none"> <li>Priority humanitarian needs met in a timely manner and in-line with minimum standards.<sup>6</sup></li> <li>Humanitarian needs, gaps and priorities clearly identified by the HAP and Cluster coordination mechanisms.</li> <li>Better donor coordination, more predictable funding, including increased donor participation in contributions to the HAP.</li> </ul>	<p>Support the HAP by contributing to the Pooled Fund.</p> <p>Support to other key agencies.</p>	<p>2008: £35m; 2009 £35m; 2010: £35m (depending on the humanitarian situation)</p>

### Why this intervention is transformative

71. Conflict, displacement, isolation and lack of basic services mean that DRC has very high mortality, morbidity and malnutrition levels. There are high rates of human rights abuses, especially sexual and gender based violence, in the east of the country perpetrated by the various armed forces (including the Congolese national army, the FARDC). There are also large numbers of refugees both within and outside DRC. Their successful return and reintegration will be key in achieving regional peace and stability.
72. DRC is currently piloting most of the recently developed humanitarian reforms. DFID is one of the main proponents of these reforms, both globally and in the DRC. **DFID's strategy in DRC is to use humanitarian funds to address critical emergency needs and to also support reforms to improve the prioritisation, coordination and flexibility of humanitarian response.**
73. The Humanitarian Pooled Fund is the main vehicle for reform. This brings together eight donors and provides the UN Humanitarian Coordinator with un-earmarked resources to meet critical humanitarian needs. In determining priorities the Humanitarian Coordinator uses the Cluster Lead Agency coordination approach which brings together UN agencies and NGOs to determine priority gaps and needs. The Pooled Fund therefore helps strengthen coordination and provides a more field driven resource allocation process. The HAP is the main humanitarian strategic document. We are supporting efforts to make it more focused and measurable.
74. Lessons learnt from the reform initiatives are regularly fed back to DFID centrally and are being used in the rolling out of Clusters, Pooled Funds etc. in other countries

<sup>6</sup> All the health interventions supported by DFID humanitarian funding (as well as our other health interventions) provide support for victims of SGBV.

### *How impacts will be measured*

75. There is currently no adequate means to measure the impact of the HAP. The UN Office for the Coordination of Humanitarian Affairs drafts a HAP mid-year review based on UN agency reports. The main priority at the moment is to harmonise the indicators and get better reporting at output level. The Pooled Fund has a monitoring and evaluation department which compiles information received from NGOs. Systems are still being put in place to monitor and measure performance of UN agencies.

### *Key Risks*

76. The continued fighting and insecurity (mainly in the East) are the principle security risks inherent in providing humanitarian assistance. The capacity of agencies to cope in responding to the overwhelming humanitarian needs - lack of adequate human resources, logistic constraints etc. are a source of concern.

### **Cross Cutting Issues**

77. DFID DRC has identified six cross-cutting issues to be considered in the design of each major programme: conflict, HIV/AIDS, gender, accountability, anti-corruption, and environment. Short strategies are being developed which set out priorities, how these will be implemented and how we will monitor our impact.
78. DFID will continue to support improvements in development effectiveness in DRC, building on our engagement in the Common Assistance Framework process. Across all our programmes we will seek to promote Government ownership, capacity development, greater impact from development assistance and a move towards sector wide approaches. We will promote harmonisation and development effectiveness through our dialogue with Government, donors and other stakeholders and will participate actively in coordination mechanisms.

## Cross-cutting issues

	Key challenges	Key outcomes	How
<b>Conflict</b>	<ul style="list-style-type: none"> <li>Significant risks of return to widespread conflict remain.</li> <li>Violent conflict affecting large numbers of people.</li> <li>Impunity resulting in high levels of sexual violence and other human rights abuses.</li> </ul>	<ul style="list-style-type: none"> <li>Reduced risk of violent conflict.</li> <li>Major reduction in violent conflict in East.</li> <li>Significant reduction in sexual violence and greater prosecution of human rights violations.</li> </ul>	<ul style="list-style-type: none"> <li>An annual programme review will review contribution of overall programme to conflict reduction.</li> <li>Initiatives funded from the Conflict Pool.</li> <li>DFID programmes conflict-sensitive.</li> <li>Advocacy on sexual violence and human rights.</li> </ul>
<b>HIV/AIDS</b>	<ul style="list-style-type: none"> <li>HIV and AIDS prevalence at about 5%.</li> <li>Poor awareness and acceptance of key measures to protect against HIV and AIDS.</li> <li>Problems in securing funding to purchase commodities and fund behavioural change.</li> </ul>	<ul style="list-style-type: none"> <li>Universal coverage of core elements of strategy to prevent spread of HIV and AIDS (condoms, behavioural change, voluntary counselling and testing).</li> <li>Greater awareness of how to protect oneself.</li> <li>Funding secured for core prevention activities and commodities.</li> </ul>	<ul style="list-style-type: none"> <li>Advocacy to ensure DRC able to access Global Fund resources for core prevention activities.</li> <li>HIV/AIDS built into roads programme.</li> <li>Support for improved coordination, policy and strategy development.</li> </ul>
<b>Gender</b>	<ul style="list-style-type: none"> <li>DRC 131 out of 177 countries in the UN's Gender-related Development Index that measures inequalities in achievement between woman and men.</li> <li>Constitution gives equal rights but women make up less than 10% of Senate and national and provincial parliaments established following the 2006 elections.</li> <li>Sexual violence against women and girls remains at very high levels, perpetrated by state security forces, armed groups and civilians.</li> </ul>	<ul style="list-style-type: none"> <li>Completion rates and gender equity for girls and boys in primary education increases.</li> <li>Reduced sexual violence against women, children and men.</li> <li>Changes to the electoral law to enable concrete progress towards greater gender equity in political representation.</li> </ul>	<ul style="list-style-type: none"> <li>All new DFID programmes have gender disaggregated data to monitor progress.</li> <li>Democracy and accountability programme engages on electoral law and practices.</li> <li>Sexual and gender based violence components to restoration of justice in Eastern DRC and police reform programmes.</li> </ul>

## Cross-cutting issues

	Key challenges	Key outcomes	How
<b>Accountability</b>	<ul style="list-style-type: none"> <li>Elected representatives need to work for their constituents not for themselves and oversee government properly.</li> <li>People need information to see that government officials use public resources for public benefit.</li> <li>Need for working systems to sanction misappropriation of government funds.</li> </ul>	<ul style="list-style-type: none"> <li>Successful local elections in 2008/9.</li> <li>Successful presidential and parliamentary elections in 2011.</li> <li>Capability of Parliament to hold executive to account increases.</li> </ul>	<ul style="list-style-type: none"> <li>Democracy and accountability programme provides concrete support to decentralisation.</li> <li>Support for local elections.</li> <li>Security and justice sector programme to include building civilian monitoring and oversight mechanisms.</li> <li>Education programme to strengthen parent-teacher associations to improve the governance of schools and accountability.</li> </ul>
<b>Anti-corruption</b>	<ul style="list-style-type: none"> <li>DRC is the fifth most corrupt country in the world according to Transparency International.</li> <li>DRC is ranked bottom in the World Bank's Doing Business survey of 175 countries.</li> <li>The Participatory Poverty Assessment in 2005 reported that public officials use their offices for personal gain.</li> </ul>	<ul style="list-style-type: none"> <li>Greater capacity in civil society and key state institutions to demand better use of state resources.</li> <li>Increased ability of the Government to manage natural resources and its own finances.</li> <li>Greater competition in the private sector.</li> </ul>	<ul style="list-style-type: none"> <li>Democracy and accountability programme reinforces institutional checks and strengthens the national audit office.</li> <li>Civil society helped to raise awareness of the effects of corruption.</li> </ul>
<b>Environment</b>	<ul style="list-style-type: none"> <li>DRC has the second largest rainforest in the world but very limited capacity to control its exploitation.</li> <li>DRC has 13% of the world's hydroelectric potential.</li> </ul>	<ul style="list-style-type: none"> <li>DRC's rich natural resources managed for benefit of all Congolese.</li> <li>Mechanisms developed to enable DRC to benefit from preserving environmental assets of global importance.</li> </ul>	<ul style="list-style-type: none"> <li>Congo Basin Fund operational in DRC and delivers intended impact</li> <li>DFID assesses the environmental impact of all its major programmes.</li> <li>High quality social and environmental component to roads programme.</li> <li>Partnership with Chinese on social and environmental impact of their roads investments.</li> </ul>



## Implementation partnerships

79. The implementation of our programmes depends very heavily on some key implementing partners, particularly the World Bank and UN through whom we will spend a significant proportion of our funds. These partners are also scaling up their assistance, for example, UNDP has increased the volume of its operations in DRC ten-fold over the past four years.
80. We have been proactive at ensuring implementing partners have the human resources needed to implement programmes including providing resources for this where appropriate. For example, we have worked with UNDP to review the capacity needed to implement its Governance Programme which DFID plans to support, to ensure that necessary capacity is put in place as part of the programme. We are also supporting World Bank capacity, for example on education reform and public financial management.
81. Where it makes sense, we will enter into partnerships with other donors in which one donor implements on behalf of the other (so called 'silent partnerships'). In the media sector, we are passing our funds to France Cooperation International of the French Government which is implementing a joint programme of support for the media.
82. China is a particularly important player in DRC and we are seeking to work with them on roads and improving governance of the minerals sector.
83. We are seeking to develop a strong partnership with the DRC Government and to channel our financial resources through Government systems if conditions allow (see sections on Financing Mechanisms and Risks below). Our dialogue and partnership with the DRC Government will be in line with the UK Government's policy on conditionality.<sup>7</sup> This states that our aid partnerships should be based on a shared commitment to three objectives:
- reducing poverty and achieving the MDGs;
  - respecting human rights and other international obligations; and

- strengthening financial management and accountability, to reduce the risks of funds being misused through weak administration or corruption.

84. We will ensure that the use of our funds, channelled through the DRC Government or any other partner, is compatible with the European Convention on Human Rights, as enshrined in the Human Rights Act of 1998.

## Beyond aid

85. DFID's work in DRC is about much more than the financial resources we bring. We also engage with Government, other donors, civil society, companies and others to support efforts (by all actors) to help DRC make progress towards the Millennium Development Goals and sustaining peace in DRC.
86. We will continue to work extremely closely with the FCO and MoD to ensure HMG collectively has the strongest possible analysis of the conflict situation and is engaged to tackle the conflict. The FCO leads on diplomatic efforts, but there is no hard boundary between diplomacy and development influencing engagements, and both are frequently aimed at similar goals and complement the other. Examples of this are efforts to promote coordination around security sector reform or pressing for action by the Government against sexual violence.
87. We have worked hard as part of the donor group in DRC to help the Government develop its Plan d'Action Prioritaire which sets out its priorities for delivery against its poverty reduction strategy. We will continue to engage in and support efforts by the Government to develop its priorities and policies and to monitor implementation. We also work with other donors to improve the impact of assistance in DRC in line with best practice as set out in the OECD Paris Declaration on aid effectiveness.
88. Maximising multilateral effectiveness is a very high priority for DFID across the world with significant issues to engage on in DRC. We have pressed with some success for the World Bank to decentralise staffing to DRC and will continue to advocate this, as well as for the Bank to take a strong leadership role on donor harmonisation in DRC. We are also advocating for and

<sup>7</sup> DFID (2005) *Partnerships for poverty reduction: rethinking conditionality. A UK policy paper*. London: DFID.

supporting increases in capacity in UNDP. DRC is not a 'one UN' pilot country, but is a pilot for integrating the peacekeeping mission, MONUC, with the UN agencies as well as for a range of important humanitarian reforms which DFID is committed to supporting. We work closely with FCO and MoD on UK policy towards MONUC (which the FCO leads) including mandate renewals. We are also working with partners working on health and HIV/AIDS to improve the performance of the Global Fund for Aids, TB and Malaria.

89. Further areas where DFID will engage outside of our programmes are macroeconomic, debt and trade issues.

### Programme Resources

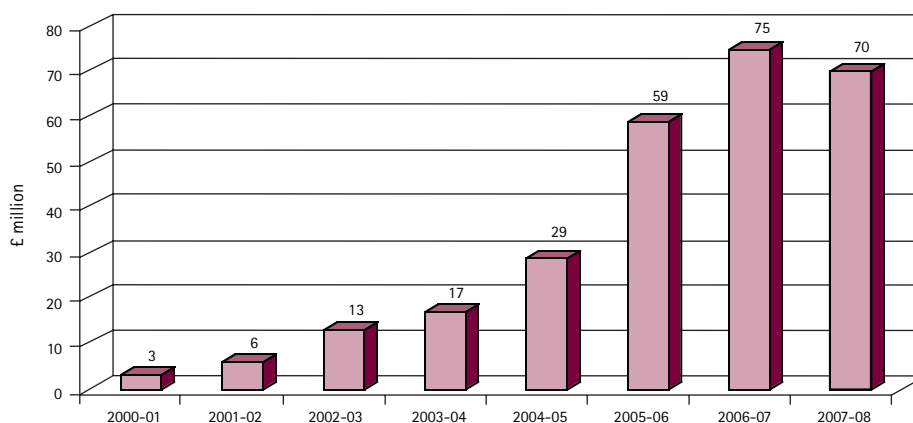
90. DFID's support to DRC increased from £3m in 2000/01 to £75m in 2006/7. In 2007/8 our total framework for DRC was £70 million, plus a Conflict Prevention Pool allocation of £4.5m
91. To meet the huge needs in DRC, DFID plans to increase its allocation for DRC substantially from 2009/10

provided that capacity in DRC to use resources effectively has expanded, as shown in the table below. .

### Financing Mechanisms

92. In line with international experience in working in fragile states, DFID is using a variety of mechanisms or 'aid instruments' to disburse programme resources in DRC. Given the extremely weak government financial management capacity and widespread corruption, most of our financial resources are channelled through NGOs, UN agencies and international organisations. We are also planning to work in partnership with the private sector.
93. However, helping the Government of DRC to become better at providing services and managing its finances is a core cross-cutting objective and DFID is seeking to strengthen and use government financial systems where we judge the risks to be acceptable. For example, provided the government implements essential reforms to the school financing and teacher payment system, DFID plans to channel resources through this in order to reduce school fees.

**Figure 1: DFID spend in DRC from 2000/01 to 2007/08**



Notes: 1 The 2007/08 figure of £70m shows our allocation not spend.

2 These figures exclude contributions from the joint Foreign and Commonwealth Office, DFID and Ministry of Defence Conflict Prevention Pool.

### Forecast Expenditure in £

Financial year (April-March)	2008/09	2009/10	2010/11
Forecast bilateral expenditure in DRC £ million	70	100	130

Note: figures include humanitarian support but exclude funding through the Conflict Prevention Pool.

94. The relative volume of resources provided through government or other channels will depend on the progress the Government is able to make in strengthening its systems as well as the political context, as described below. DFID will maintain a range of different channels for its assistance for the duration of this Country Plan.

## Dealing with Risks

95. DFID's engagement in DRC is high risk with the greatest risk being a return to conflict. Analysis of transitions in post-conflict countries indicates that in the first few years after a successful transition, the risks of a return to war are highest with one in four countries slipping back into conflict.

96. The joint donor strategy for DRC, the Common Assistance Framework, sets out seven key risks and risk management strategies. Drawing from this, DFID DRC maintains a register of the most important risks, including internal risks, which are reviewed and updated at least every three months by its Management Team.

97. Our risk tolerance varies for different types of risks. DFID is prepared to accept high risks to not achieving our objectives in DRC, because the returns from peace for DRC and Africa are huge. Therefore, we accept the risk that some of our interventions may not work or that development gains could be reversed by an increase in conflict. But there are two risks for which our tolerance is extremely low: the risk of DFID funds being stolen or not used for their intended purpose (we have a zero tolerance approach to corruption); and risks to the safety of DFID personnel.

98. DFID has also developed four scenarios in conjunction with FCO and MOD to consider how our plans might change with different circumstances in the future. These are:

i Return to widespread violence/armed conflict.

ii Use of state resources to preserve power with little benefit to ordinary people: Government shows very little commitment to reform, but manages to buy off/include the main constituencies, therefore avoiding a return to war – at least temporarily.

iii Improvements in some aspects of governance, with serious ongoing problems in other areas (but a positive overall trend) and some progress on social sector service delivery and economic growth.

iv Stronger commitment to reform and poverty reduction (such as a combination of progress on core governance issues such as security sector reform and public finance and a real commitment to delivering basic services to poor people and broad-based economic growth).

99. We currently assess that we are in scenario three. Our response to DRC moving between these scenarios will be to shift how we provide funds in order to focus on the funding channels that would have the greatest impact for the people of DRC in any given scenario. The greater the progress towards scenario four, the more we will be able to channel resources through government systems because of the greater commitment to strengthening these systems, tackling corruption and delivering benefits for poor people that this scenario implies. Conversely, a shift towards scenario two would lead us to channel fewer resources through government and more through NGOs and UN agencies, and in the case of scenario one more towards humanitarian needs.

100. We have developed with the FCO a set of indicators to monitor overall progress in the DRC. These will help us maintain an overview of how our efforts in DRC contribute to overall progress to sustain peace and tackle poverty. These indicators are shown in the table below. We will discuss them regularly with the FCO and MOD, to reach a joint assessment of overall trends in DRC and, if necessary to agree recommendations to senior management / ministers on the size and implementation mechanisms of DFID's aid programme.

MEASURING PROGRESS IN DRC: 2008 – 2010

Progress on:	Indicators	Milestones		
		2008	2009	2010
1. Reducing conflict and improving security	<ul style="list-style-type: none"> <li>- Activities of armed groups</li> <li>- Numbers of displaced people and numbers of voluntary returns</li> <li>- Numbers of refugees not returned</li> <li>- Command and control arrangements for defence forces</li> <li>- Implementation of Kivu and Nairobi agreements</li> <li>- Regional security including border incidents</li> </ul>	<p>New legislation passed on defence, police and intelligence</p>	<ul style="list-style-type: none"> <li>- Public Expenditure Review (PER) for security sectors carried out</li> <li>- Defence and police reform programmes launched</li> <li>- Censuses completed for security sector personnel</li> </ul>	<ul style="list-style-type: none"> <li>- Survey data suggests perception of increased security</li> </ul>
2. Improving respect for Human Rights and instituting Rule of Law	<ul style="list-style-type: none"> <li>- Reported SGBV cases</li> <li>- Reports from MONUC and reputable NGOs on justice and human rights in DRC</li> </ul>	<ul style="list-style-type: none"> <li>- Senior military judges appointed</li> <li>- Justice laws passed</li> </ul>	<ul style="list-style-type: none"> <li>- Cases brought against senior commanders</li> <li>- Improved pay and conditions for security sector personnel</li> <li>- Justice reform programme launched</li> </ul>	<ul style="list-style-type: none"> <li>- New courts set up</li> <li>- Financing of justice system</li> </ul>
3. Reducing corruption	<ul style="list-style-type: none"> <li>- Transparency of natural resource revenues</li> <li>- "Doing Business" survey</li> <li>- Expected Vs actual government revenues from natural resources</li> <li>- Executive complying with control institutions' recommendations</li> </ul>	<ul style="list-style-type: none"> <li>- New finance law clarifying taxes and revenue generation</li> <li>- DRC becomes pre-validated EITI member</li> <li>- Publication of revenues collected in mining sector</li> <li>- Mining contracts review completed in a transparent fashion</li> </ul>	<ul style="list-style-type: none"> <li>- New procurement law passed</li> <li>- Cour des Comptes publishes reports on budget execution in line ministries and provinces</li> <li>- EITI: Government revenues and company tax/royalty payments published and discrepancies publicly discussed and investigated</li> </ul>	<ul style="list-style-type: none"> <li>- Improved pay and conditions for national civil servants</li> <li>- Prosecution of corrupt senior public servants and company executives</li> </ul>

MEASURING PROGRESS IN DRC: 2008 – 2010

Progress on:	Indicators	Milestones		
		2008	2009	2010
4. Respect for democracy and the political settlement (including decentralisation)	<ul style="list-style-type: none"> <li>- Functioning of national and provincial parliaments (oversight, legislation, place for opposition)</li> <li>- percentage of women in elected positions</li> <li>- Media freedom</li> <li>- Management of inherent tensions in decentralisation process</li> </ul>	<ul style="list-style-type: none"> <li>- Parliament capacity plans agreed</li> <li>- Media regulator operational</li> <li>- Legal framework for decentralisation in place</li> </ul>	<ul style="list-style-type: none"> <li>- Credible local elections held</li> <li>- Provinces receive funds to match responsibilities</li> <li>- Provincial budgets increased to reflect increased revenues</li> </ul>	<ul style="list-style-type: none"> <li>- The National Electoral Commission (CENI) has capacity to organise credible national elections in 2011</li> <li>- Local development funds implemented (including planning and PFM capacity)</li> <li>- Central civil service slimmed down</li> </ul>
5. Providing basic services	<ul style="list-style-type: none"> <li>- Primary road network opened and maintained</li> <li>- Primary enrolment rate</li> <li>- Access to primary health care</li> <li>- Access to clean water</li> <li>- Budget allocations and execution for primary education and health</li> <li>- humanitarian assistance provided where emergency indicator thresholds are breached</li> </ul>	<ul style="list-style-type: none"> <li>- Road Fund law promulgated</li> <li>- Strategy for achieving free primary education developed.</li> </ul>	<ul style="list-style-type: none"> <li>- Road Fund established and effective</li> <li>- Strategy to achieve free education being implemented</li> <li>- Humanitarian needs decrease in conjunction with increase in development programme delivery</li> </ul>	<ul style="list-style-type: none"> <li>- New health financing strategy adopted</li> <li>- National capacity to deal with emergencies is increased.</li> </ul>
6. Improving effectiveness of public financial management	<ul style="list-style-type: none"> <li>- Integrity of budgeting process</li> <li>- Budget execution data</li> <li>- Reducing leakage of public funds</li> <li>- percentage increase in government revenues from natural resources (on budget)</li> <li>- percentage increase in government revenues from non-natural resources</li> <li>- Audits of Government expenditure carried out satisfactorily</li> </ul>	<ul style="list-style-type: none"> <li>- End use of emergency procedures</li> <li>- Data on budget execution available monthly</li> <li>- Reforms to education payment system carried out</li> </ul>	<ul style="list-style-type: none"> <li>- Realistic ministerial budgets based on agreed priorities</li> <li>- Launch reform of the Administrative Receipts Directorate (DGRAD) – Direction Générale des Recettes Administratives), Tax Directorate (DGI – Direction Générale des Impôts) and Customs</li> </ul>	<ul style="list-style-type: none"> <li>- Budget execution reflects allocations</li> <li>- PERs/Public Expenditure Tracking surveys show improvement</li> </ul>
7. Promotion of low carbon/high growth economy	<ul style="list-style-type: none"> <li>- Growth data (including agriculture)</li> <li>- Inflation data</li> <li>- Private sector investment</li> <li>- On track with IMF Poverty Reduction and Growth Facility</li> <li>- Diaspora investment</li> </ul>	<ul style="list-style-type: none"> <li>- Heavily Indebted Poor Countries (HIPC) completion point reached</li> <li>- Conversion process of logging concessions completed</li> </ul>	<ul style="list-style-type: none"> <li>- Pilots for alternative financing mechanisms for forest protection implemented</li> </ul>	<ul style="list-style-type: none"> <li>- Progress at developing low-carbon strategy including rehabilitating Inga hydro-electric plant.</li> </ul>

## Annex 1

### Democratic Republic of Congo (DRC) Statistical Annex Progress towards the MDGs and other key indicators




	DRC Country Profile				Sub-Saharan Africa
	1990	1995	2000	2005	Latest
<b>1 Eradicate extreme poverty and hunger</b>	<b>2015 target = halve 1990 \$1 a day poverty and malnutrition rates</b>				
Population below \$1 day (PPP) International Poverty Line (%)	..	..	..	..	41.1 <sup>2004</sup>
Prevalence of child malnutrition (underweight for age) (% children under 5)	..	..	31 <sup>2001</sup>	..	29.6 <sup>2005</sup>
<b>2 Achieve universal primary education</b>	<b>2015 target = net enrolment to 100</b>				
Net primary enrolment ratio (% of relevant age group)	54 <sup>1991</sup>	..	..	..	66 <sup>2004</sup>
Percentage of cohort reaching grade 5(%)	55 <sup>1990</sup>	..	..	..	65 <sup>1991</sup>
Youth literacy rate (% ages 15-24)	69	..	..	70 <sup>2001</sup>	69 <sup>1990</sup>
<b>3 Promote gender equality</b>	<b>2015 target = education ratio to 100</b>				
Ratio of girls to boys in primary education, gross (calendar year)	75 <sup>1991</sup>	..	90 <sup>1999</sup>	78 <sup>2003</sup>	89 <sup>2004</sup>
Ratio of girls to boys in secondary education gross (calendar year)	..	..	52 <sup>2000</sup>	58 <sup>2003</sup>	79 <sup>2004</sup>
Proportion of seats held by women in national parliament (%)	5	5 <sup>1997</sup>	..	12	16 <sup>2006</sup>
<b>4 Reduce child mortality</b>	<b>2015 target = reduce 1990 under 5 mortality by two-thirds</b>				
Under 5 mortality rate (per 1,000)	205	205	205	205	163 <sup>2005</sup>
Infant mortality rate (per 1,000 live births) direct	129	129	129	129	96 <sup>2005</sup>
Immunization, measles (% of children under 12 months)	38	27	46	70	64 <sup>2005</sup>
<b>5 Improve maternal health</b>	<b>2015 target = reduce 1990 maternal mortality by three-fourths</b>				
Maternal mortality ratio (modelled estimate, per 100,000 live births)	..	..	..	1100* (480-1900)	900* <sup>2005</sup> (450-1500)
Births attended by skilled health staff (% of total)	..	..	61 <sup>2001</sup>	..	45 <sup>2005</sup>

	DRC Country Profile				Sub-Saharan Africa
	1990	1995	2000	2005	Latest
<b>6 Combat HIV/AIDS, malaria and other diseases</b>	<b>2015 target = half, and begin to reverse, AIDS, malaria and other major diseases</b>				
Prevalence of HIV, female (% aged 15-24)	..	..	..	..	..
Contraceptive prevalence rate (modern methods) (% of currently married women 15-49)	2 <sup>1991</sup>	..	4 <sup>2001</sup>	..	23 <sup>2005</sup>
Proportion of children usually sleeping under a mosquito net (%)	..	..	0.7 <sup>2001</sup>	..	41 <sup>1999/04</sup>
<b>7 Ensure environmental sustainability</b>	<b>2015 target = various</b>				
Access to an improved water source (% of households)	43	..	..	46 <sup>2004</sup>	56 <sup>2005</sup>
Access to improved sanitation (% of households)	16	..	..	30 <sup>2004</sup>	37 <sup>2005</sup>
<b>8 Develop a Global Partnership for Development</b>	<b>2015 target = various</b>				
Aid (% of GNI)	..	..	..	..	..
Exports of goods and services (% of GDP)	..	..	..	..	..
Debt service (% exports of goods and services)	..	..	2.9 <sup>2002</sup>	6.9	7.4 <sup>2005</sup>
<b>General indicators</b>					
Population	37.8	45.0	50.1	57.5	743.1 <sup>2005</sup>
Gross national income (current \$ billion) atlas method,	8.4	6.0	4.2	7.0	554.4 <sup>2005</sup>
GNI per capita (\$) atlas method	220	130	80	120	746 <sup>2005</sup>
Adult literacy rate (% of people ages 15 and over)	47	..	..	..	61 <sup>2005</sup>
Total fertility rate (births per woman)	6.7	6.7	6.7	6.7	5.3 <sup>2005</sup>
Life expectancy at birth (years)	46	43	42	44	47 <sup>2004</sup>
Trade (% of GDP)	58.7	52.2	43.8	70.9	67.3 <sup>2005</sup>

\*Maternal Mortality in 2005 – Estimates developed by WHO, UNICEF, UNFPA & WB. Last survey data (2001) was 1289/100,000. International data from UNSD MDGs website Nov 2007 and WDI online database Sept 2007.

DRC traffic light colours based on DFID assessment, August 2007, and Sub-Sahara Africa traffic lights from UNSD 2007 MDG assessment (<http://mdgs.un.org/unsd/mdg/Resources/Static/Products/Progress2006/MDGProgressChart2006.pdf>).

### MDG traffic light legend

	On track to achieve MDG
	Off track to achieve MDG
	Severely off track to meet the MDG, stagnation or regressing



## What are the Millennium Development Goals?

This annex is designed to summarise DFID's understanding of DRC's progress towards the broad level goals of the MDGs. The DFID assessment is based on available international data, and the trends in change these show. Goal colours indicate MDG progress – red is off track, grey is insufficient data to be able to monitor trends. The recurring story is one of lack of data, and where we can see any trends or levels, much to be done to move towards the MDG targets.

### Goal 1: Eradicate extreme poverty and hunger

Targets 1 & 2: Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day, and the proportion of people who suffer from hunger.

There is no data available to give levels or trends for poverty in DRC. The prevalence of child malnutrition at 31% in 2001 puts DRC in the highest quarter of African countries with figures.

### Goal 2: Achieve universal primary education

Target 3: Ensure that, by 2015, all children complete a full course of primary education

Again there is insufficient data on which to assess DRC's progress against this MDG.

### Goal 3: Promote gender equality

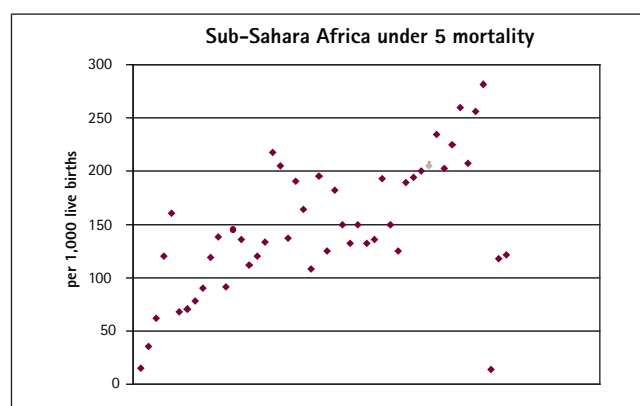
Target 4: Eliminate gender disparity in primary and secondary education preferably by 2005 and to all levels of education no later than 2015.

The latest international data suggest that the gender disparity gains in primary school seen between 1990 and 2000 have since been eroded – however this could actually be a function of poor or no data systems presenting incorrect pictures. There is a low representation of women in parliament.

## Goal 4: Reduce child mortality

Target 5: Reduce by two-thirds between 1990 and 2015 the under-5 mortality rate.

The data for both under five and infant mortality are modelled international data and show a stagnant picture since 1990. This could be as much to do with the lack of robust data as the real situation in country. Estimates for under five mortality in DRC are at the high end of estimates for Sub-Saharan African countries as shown in the graph – DRC is the red point, in the top 10 Sub-Saharan African countries with the worst under 5 mortality rates in 2005.

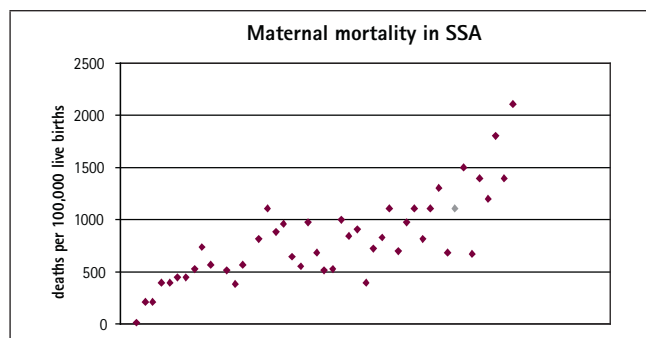


Countries sorted by under 5 mortality rates, low left, high right

## Goal 5: Improve maternal health

Target 6: Reduce by three-fourths, between 1990 and 2015, the maternal mortality ratio.

New international data estimate the maternal mortality ratio in DRC to be 1100 (last survey data in 2001 was 1289) – this puts DRC in the top 12 Sub Saharan Africa countries with the very highest rates. DRC is the red point in the graph below.



Countries sorted by maternal mortality rates – low on the left high on the right

### Data issues

There is generally a lack of national data across the continent on maternal mortality, and it is a very difficult area to measure, and to measure well.

For monitoring of this important health indicator, a system of regular collecting and assessing of maternal mortality needs to be considered. Regional proposals recommend that questions on maternal mortality are added to the next round of population censuses, but this will not answer the regular data needs, but will provide a benchmark 10 years on from the last available estimated data.

## Goal 6: Combat HIV/AIDS, malaria and other diseases

Target 7 & 8: Halt and reverse the spread of HIV/AIDS, malaria and other major diseases.

Again there is insufficient data on which to assess DRC's progress against this MDG.

## Goal 7: Ensure environmental sustainability

Target 9: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.

International data show that there has been a very slight increase in access to improved water sources since 1990, but still more than half of the population lack access. Whilst access to improved sanitation has doubled it is from a low level and means that still only an estimated third of the population have access.

### Overall ...

There is a paucity of data for DRC. What data there are appears to be international modelled estimates. These estimates suggest DRC has both high fertility and mortality, low education levels, low access to water, sanitation or modern contraceptives. MDGs appear severely off track. Life expectancy is low at around 44 years.

Data collection mechanisms to be able to monitor the changes occurring as a consequence of development programmes in these areas are required to get a baseline of the situation in DRC and to be able to monitor the impact of programmes. DFID is co-funding a demographic health survey in DRC which will provide more up-to-date baseline data.





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The outline map on the front cover is not an accurate representation of the borders of The Democratic Republic of Congo.

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