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## **PBG ANNUAL REPORT**

*'Programme de Bonne Gouvernance'*

Contract No. DFD-I-00-08-00071-00  
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**YEAR 2**

October 1, 2010 – September 30, 2011

**November 2011**

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# **Task Order Annual Report**

*Programme de Bonne Gouvernance*

## **Annual Report for FY 2011**

October 1, 2010 – September 30, 2011

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### **DISCLAIMER**

The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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# I – INTRODUCTION

In October 2009, the life of the ‘Programme de Bonne Gouvernance’ (PBG) began. This second annual report, covering activities from October 1, 2010 to September 30, 2011, is dedicated to providing supplementary information on the second year of implementation (FY 2011).

PBG is a \$36,251,768 five-year (three years with two option years) program whose purpose is to improve management capacity and accountability of select legislatures and local governments. The program operates in five areas of the country (the capital, Kinshasa and the provinces of Bandundu, Katanga, Maniema and South Kivu), working closely with three categories of Congolese partners:

- I. Civil society and community-based organizations;
- II. Parliamentary institutions at the central and provincial level; and
- III. Public institutions having a stake and role in decentralization.

Sections below and the annexes of this Annual Report are intended to provide an overall summary update on the implementation of activities during the second year of operation the program from October 2010 to 30 September 2011. It was also designed to provide complementary information that was not already provided in previously submitted quarterly reports including:

- ❖ an analysis of overall sectorial trends, (Section II),
- ❖ principal accomplishments, including an update on procurement activities (Section III),
- ❖ Summary of PMP results by end of Year 1 (Section IV)
- ❖ outstanding challenges (Section V).
- ❖ status updates on wokplan activities – past and upcoming (Annex 1), and
- ❖ an update on PBG contractual deliverables (Annex 2)

## II – ANALYSIS OF SECTOR TRENDS

### IR 1 - Trends Among Civil Society in Targeted Provinces

1. PBG activities encouraged a win-win approach and the message has reached the level of Civil Society Organizations (CSOs). This approach which calls for constructive dialogue between CSOs and the authorities in the pursuit of accountability has paid off. Indeed, Civil Society Organisations in the target provinces are fast becoming a Civil Society of cooperation with and offering solutions to local authorities in the place of denunciations which were used much like a weapon in time of battle. PBG has played a major role in this gradual and positive conversion.
2. CSOs during the past two years have moved in the direction of opening up with the Provincial Assemblies instead of moving in the opposite direction. Indeed, after 2006 the elections, CSOs and MPs evolved into a relationship of latent antagonism which sometimes evolved into open hostility. Today with mixed activities such as legislative and public hearings (dialogue for action), both parties have realized that Civil Society and elected officials must work together in harmony to address people’s concerns. Therefore, a bond has been created between some elected officials and CSOs that is characterized by closer collaboration in the search for solutions to questions of general interest. MPs elected in the upcoming legislature will be much more inclined to work in collaboration with citizen groups with the objective of each party fulfilling its mission.
3. Among the activities introduced by PBG, public hearings (dialogue for action) are now being independently initiated by partner CSOs. This assertiveness has not been limited only to civil society organizations as local and provincial authorities have also initiated dialogues for action and solicited organizational support from PBG. This demonstrates a propensity to adopt this tool for interactive dialogue as a means of exchange between the authorities, people and elected officials.

4. Concerning the grants program, the CSOs are realizing that their task is to conduct advocacy activities which will influence decision makers in policy formulation. Indeed, after realizing the importance of working with PMs and appointed local authorities this has allowed the former to play their role of representation and the second to seek out accountability. Partners have come to the realization that their role is much more than just conducting awareness building activities. Specifically, they have begun to consider education as an advocacy tool and this approach makes them much more effective.
5. Due to actions undertaken by CSOs within the framework of citizen controls, the local authorities, who initially were more skeptical, are becoming aware that they are accountable for transparency and are gradually opening the doors to CSOs for collaborative efforts even in the most sensitive areas such as working against corruption as was the case in a recent Kikwit activity.
6. Circle of Women broadcasts have not only allowed women to express themselves but also to believe in their own abilities. This translates into a better awareness of the role they can play in society. In some cases men have also started to take this into consideration. In South Kivu, for example, out of group of the 10 women leaders who have participated in these programs, 4 of them are candidates for National MP seats. Some have actually declared that they are receiving encouragement from their male colleagues along the way. One example of this is the confirmation by Mrs. Kanyuli that the local chief of Nyalukemba neighborhood in the town of Ibanda gave her 5 US dollars to show his appreciation for the Circle of Women. This demonstrates a predisposition for change in attitudes towards.

## **IR 2 - Trends Among Parliamentary Actors in Targeted Provinces**

1. Within the legislative context, trends are dominated by a pre-electoral political climate and a presidential majority demonstrating its desire to increase the powers of the central government and the Executive through amendments of the Constitution that would also restrict the autonomy of provinces and the Judiciary.
2. The current election campaign reveals that most national and provincial deputies are reluctant to reach out to their constituents and some have chosen to avoid mentioning squarely on their campaign posters the name of the political party that they are affiliated with. This fear of a popular sanction announces a tendency for a large turnover after the November election. If this trend is confirmed, IR2 must reprogram some basic training targeting the new MPs, while continuing to support parliamentary administrations.
3. The installation of new Provincial and National Assemblies in the first half of 2012 will allow IR2 to organize its activities starting at the beginning of the first legislative session. PBG activities will help the new members to enroll in a coherent and sustainable training plan. The strategy that the IR2 team will follow is to carefully approach the new members and offices to identify, especially among the deputies who have been re-elected, "champions" who can facilitate awareness building of newly elected officials on the relevance of the PBG program.
4. Based on observations over the last two years, the administrative staff members of the assemblies tend to be more motivated than the MPs to seek out more appropriate training, even in between the parliamentary sessions. IR2 will take advantage of this opportunity to further strengthen the capacity of such individuals, including working through the RCPP (Network of Congolese parliamentary staff). In addition, administrative staff members have demanded insistently on a special status which would guarantee them stability and shelter them from political influence. Many of them rely on donors to lobbying the Central Government and the National Parliament to obtain this status.
5. The various donors involved in supporting Assemblies have recently revived the process of activity coordination. This coordination is intended to make their programs complementary, to pool their efforts and to avoid duplication and the dispersion of resources. During meetings organized for this

purpose, it was decided that after having exchanged their annual work plans, individual donors will jointly organize various activities for the benefit of Assemblies.

6. The CTAD (Technical Unit for Decentralization Support) has expressed the desire to see the aforementioned donors more involved in CTAD activities, which is an excellent opportunity, given that the role that this technical body of the Central Government is designated to play is to facilitate the implementation of the decentralization reform process, one of whose axes is to improve the capacity of provincial institutions, including the Provincial Assemblies.
7. Near the end of the current legislature, some elected officials have gradually begun to open up to public debate. This trend has increased notably during the "public hearings" which have facilitated exchanges with civil society, reinforcing CSO advocacy and enriching various parliamentary initiatives (proposed edicts, stock control ...). To this end, various activities will be organized jointly by IR1 and IR2 to encourage this trend.
8. With the approaching elections, some elected officials have begun to realize their obligation to properly represent their constituents. They have expressed the hope that the PBG IR2 team could help to strengthen their capacity to perform the function of representation both with their constituents (meetings with their bases, especially during the summer recess) and with other state institutions (writing reports on recess activities, drafting bills, implementing control actions, and interventions with the executive ...).

### **IR 3 - Trends among government actors in the context of the implementation of the Decentralization reform**

1. In the present context the Government has decided to shelve decentralization reform which at the moment is not considered a priority. This decision was embodied by the cabinet reshuffle which has entrusted reform implementation to the Interior Ministry. This is in order to better control the elections (the current Interior Minister does not seem favorable to decentralization reform).
2. Following the enactment of the public finance law which should be considered a major advance in the effective transfer of expertise, we are witnessing a slowdown in the decentralization reform process with the non-adoption by Parliament of the law on the nomenclature of other local revenues and public finance distribution and the decrees implementing the public finance law.
3. Despite this lack of political will, initiatives have been undertaken by the Decentralization Support Technical Unit (CTAD) to prepare a support system for decentralization reforms. This, through the achievement of two studies funded by USAID/PBG include: the development of the national strategy for transfer of responsibilities and an analysis of ETD and provincial administrations. A review of these two studies was conducted on November 14 which opened the door for the first study to define an operational scheme for the transfer of responsibilities, a timetable for implementation and for the second study to propose an organizational chart for the types of services provided by provinces and ETDs to permit provinces and ETDs to exercise their skills.
4. The law on constitutional revision and the law amending and supplementing law 08-012 of July 31, 2008 on the basic principles of self-government of the provinces are aimed to restrict the autonomy of the provincial institutions in order to better control them. This revision has not only resulted in the silencing of provincial institutions but also provides the President with the capacity to dissolve provincial assemblies and revoke governors at will. In this context, it becomes increasingly difficult for these provincial institutions to take initiatives in the direction of acceleration of the implementation of the decentralization reform process. The support of these institutions as part of the reform becomes problematic.

5. Despite the prevailing atmosphere at the approach of presidential and legislative elections, it is heartening to note that the grassroots actors are ready and willing to work on the implementation of development activities that respond to their expressed needs.
6. Stakeholder participation (ETD, Civil Society and the decentralized services of the State) in the identification of priority projects within the action plans and conducting feasibility studies of these projects have helped to create frameworks for and exchange between them and is the key to the reform's success.
7. Within the framework of management and transparency in public finance, support for training and monitoring, targeting local stakeholders has also demonstrated the need and relevance to work more at the grass roots level. With the establishment of budget commissions which include civil society representatives, activities involving internal control have created mutual trust between the different stakeholders and has helped to create conditions conducive to increasing ETD receipts.

### III – SUMMARY OF PERFORMANCE ADVANCES

The following section identifies the area of focus and achievement of PBG in its second year of operation, the approach adapted with different types of audiences and the purpose and intent of work conducted as part of its effort to improve good-governance governance and facilitate the process of decentralization in the Democratic Republic of Congo (DRC).

#### Program Advances through Civil Society partners (IR1)

1. **Grants** -During year 2, IR1 successfully completed its first round of grant awards. In all, 14 grants were awarded during the first round averaging, \$13,200 per grant. The range of grant topics include advocacy to promote more effective budget execution and/or development; advocacy for better protection of small farmers against illegal taxation and land tenure insecurity; advocacy for better fiscal management, advocacy against corruption and advocacy for more pro-action on health issues (especially diabetes); and building a stronger constituency for legislative advocacy by education the population how they can become more involved in advocating for better representation in government.
2. **Advocacy Successes** -Since grant implementation only started relatively late in the year, many of the advocacy efforts were still in development in the latter stages of the year. Among the most significant achievements for the majority of the grantees was the first ever development of an advocacy strategy document with the assistance of PBG. However, some partners even went on to achieve a second milestone where in at least 3 instances, draft edicts articulating the advocacy aspirations of individual campaigns were developed through stakeholder meetings. In particular, draft edicts were developed on issues related to transparency, land tenure protection and the need for an increase of women in public life. The most significant advocacy success of the year advanced even further. PBG partner CAPSA employed an array of advocacy strategies in South Kivu that resulted in persuading the provincial legislature there to introduce an edict drafted in a meeting organized by CAPSA, aimed at improving public health management practices related to diabetes.
3. **Partner Initiatives** -Many of the partner initiatives pursued independently of PBG prompting related to the implementation of advocacy campaigns. In particular, the aforementioned edicts that were drafted with one having been introduced in a provincial legislature, all were developed as part of public stakeholder meetings organized by partners. This demonstrated a new appreciation among partners of the need to engage in consensus-building exercises as part of developing concrete demands that form part of an advocacy campaign. Several of the meetings that resulted in draft edicts actually featured the participation of decision-makers. By including decision-makers in the consensus-building process, partners learned that they automatically increase the likelihood of decision-maker buy-in and ultimately support for their initiative.

4. **General Training/CRD** - A very significant achievement this year was the establishment of the *Centres des Ressources pour le Democratie* (CRDs) as hubs of learning for PBG stakeholders and partners. After a formal launch in June, several training programs were organized ranging from basic computer and Internet training to training for civil society organizations and involving legislative actors on legislative hearings and hearing testimony. A significant result of this latter exercise was that at least in South Kivu, legislators committed to organizing actual public hearings during the next session to which they would invite testimony from civil society. If this happens, this will be a notable achievement for PBG in terms of positive behavior modification.
5. **Women** -During year two, women who were featured in the Circle des Femmes radio and television broadcasts were able to find their voice and educate the public at the same time. The project has given women a platform to express themselves and demonstrate their knowledge, understanding and ability to play leadership roles in their communities and respective provinces. It is hoped that this exercise will translate into a greater presence of women in decision-making positions in the post-election period.
6. **Youth** - The Youth-Led Democracy project organized by IR1 also contributed substantially to another historically marginalized group finding voice through exploring rap as an entry point for young people to engage in governance-related advocacy. A series of workshops held in Kinshasa, Bandundu and South Kivu on this topic has now led to several informal follow-ups undertaken by the participants themselves, including the development of a youth journal that will now include a monthly feature on democracy and good governance; the establishment of networks that bring musicians, rappers and civil society activists to develop governance-related messages on public management issues, i.e. related to providing potable water in Kinshasa; and poetry slam events that will now attract new audiences as a result of the workshops.
7. **Website and Civil Society Services** - One of the more exciting and ambitious projects undertaken by IR1 is a legislative and government activity tracking website to serve the advocacy needs of civil society. The website uses certain US-based sites as models. In particular, [www.opencongress.org](http://www.opencongress.org); [www.washingtonwatch.com](http://www.washingtonwatch.com); [www.govtrack.us](http://www.govtrack.us). The PBG site coordinated and managed by local partner, CENADEP, can be found at [www.gouvernancepourtous.cd](http://www.gouvernancepourtous.cd). A group of students has been engaged and trained to begin actively collecting information to feed into the site. The major hindrance to the site is the fact that it comes at the end of national and provincial legislative and executive mandates. Once new legislatures and executives are in place, data gathering will get underway in earnest. However, the site already contains such valuable information as the election platforms of serious contenders for the presidency as well as links to laws that are being considered in the national legislature.

## Parliaments and Elected officials (IR2)

1. **Legislative Support for the VAT** - The PBG IR2 Team assisted the ECOFIN Commission of the National Assembly in the preparation of this legislation which is of great importance for revenue mobilization. A tax expert (Prof. MABIALA) was made available to the said Commission. In addition, an information session was organized for national MPs who were members of the Commission. The support provided by PBG has enabled these national MPs to understand the ins and outs of this Legislative Order which had received special attention from the President of the Republic, prior to ratification of the text.
2. **RCPWP Workshop** - In coordination with other donors, including the Westminster Foundation for Democracy, DAI / Europe, UNDP and BTC, PBG supported the organization of an 18 day long course for the benefit of the national network of parliamentary staff. At the end of this course, PBG has provided participants with a training of trainers workshop, which then allowed the participants to transfer the knowledge that they had gained from this course on to their colleagues in their respective provinces. The various workshops that restitution also received support from the PBG material.

3. **Review of the Provincial Assembly's rules of procedures** -The principal objective of this activity was not only to contribute towards a better definition of the role of civil society in the legislative process in order to enhance the quality of parliamentary work, but also to foster true interaction between civil society and the provincial assemblies in order to consolidate good governance. In Bandundu, for example, where the revised rules were adopted by the Provincial Assembly, three regulatory provision reviews clearly addressed this issue.
4. **Support for the Drafting of Edicts** –These drafts included the edict on the organization of mutual health insurance in the Province of South Kivu, which was adopted by the Provincial Assembly and promulgated by the provincial governor. The PBG IR2 team contributed material and logistical as well as technical support with the provision of its experts, Francis Buhendwa (Legislative Strengthening Advisor Council), Jocelyne BASHIRWA (Health Sector Specialist) and Joseph Katuala (Consultant). An innovation in this area was the use of IT (video conferencing along with a conference call) for remote assistance.
5. **Capacity building for Provincial Assembly Staff Members** - Utilizing PBG's own long term employees as trainers, the IR2 team implemented with great success, a series of activities (training, technical assistance) for the benefit of Provincial Assembly staff members in the four target provinces.

## Government Representatives (IR3)

### Background (2010-2011)

- ❖ The enactment of the Law 11/002 of 20 February No. 2011 on the revision of some articles of the DRC Constitution of 18 February 2006 initiated by the President of the Republic;
- ❖ The promulgation of the Law amending and supplementing Law No. 06/006 of 9 March 2006 on the organization of presidential, parliamentary, provincial urban, municipal and local elections;
- ❖ The promulgation of the Law amending and supplementing Law No. 08/012 of 31 July 2008 on the basic principles of self-government of provinces;
- ❖ The enactment of the law on public finances;
- ❖ The validation of the electoral calendar by the entire political class;
- ❖ Re-election of new governors in the provinces of South Kivu and Maniema;
- ❖ The review of the law on self-government of provinces;
- ❖ The publication lists for the election of the President of the Republic and members of National parliaments;
- ❖ The reshuffling with the abolition of the Ministry of Decentralization and Development Planning whose functions have been bestowed upon the Ministry in charge of the interior.

### Main Results Achieved

1. **The completion of a study on the role of the private sector in providing services that enabled the identification of pilot projects in certain sectors;**
2. **The completion of a study on Public Private Partnership** - This has resulted in the identification of potential Public Private Partnerships in the field;

3. **The organization of a Women's Round Table** of which one of the results was the creation of a network of women leaders within the public sector to support the validation of the network status and an action plan;
4. **The completion of nine (9) action plans for nine (9) ETD in the provinces of Katanga, South Kivu and Maniema** with the participation of all stakeholders. These action plans have identified priority actions most of which are for social infrastructure;
5. **The organization of twelve (12) workshops on management and transparency in local finance for local authorities, civil society, and ETD staff members.** During these workshops about 160 people received training;
6. **The completion of twelve (12) monitoring and evaluation with stakeholders within twelve ETDs** to assess the impact of training on their daily work and identify solutions;
7. **The completion of two (2) pilot studies in the field of Bukanga Lonzo and the town of Kolwezi on transparency in the management of local finances and the fight against corruption.** These studies have led to mechanisms between local actors in order to reduce corruption and increase the ETDs' incomes ;
8. **The completion of the feasibility study of eleven (11) projects identified in the action plans and four (4) projects in the field of Public Private Partnership in the Province of Katanga;**
9. **The implementation of environmental impact studies of three projects which will be submitted for grants for three ETDs in of Bandundu province.**

### **Advances with the Procurement Plan**

Equipment and supplies have been procured as expected during the year. Ten computers per Centre de Ressources pour la Democratie (CRD) in the four project provinces were installed and are functioning properly and making internet services available to the PBG partner organizations.

Approximately \$700,000 in IT equipment and software to the National Assembly and the provincial assemblies of Bandundu, Katanga, Sud-Kivu and Maniema have been postponed until early 2012. The reasons for the delays in these procurements are to ensure proper stewardship on the part of the five assemblies. With parliamentary elections in early 2012, the PBG staff wants to make sure that the new assembly members be in place to distribute the new materials. In collaboration with the parliamentary administrative staff, the elected officials can work together and install a program of training and inventory controls for the materials to ensure their proper use.

## IV – SUMMARY OF YEAR 2 RESULTS ON PBG’S PMP

### PBG PMP INDICATORS, TARGETS & RESULTS by end of Year 2

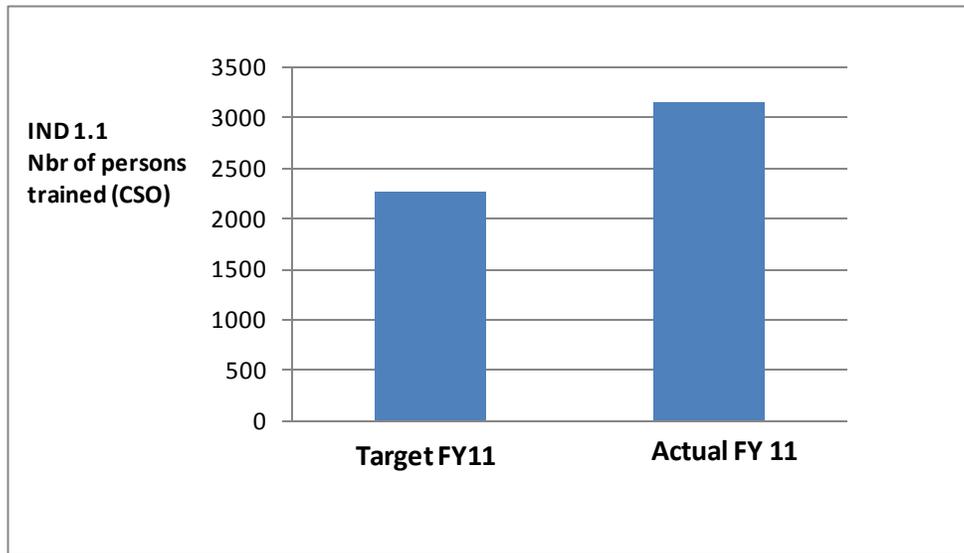
REF	Indicator	Baseline	Target Year 2 FY2010	Actual Results FY 2011
1.1 R	Number of people who have completed United States Government (USG) assisted <b>civic education programs</b>	0	2,275	3,161
1.2 R	Number of local mechanisms supported with USG assistance for <b>citizens to engage their local government</b>	0	78	92
1.3 R	Number of CSO <b>advocacy campaigns</b> supported by USG	0	10	2
1.4 O	Number of citizens attending <b>public audiences</b>	0	1,600	3,387
1.5 O	Number of USG-supported civic education <b>activities with media participation and/or coverage.</b>	0	37	121
1.6 O	Increase in the <b>average score</b> of core PBG-supported CSOs on the <b>Advocacy Capacity Assessment Tool</b>	38	N/A	N/A
1.7 O	Number of CSO receiving USG assistance on how to <b>review and comment on budgets</b>	0	40	194
1.8 R	Percent of people surveyed in select provinces who believe they have <b>opportunities to express their opinions</b>	67%	N/A	N/A

REF	Indicator	Baseline	Target Year 2 FY2010	Actual Results FY 2011
2.1 R	Number of national legislators and legislative staff attending USG-sponsored training or educational events	0	350	183
2.2 R	Number of provincial legislators and legislative staff attending USG-sponsored training or educational events	0	266	2,737
2.3 R	Number of draft laws accompanied by technical analysis and subject to review by legislative committees receiving USG assistance	0	7	3
2.4 R	Number of laws or amendments promoting decentralization drafted with USG assistance	0	2	2
2.5 R	Number of provincial edicts accompanied by technical analysis and subject to review by legislative committees receiving USG assistance	0	22	20

<b>2.6</b> R	Number of executive oversight actions undertaken by national legislatures receiving USG assistance	TBD	5	16
<b>2.7</b> R	Number of executive oversight actions undertaken by provincial legislatures receiving USG assistance	TBD	3	55
<b>2.8</b> R	Number of public forums resulting from USG assistance in which national legislators and members of the public interact	0	11	4
<b>2.9</b> R	Number of public forums resulting from USG assistance in which provincial legislators and members of the public interact	0	28	41
<b>2.10</b> R	Increase in average score of Matrix of Legislative Processes and Capabilities	29	N/A	N/A
<b>2.11</b> O	Frequency of access by Assembly staff to the website developed with USG assistance	0	N/A	N/A
<b>2.12</b> O	Number of structured mechanisms to promote exchanges between different legislatures supported by USG.	0	4	3

REF	Indicator	Baseline	Target Year 2 FY2010	Actual Results FY 2011
<b>3.1</b> R	Number of sub-national government entities receiving USG assistance to improve their performance	0	12	12
<b>3.2</b> O	Number of local governments/ETDs with support by USG assistance that develop service improvement action plans or implement investment	0	12	12
<b>3.3</b> R	Number of sub-national government entities receiving USG assistance to increase their annual own-source revenues	0	12	12
<b>3.4</b> O	Number of activities supported by USG to improve government entity performance	0	43	165
<b>3.5</b> R	Number of individuals who received USG-assisted training, including management skills and fiscal management to strengthen local government and/or decentralization.	0	1,600	2,473
<b>3.6</b> R	Change in average score on ETD budget review Matrix	19	N/A	N/A
<b>3.7</b> O	Number of mechanisms supported by USG to promote exchanges between national, provincial and sub-provincial authorities	0	3	19

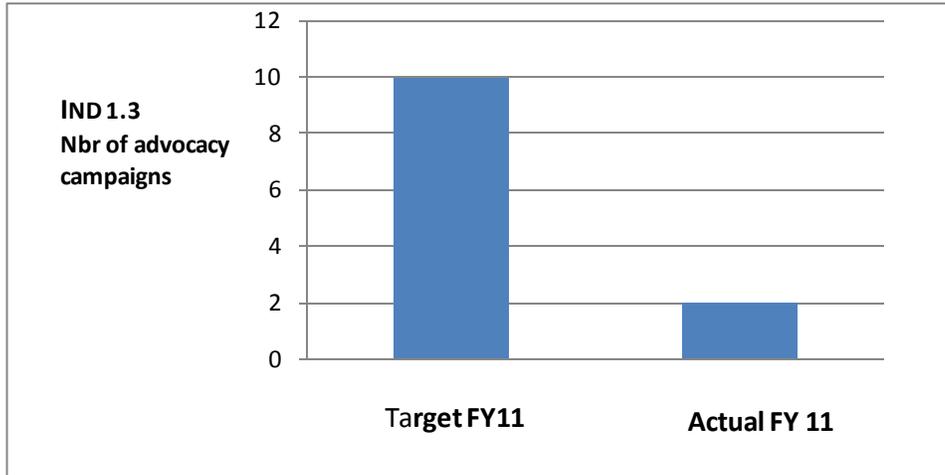
## IR 1 – CITIZENS DEMAND ACCOUNTABILITY



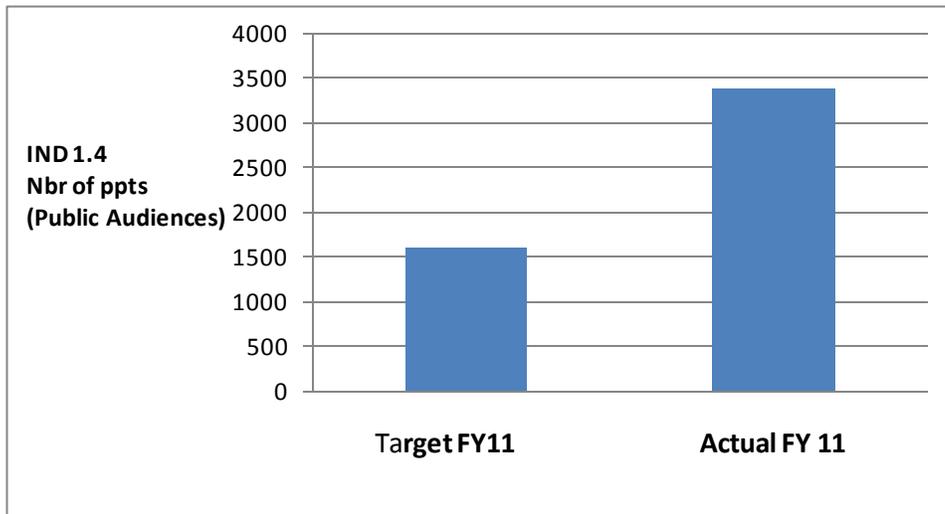
**Number of persons trained** – Numbers have been exceeded here most likely because as grantee activities have come on line, the figure takes into account their activities as well as activities managed directly by PBG staff. There has been an important demand for sharing information amongst civil society actors due to the more open environment compared to the past.



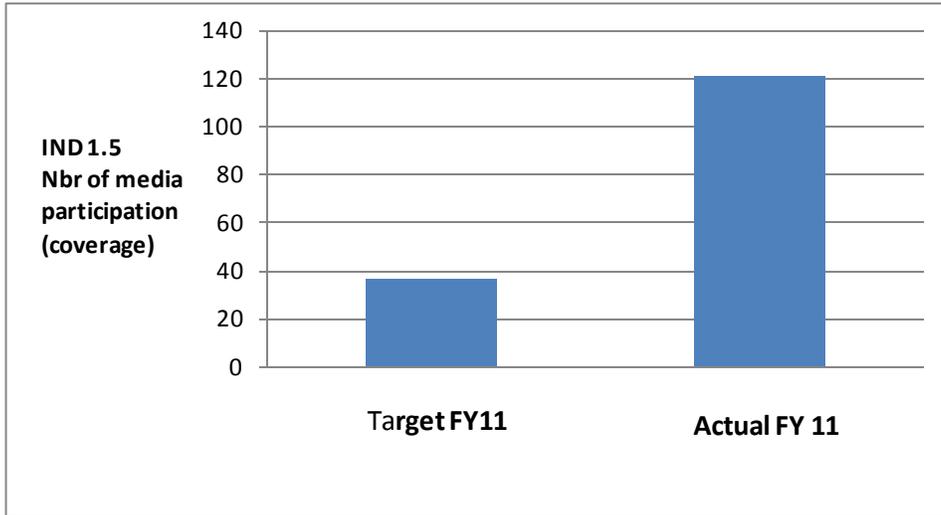
**Number of interactions among (CSOs, Parliament and Government)** – This explanation is similar to that provided in 1 above. Increasing numbers of grantees have initiated interaction among the key stakeholder groups. Parliaments and local government are more open to input and dialogue with civil society members.



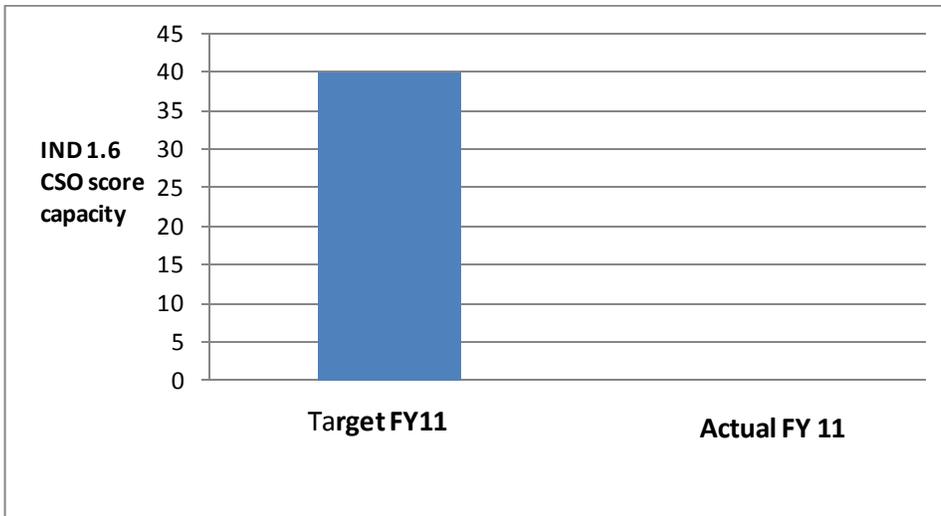
**Advocacy Campaigns** - There are at least 11 advocacy campaigns underway that were initiated before the end of September. Given grant funded advocacy programs began in June and July, the CSOs are still in the preparatory stages of launching their formal advocacy campaigns. Whereas public audiences are very popular, the advocacy campaigns target more specific issues and are designed to address a series of defined steps in making positive change. This number will increase considerably in FY 12 as the advocacy campaigns gain momentum.



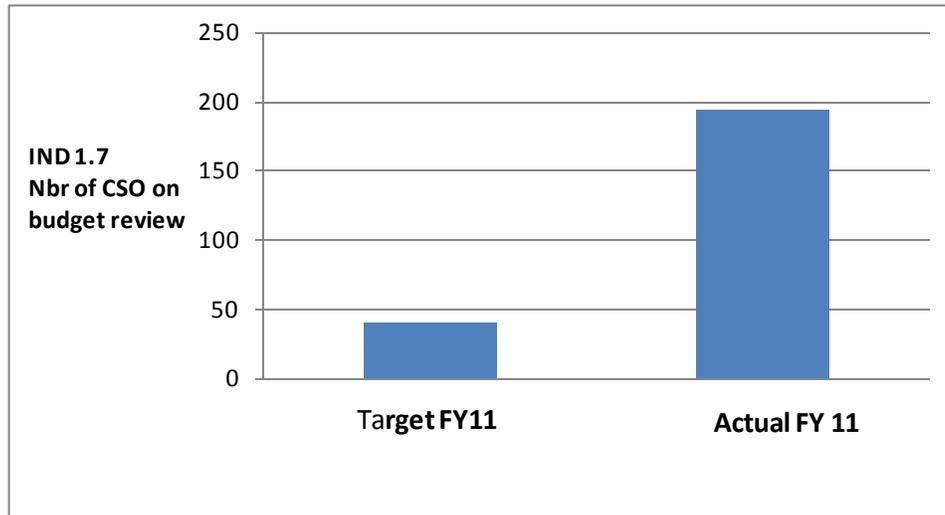
**Number of participants at Public Audiences** – Once again, the multiplier effect from the activities specifically initiated by partners and grantees of PBG is reflected in this result. See indicator 1.2



**Media Participation** – The advent of the PBG project Cercle de Femmes (monthly radio and television broadcasts in each province) alongside additional media products of PBG partner of Search for Common Ground may have led to this increased result as Cercle de Femmes had not been planned at the outset of this project. PBG provincial staff have made it an important priority to contact media partners in an effort to increase awareness of the Cercle de Femmes program.

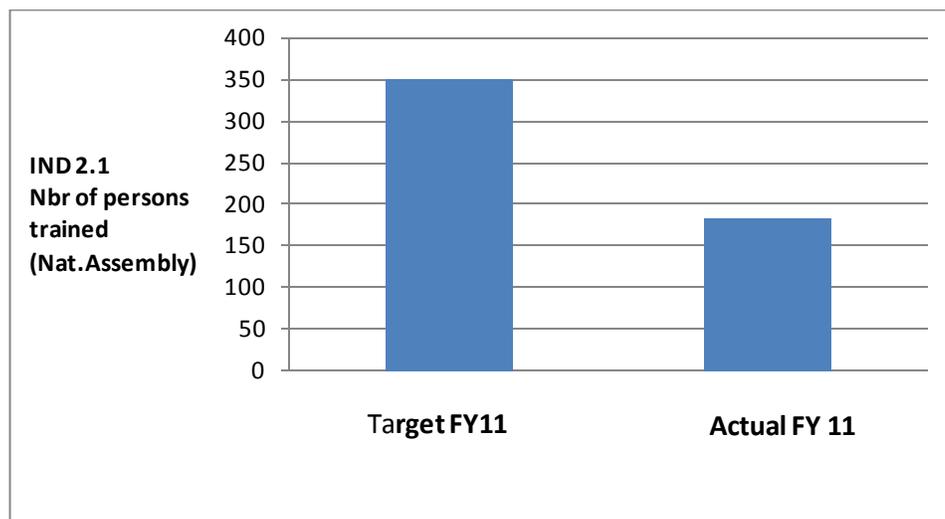


**Capacity Scores** – Evaluations were underway during the month of September and results should be produced during the month of October and the results table can be updated at that time.

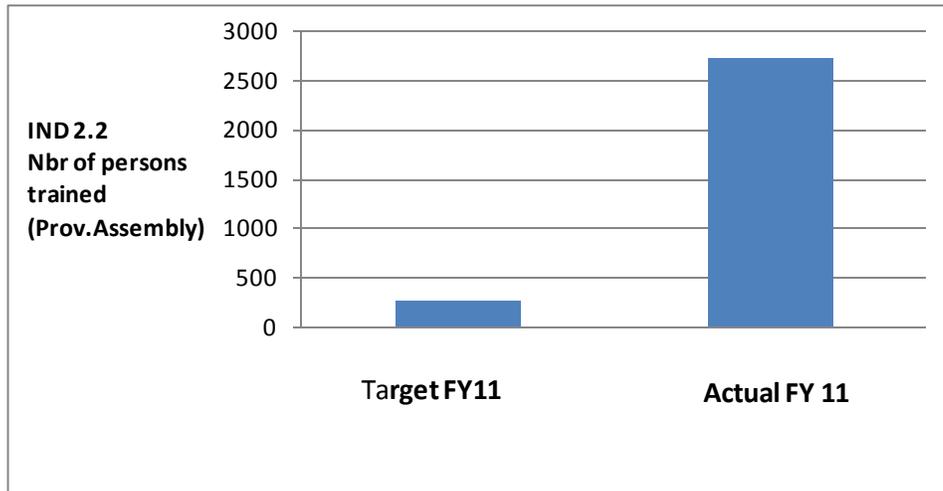


**Budget review** – This indicator reflects the strong collaboration with IR3 in the Action Plan and Management Skills training that it has conducted during the last year. See indicators 3.4 and 3.5. Expert trainers have provided training in all 12 PBG partner ETDs where civil society actors have also benefited from these training programs.

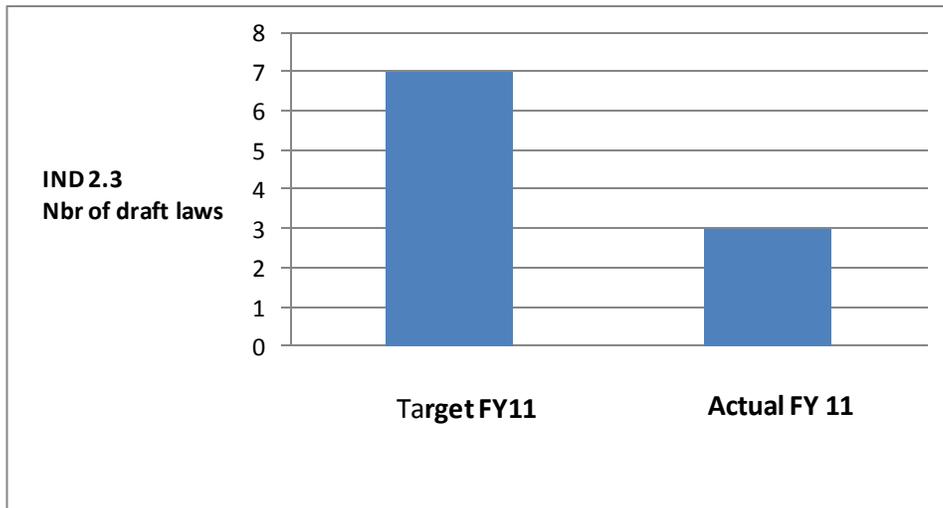
## IR 2 – SELECTED PARLIAMENTS ARE MORE DEMOCRATIC AND EFFECTIVE



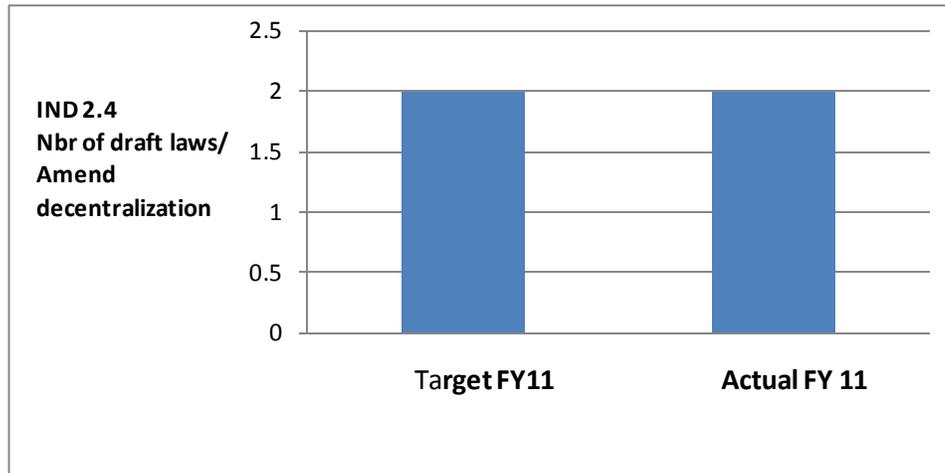
The number of persons trained at the National Assembly level is lower than expected mainly due to the lack of political will on the part of the Bureau of the Assembly. The delays observed in the adoption of laws on decentralization by the central government and the parliamentary majority have impeded efforts in providing the technical assistance planned for these laws. For these reasons, PBG has focused on working mostly with the administrative staff in collaboration with the Réseau Congolais des Personnels des Parlements (Congolesse Network of Parliamentary Staff).



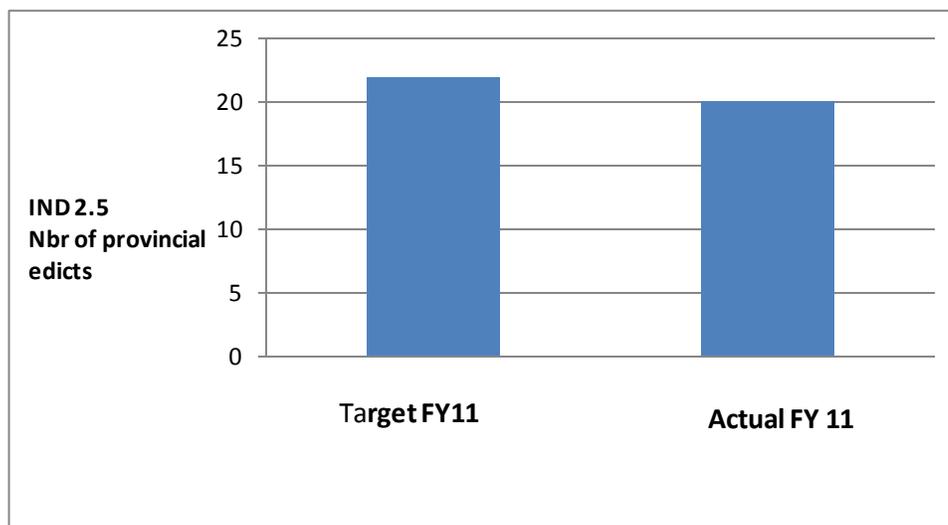
The high score attained via training programs organized for the provincial assemblies can be explained by the strong interest from the assembly Bureaux, a large number of provincial parliamentarians and their respective administrative staff. This strong interest in the PBG program has resulted in a good climate of collaboration and has paved the way for a strong partnership.



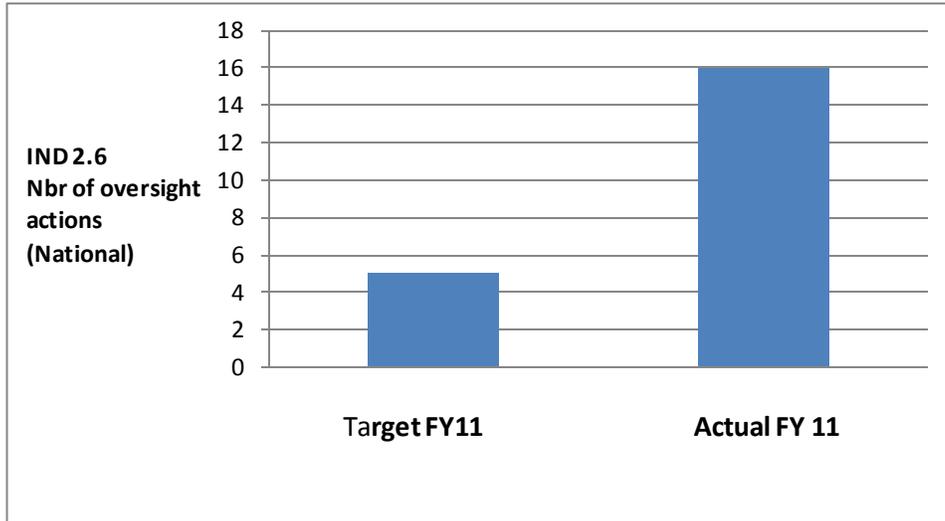
The technical assistance in the form of assistance with drafting laws has not reached the intended level due to blockage from the National Assembly Bureau and delays which slowed the production of laws regarding decentralization. Assistance requests received from the PAJ commission regarding the drafting of laws were focused on subjects that are not in PBG’s mandate – electoral law, law on the police...



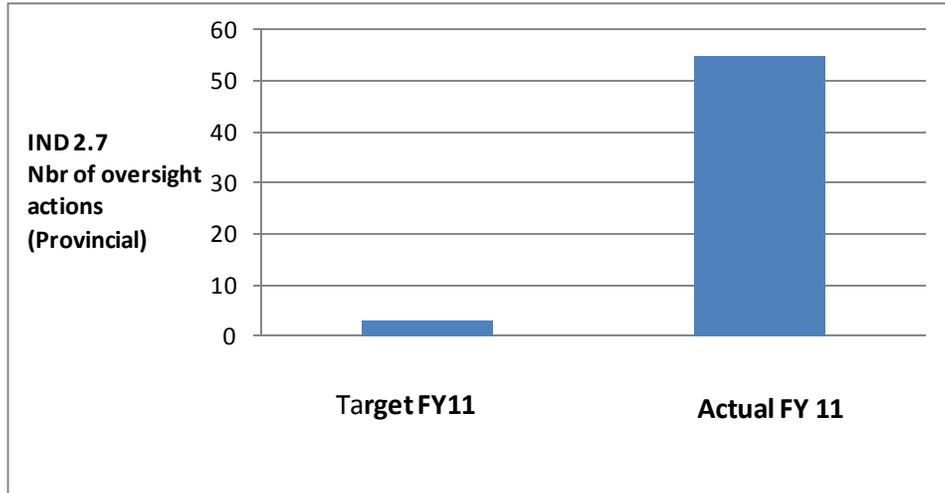
Technical assistance provided to the National Assembly in the form of a workshop on VAT legislation (reviewed in 2010 and adopted in 2011) partially explains the score attained. PBG organized an interprovincial forum in 2010 regarding public finances as a follow up to the VAT legislation.



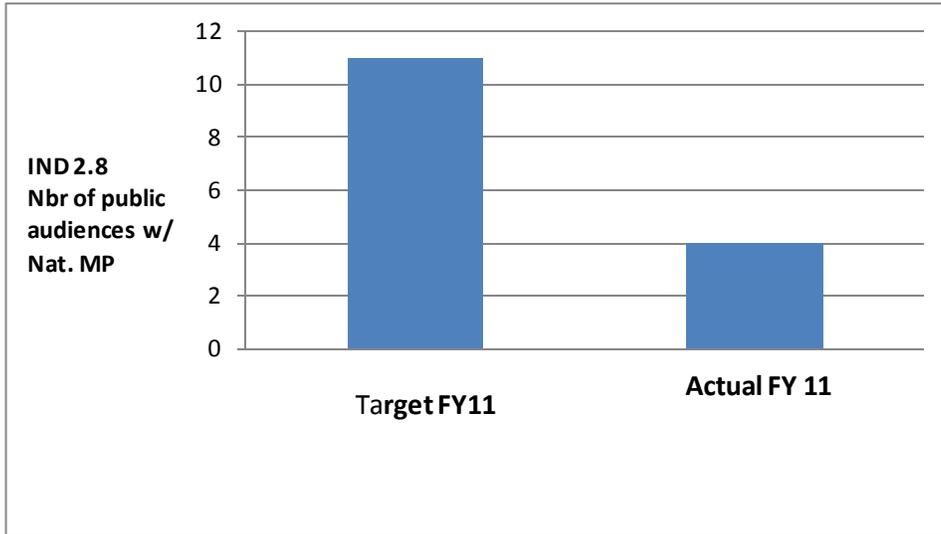
This lower score can be explained by a number of conflicts between the central government and the provinces coupled by a lack of initiative on the part of the provincial leaders regarding the introduction of new edicts.



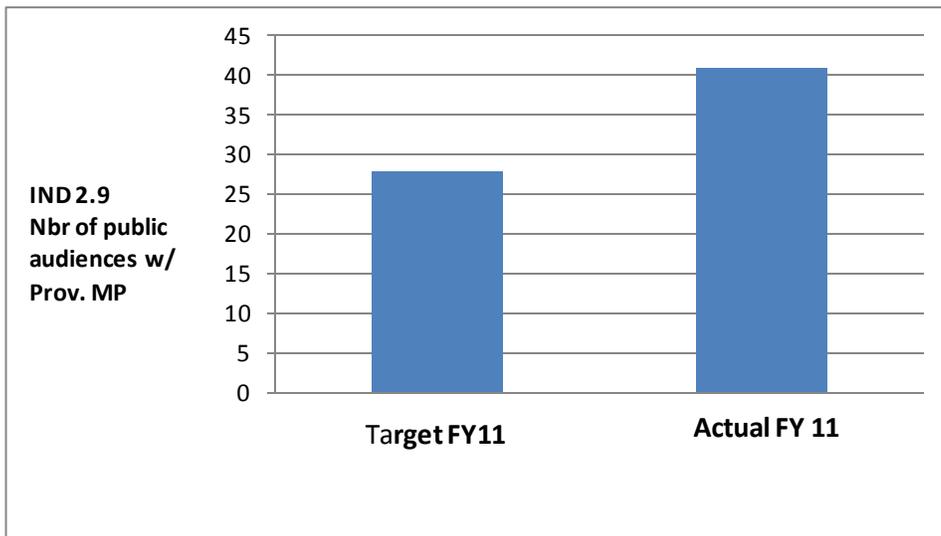
A good number of oversight actions have been initiated at the national level. Unfortunately, only a few have resulted in some kind of action. It must be noted that due to the sensitive nature of the oversight actions, PBG cannot influence the initiation of such actions.



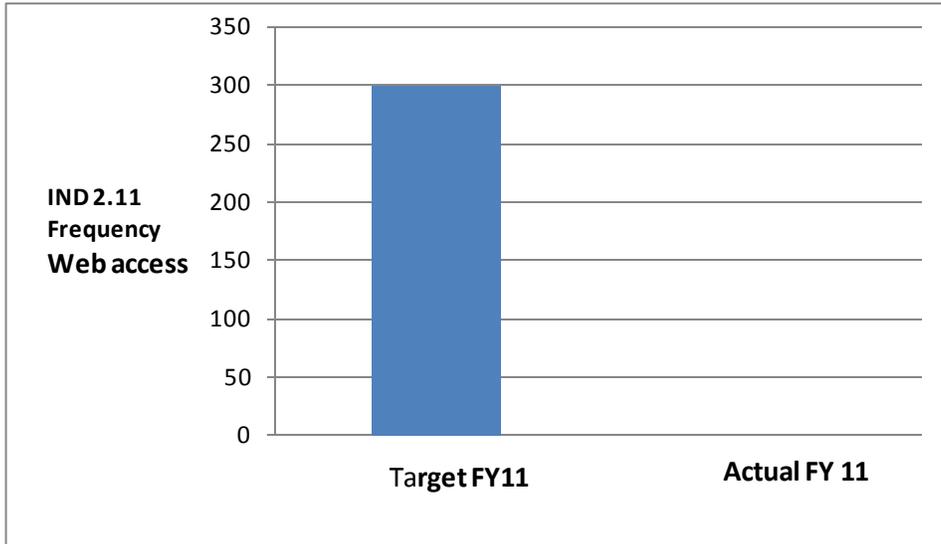
Contrary to the national level, PBG has been able to play a more important role in promoting oversight actions at the provincial level. This has resulted primarily from training provided to members of the provincial assemblies and their administrative staff on the constitutional mechanisms of oversight.



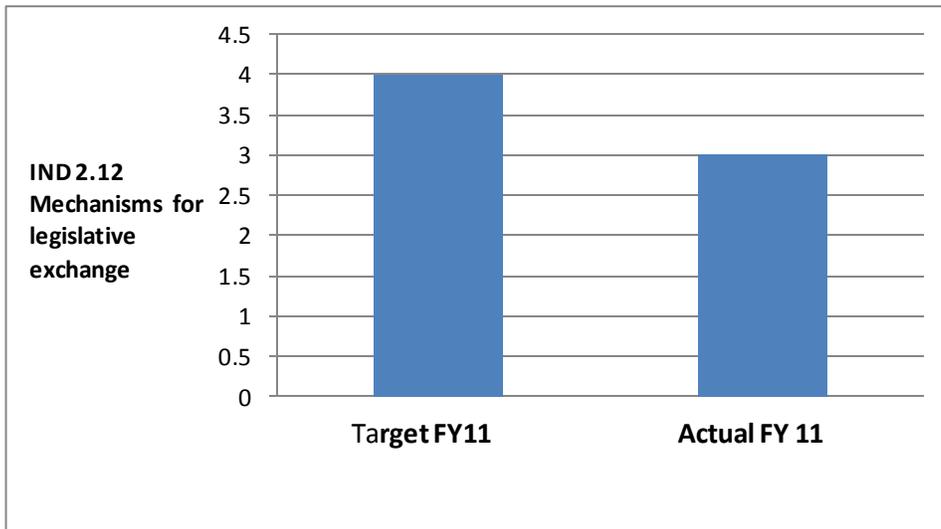
The weak participation by national members of parliament in public audiences is a result of a perceived lesser interest by National Parliament with the actions of civil society at the central level. This reduced interest can also be due to the difference in Provincial Assembly and National Assembly calendars.



The public audiences with provincial assembly members are more numerous than anticipated thanks to the good relations existing between PBG and the Provincial Assemblies in conjunction with strong civil society participation.

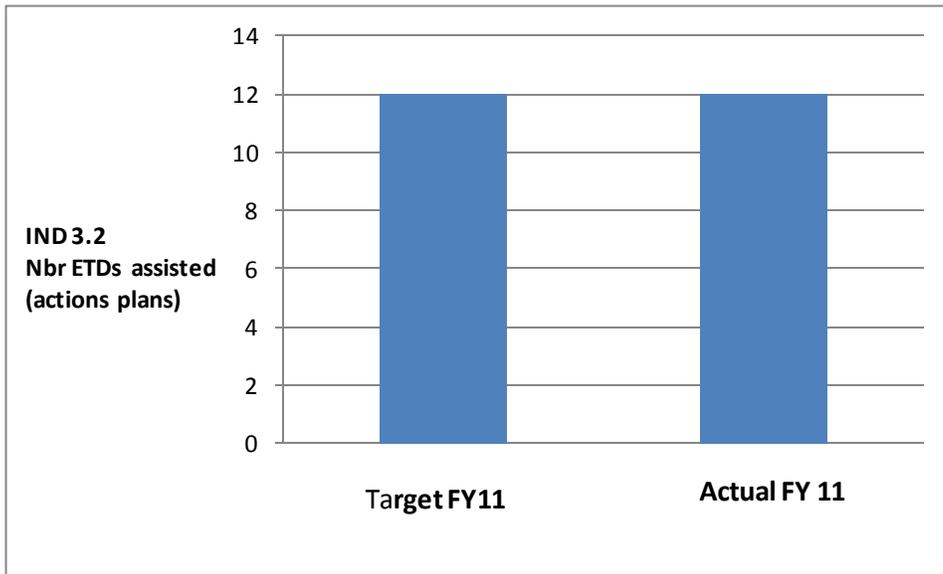
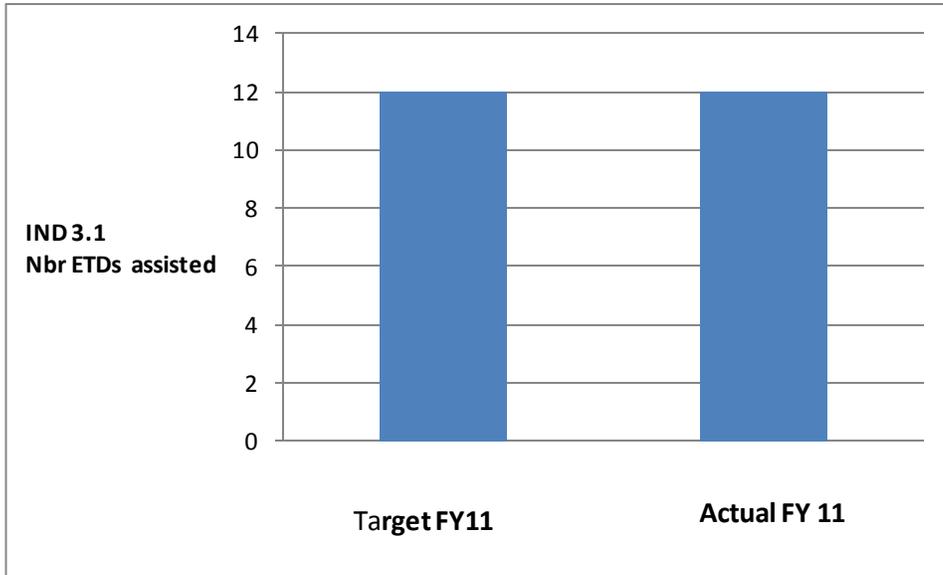


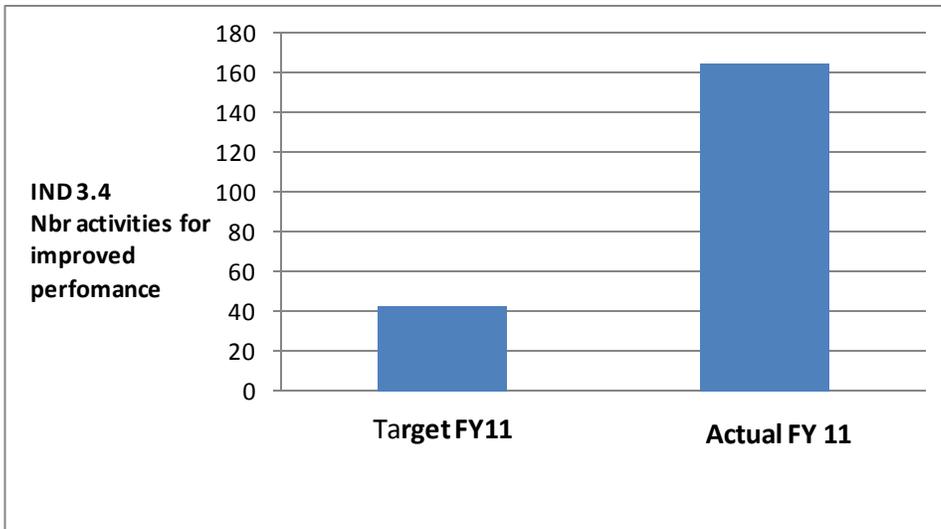
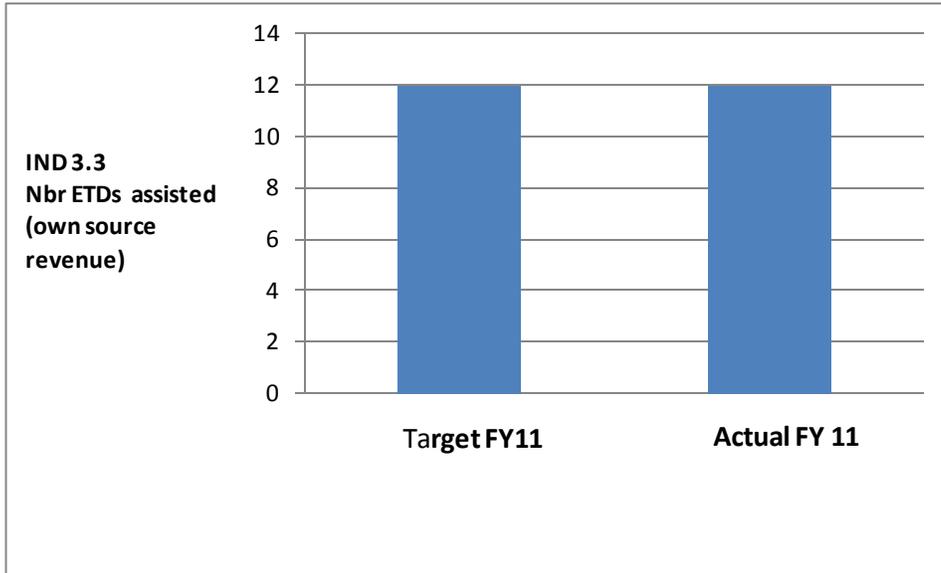
The lack of political will on the part of the National Assembly has resulted in delays with the creation of their website. PBG remains open to providing assistance once the site has been established but in the meantime, will provide a space for legislators on the civil society organized site [gouvernancepourtout.cd](http://gouvernancepourtout.cd).



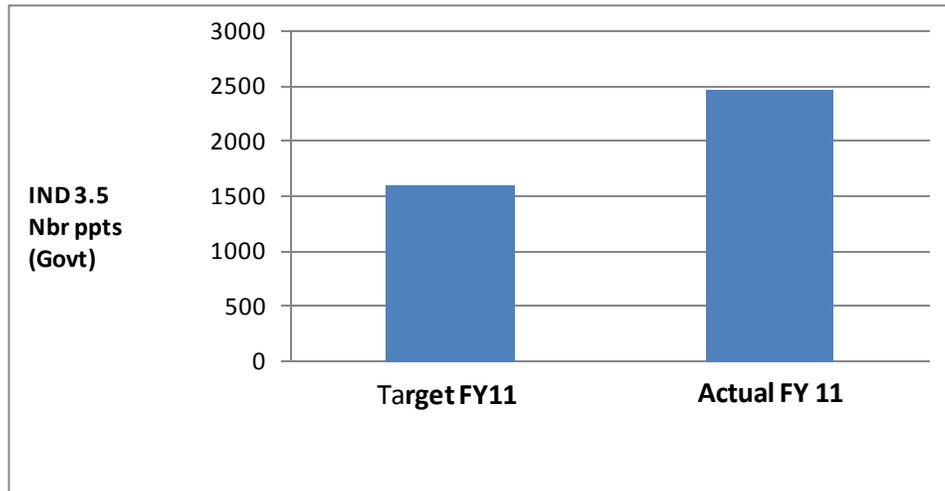
The low score regarding mechanisms for legislative exchange between provincial assemblies and between the provincial and national levels is due primarily to the fact that there is no existing association of provincial assembly members. This is compounded by the fact that Senators do not seem to be interested in the activities of the provincial assemblies.

IR 3 – LAWS, POLICIES AND PROCEDURES FOR DECENTRALIZATION ESTABLISHED AND IMPLEMENTED

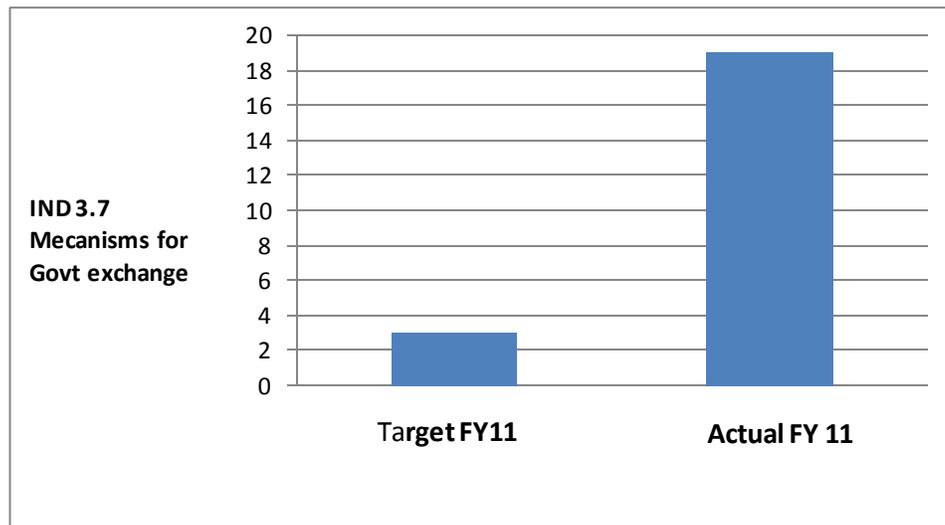




These activities have been increasing as pressure mounts from the participating ETDs for more support in the field of project identification and design, and financial management. Also, in connection with proposed grants we have conducted training in the field of environmental impact assessment which had not been foreseen when the indicator was first proposed.



This is a reflection of the increased public participation in the Action Planning and the Participatory Budgeting and Financial Management trainings. The scale of public participation has increased as the tools to facilitate and manage it are developed and implemented.



The original plan was to establish intergovernmental forums in each province, hence the target of three for FY2 (one having been held in FY1 in Bandundu). However, we have also established Action Planning steering committees which include public sector and civil society representatives. These meet the criteria for this indicator, but which were not included in the initial PMP as the concept had not been developed at that stage. Other mechanisms established by the project include the Women's Round Table, and have started to establish ETD financial monitoring committees, in which civil society and the public sector are both represented.

## IV – OUTSTANDING CHALLENGES & OPPORTUNITIES

### IR1 - Outlook for Year 3:

- ❖ A new round of grants will be issued by April 2012 with a call for proposal being issued at the beginning of December.
- ❖ Data-collectors at the national level can begin to collect data on legislative and government activity in the post-election period and then on the provincial level after provincial elections.
- ❖ Legislators at provincial level will be encouraged to organize hearing at which civil society actors will be invite to provide testimony.
- ❖ The women’s broadcasts should enjoy a wider audience as a decision has been taken to de-emphasize “women” in the title of the broadcasts in order to attract more male listeners/viewers.
- ❖ More advocacy successes should be registered as campaigns will be more mature by that time.

### Principal Constraints:

- ❖ Capacity progress measures indicate that partners still lack technical skills in monitoring and evaluation and financial and administrative management. May need more M&E skills in provinces to provide adequate technical assistance.
- ❖ The partners are required to operate on a reimbursement basis which most cannot do as they are mostly grassroots organizations. As a result all grants are disbursed on an in-kind basis. This prevents PBG from being able to build substantial capacity in financial management with partners.
- ❖ Operational challenges continue. DRC is one of the most difficult countries for movement and for communications. Much of the technical expertise needed to transfer skills in the provinces is based in Kinshasa and this presents enormous logistical challenges. And communications tools are still too limited to pursue sophisticated distance learning.
- ❖ Uncertainty of elections outcomes creates uncertainty regarding the operational environment for year three as well as the willingness of political actors to participate in PBG programs and work closely with civil society actors.

### IR 2 - Outlook for Year 3

- ❖ **Capacity Building for Provincial and National Assembly Staff Members** -The relatively long electoral period which resulted in the lack of availability of MPs provided the IR2 team with the opportunity to concentrate on working with parliamentary staff members. In addition, the team is planning on taking advantage of the knowledge already acquired by administrative staff members from previous workshops by adapting future training programs to the more advanced level achieved by the agents who have been maintained in the parliamentary administrations. This will also encourage them to share their experiences with their new colleagues who will be recruited by the new offices of Parliament.
- ❖ **Technical and Material Assistance to be provided to the National Assembly** - A series of workshops and technical support and equipment will be provided for the benefit of the National Assembly. We hope that the forthcoming elections and the possible change in leadership in the Lower House of the National Parliament will permit the IR2 team to foster an environment of stronger collaboration with the Assembly.
- ❖ **Donor Coordination** - Adopted by the IR2 team from the start, PBG and the other donors will continue to coordinate each others’ efforts in order to respond more effectively to requests from partners and in some cases expand the spectrum of our program beyond the five targetted assemblies.

### **Constraints:** Principal constraints Provincial Assembly Elections

- ❖ The timing for the Provincial Assembly elections could hamper the implementation of our activities for the benefit of Provincial MPs if they are not held on time (March 2012). These elections could also mean the loss of some excellent contacts made with "champions" and partners with whom we have built relationships of trust during the closing term.
- ❖ Political Will remains a determining factor to the success or failure of program implementation. It is however difficult to assume this element on the part of the future leaders of the institutions we support.
- ❖ Logistics and Timing of Partners - Coordinating the movement of experts and organizing activities to coincide with the dates on which the assemblies are available remains one of the great challenges we face.

### **IR 3 - Outlook for Year 3**

- ❖ For the year 2012 the strategy rests on two principles:
- ❖ Improving the management and fiscal transparency of ETD;
- ❖ Promote citizen participation in the preparation, implementation and monitoring of development activities by:
  - Strengthening the Steering and Coordinating the implementation of the decentralization process;
  - Strengthening the legal framework for the implementation of decentralization;
  - Improving the management and transparency of local government finance;
  - Planning and implementation of development activities;
  - Preparing of stakeholders for startup of the ETD institutions.

### **Constraints**

- ❖ Delay of local elections for ETDs;
- ❖ Delays in the preparation of the Law on the classification of income and its mode of distribution
- ❖ The absence of a text on the implementation of the national equalization fund;
- ❖ The lack of a government consultation framework between development partners and also with target groups;
- ❖ The non-functioning of the thematic group on local governance and decentralization;
- ❖ The continuation of abuses and persecution of the population in certain areas.

### **Opportunities**

- ❖ The existence of legislation on public finances;
- ❖ The existence of electoral timetable approved by stakeholders.

# ANNEX 1

## YEAR 2 Activity Update & Outline of Year 2 Activities and Deliverables