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Executive Summary

Many people are accustomed to thinking about the Democratic Republic of the Congo (DRC) as a problem that will be fixed by addressing specific development challenges in isolation. This train of thought fails to take into account both the incredible potential of the country and the need to address the root causes of extreme poverty and violence throughout the country. As Congo scholar, Raymond Gilpin, testified before the Senate Foreign Relations Committee in February 2014, "With the right approach, the DRC could be an opportunity for substantial gains not only in the country, but across the sub-region." In order for this to happen, development actors must implement a coordinated strategy that improves political and economic governance while increasing human capacity and wellbeing. Eradicating extreme poverty and decreasing the fragility of the country cannot occur without addressing questions of legitimacy, weak and corrupt institutions, and entrenched power dynamics.[1] Strengthening Congolese institutions' ability to transparently respond to citizen needs will be critical to establishing legitimacy. Responsive institutions will further stability and thereby attract the investment needed by this country for growth.

USAID, and the U.S. Government writ large, recognize that transformational change in the DRC will require long-term investment and focus. USAID's 20-year vision is of a country where *the Congolese take charge of their future to manage and sustain growth with their own human, natural, and financial resources.* There are currently key opportunities to accelerate achieving this vision. USAID will capitalize upon these opportunities, while working towards the vision, through the five year goal of a l*ong-term transition to more effective and empowering development in the DRC supported.* In order to achieve this, USAID will support three Objectives under this Country Development Cooperation Strategy (CDCS):

Development Objective (DO) 1: Selected national level institutions more effectively implement their mandates.
Development Objective (DO) 2: Lives improved through coordinated development approaches in select regions.
Transition Objective (TO) 3: Foundation for durable peace strengthened in eastern DRC.

There is increasing recognition that development in the country will only be sustainable if the Congolese leaders and people demonstrate an active interest in and ability to take a leadership role in advancing the public good versus private gain. Reformers are in place that are improving the governance of the country. By assisting these reform efforts, USAID is in a position to strengthen the institutions whose very weakness has contributed to, the country's fragility and that ultimately leads to poor social wellbeing and extreme poverty. Therefore, USAID will invest in a strategy to strengthen Congolese institutions, at both the national and sub-national levels, that strengthen the social compact between citizens and the state. Under DO 1, USAID will support national-level public and private institutions in identifying development challenges as well as addressing those challenges by assisting Congolese organizations to create policies and procedures, implement solutions, and source funding. DO 2 will conduct similar work with provincial and local institutions, while also emphasizing the linkages between citizens and the state. Focused on the supply and demand side of service provision, DO 2 will ensure quality services are available to the population while increasing citizen's knowledge and affordability of the services. Lastly, under the TO 3, USAID will strengthen the foundation for peace in eastern DRC by identifying root causes of violence and implementing programs to address them, while ensuring that citizen's basic needs are being met. The promotion of gender equality through national and local leadership, civil society, improved governance, and gender-sensitive institutions is integral to the larger success and sustainability of USAID's efforts on these fronts.

The DRC is both at a crossroad and under the spotlight with a U.S. and United Nations Special Envoy focusing on bringing peace and security in the region. The essential remaining question is the commitment of

[1] See United States, Agency for International Development, "Ending Extreme Poverty in Fragile Contexts."

the Government of DRC and its people to peace, security, and prosperity. This strategy is predicated on a positive engagement of the Congolese government and people on development goals.

Differences from Past Strategies:

- Country ownership of development solutions, particularly through institution strengthening, is a key component of the strategy across all objectives. Not only will this involve public institutions, but civil society and the private sector will also play critical roles in defining development challenges and implementing solutions.
- Strengthening the social compact between citizens and the state, so that the state is seen as responsive to citizen needs, is a renewed focus in this strategy. In particular, it will be critical for women and youth to have a voice in directing this process.
- Interventions are focused geographically. DO 1 focuses on national level institutions; DO 2 focuses on three provinces: Kasai Occidental, Kasai Oriental, and Katanga; and, TO 3 focuses on conflict-affected areas of eastern DRC: North and South Kivu, northern Katanga, and parts of Maniema and Orientale. Finally, under DO 2, programs will address the large urban centers of Kinshasa, Lubumbashi, and Kisangani.
- As a cross-cutting strategy, USAID's 2015-2019 CDCS increases collaboration among technical sectors. For example, democracy and governance work will support gains in health and education. Public-private partnerships will support a holistic development approach that addresses multiple technical areas. USAID/DRC will not only demonstrate cross-sector coordination in project design and implementation but will also seek opportunities for Mission-wide learning so that challenges faced by one sector inform programming in other sectors.
- Also as a cross-cutting strategy, USAID will pay special attention to development conditions which affect the success of programming, regardless of sector – gender, youth, and extreme poverty.
- USAID staff will increasingly influence and coordinate development actors- including other donors, the private sector, and the Government of the DRC.
- USAID/DRC will invest in strategic learning approaches, such as the Collaborating, Learning, and Adapting (CLA), and correct course as appropriate.

Acronyms and Abbreviations

Acronym	Name
AfDB	African Development Bank
AIDS	Acquired Immunodeficiency Syndrome
ASRAMES	Regional Association for the Supply of Essential Medicines
CAADP	Comprehensive Africa Agriculture Development Program
CARPE	Central Africa Regional Program for the Environment
CBFP	Congo Basin Forest Partnership
CDCS	Country Development Cooperation Strategy
CEJP	Episcopal Conference for Peace and Justice
CENI	Independent National Electoral Commission
CLA	Collaborating, Learning, and Adapting
CODESA	Health Committee
CPRDC	Permanent Commission for Legal Reform in the Congo
CSM	High Council of Magistrates
CSO	Civil Society Organization
DDR	Disarmament, Demobilization, and Reintegration
DEP	Department of Studies and Planning
DFID	Department for International Development
DG	Democracy and Governance
DHS	Demographic and Health Survey
DIPROMAD	School Programs and Materials Directorate
DO	Development Objective
DPS	Provincial Health District
DRC	Democratic Republic of the Congo
DRG	Democracy, Human Rights, and Governance
DSCRP 2	Second Growth and Poverty Reduction Strategy
ECTO	Eastern Congo Transition Office
EFM	Eligible Family Member
ESF	Economic Support Fund
ETD	Decentralized Territorial Entity
EU	European Union
EXO	Executive Office
FARDC	Armed Forces of the Democratic Republic of the Congo
FDLR	Democratic Forces for the Liberation of Rwanda
FEDECAME	Federation of Essential Medicine Procurement Agencies
FFP	Food for Peace
FSN	Foreign Service National
FtF	Feed the Future
FY	Fiscal Year
GCP	Donor Coordination Group
GCC	Global Climate Change
GDP	Gross Domestic Product
GDRC	Government of the Democratic Republic of the Congo
GIS	Geographic Information System

GT	Sectorial and Thematic Groups
HIV	Human Immunodeficiency Virus
IDP	Internally Displaced Person
IHP	Integrated Health Project
IMF	International Monetary Fund
INERA	National Agricultural Research Institute
IR	Intermediate Result
ISSSS	International Security and Stabilization Support Strategy
KSPH	Kinshasa School of Public Health
LIFCE	Congolese Women's Election League
M23	March 23 Movement
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MIS	Management Information System
MOH	Ministry of Health
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo
NGO	Non-Governmental Organization
OAA	Office of Acquisition and Assistance
OE	Operating Expense
OFDA	Office of Foreign Disaster Assistance
OFM	Office of Financial Management
OR	Operations Research
PAP	Priority Action Plan
PEPFAR	President's Emergency Plan for AIDS Relief
PMI	President's Malaria Initiative
PMO	Prime Minister's Office
PMP	Performance Management Plan
PPP	Public-Private Partnership
PSC	Personal Services Contractor
PSCF	Peace, Security, and Cooperation Framework
PTA	Parent-Teacher Association
SECOPE	Teacher Payroll Service
SERNAFOR	National Teacher Training Service
SGBV	Sexual and Gender-Based Violence
SNEL	National Electricity Company
SSR	Security Sector Reform
TCN	Third-Country National
TIP	Trafficking in Persons
TO	Transition Objective
UN	United Nations
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USAID/DRC	United States Agency for International Development Mission to the Democratic Republic of the Congo
USDH	United States Direct Hire

USG	United States Government
WASH	Water, Sanitation and Hygiene
WB	World Bank
YALI	President's Young African Leaders Initiative

Development Context and Country Overview

Progress and Potential

For the first time since the Industrial Revolution, developing economies are forecast to contribute more to global economic growth than developed economies. Africa, whose average annual growth rate over the last ten years is five percent, is emerging as a major player in a new global economic order and renaissance, while also decreasing its extreme poverty rate for the first time.[2] Strategically located at the crossroads of the African continent and sharing borders with nine countries, the Democratic Republic of the Congo (DRC) has the potential to be a top African contributor to such an economic renaissance because of its size, potential, and geo-political importance. This makes it a key political anchor and U.S. foreign policy priority in the turbulent Central Africa region and well placed to lead regional economic integration efforts. It is the second largest country in Africa in terms of area and the fourth largest in terms of population. It has unparalleled natural resource wealth, including cobalt, copper, gold, tantalum, tin, diamonds, and petroleum. Fifty percent of the world's cobalt production is controlled by the DRC. It has abundant water resources, sufficient for consumption, agriculture, and environmental protection, but also enough to power all of Africa. It has the second highest agriculture potential on the continent, over 60 percent of the second largest forest basin and carbon stocks in the world, and substantial fish and livestock resources. In short, what happens in the DRC matters to Africa's future. It is in the world's interest to have a stable and prosperous DRC that is capable of helping Africa fulfill its economic potential in the 21st century.

Yet, the DRC evokes images of a country plagued by chronic conflict, violence against women and children, disease, famine, corruption, and extreme poverty. Despite all its extraordinary resource endowments, DRC's development progress continues to be elusive. Unbelievably, today it is at the bottom of International Food Policy Research Institute's Worldwide Hunger Index making it the hungriest country in the world, with only 10 percent of its agriculture potential exploited. Despite having large carbon stocks, the DRC is the 8th most vulnerable country in the world to climate change and the 13th least ready to respond to climate impacts.[3] It is tied for last on the United Nations (UN) Human Development Index, and at the bottom of the Gender Inequality Index. DRC is also one of the world's top five contributors to child mortality and out-of-school children, hampering worldwide success on achieving key Millennium Development Goals (MDGs). Over the last decade, gross domestic product (GDP) per capita has risen from $120/year to $165/year,[4] but is still the lowest in the world according to the International Monetary Fund (IMF) and World Bank (WB). DRC is home to the second largest number of extreme poor in Africa, and threatens to derail global efforts to reduce extreme poverty to less than three percent of the global population by 2030. On its current trajectory is could easily be the home to the second largest number of extreme poor in the world (second to Nigeria).[5]

One of the most telling portraits of DRC's economic struggles is the graphic below plotting the decline in real GDP per capita.

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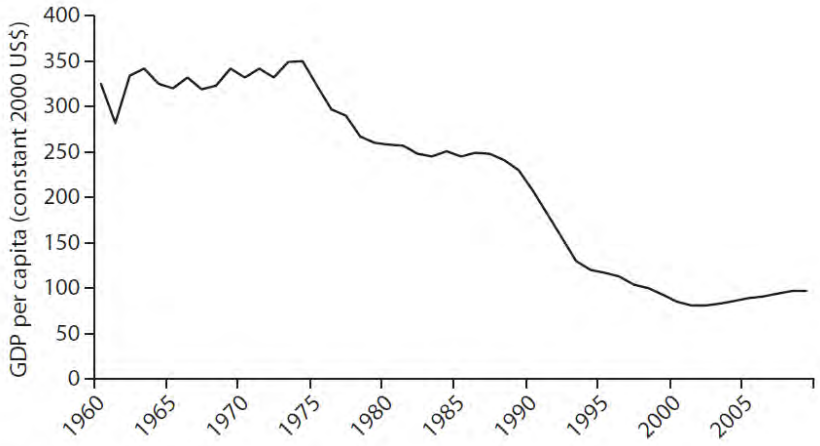
[2] See Barton, Dominic.

[3] See Notre Dame Global Adaptation Index.

[4] These figures are in 2005 constant US dollars. In purchasing power terms, income rose from $264 to $364. Purchasing power is used throughout the rest of the document.

[5] See World Bank, Development Research Group and see United Nations.



Source: World Bank 2010.

The decline is both remarkable and tragic. The average Congolese person is only one-third as wealthy as he was forty years ago. Over 85 percent of the population lives in extreme poverty and 80 percent of households report an inability to meet basic needs.[6] Though population estimates vary, this means that approximately 50 million Congolese people live in extreme poverty, a figure that will only grow exponentially as population growth quickens over the coming decades.[7] Women are disproportionately affected, earning only about half that of men, a much lower figure than in other countries in Sub-Saharan Africa.[8] In his keynote address at the recent Brookings Institution event on ending extreme poverty, Administrator Rajiv Shah highlighted the DRC as being one of the four countries most likely to contribute the largest absolute number of impoverished citizens in the coming decades (p. 7).[9]

The reasons for the poor performance of the DRC are well known. Most agree that abysmal governance, as represented by Mobuto's 40 years of rule by kleptocracy, is at the root. An article in the July 2013 issue of *Foreign Policy* calls the DRC "The Invisible State" – not only a failed state, but also a non-state because of its lack of sovereignty outside of its urban centers, leaving two thirds of the population beyond the purview of the central government. The International Crisis Group has labeled the same phenomenon "government by substitution," with multilateral and bilateral actors taking on increasing levels of responsibility for governance.[10] USAID's extensive strategic consultation process revealed that Congolese stakeholders from a wide variety of sectors consistently cited governance as the biggest impediment to the DRC's development.[11] USAID defines governance as "the ability of government to develop an efficient and effective public management process," (p. 18) with a particular emphasis on legitimate democratic governance that reflects democratic principles such as equity, transparency, inclusive citizen involvement and representation, and accountability.[12] Because the DRC has never had effective governance, the challenges for development are immense, including addressing the decrepit state of infrastructure and lack of basic social services across the

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[6] See Herderschee, Johannes, Kai-Alexander Kaiser, and Daniel Mukoko Samba.

[7] Estimates of annual growth range from 2.6 to 3.1 percent, which would result in a net population growth of about 10 million by 2020. Ibid.

[8] Ibid.

[9] See Shah, Rajiv.

[10] See Lagrange, Marc-Andre.

[11] Over the last year, USAID conducted extensive consultations. Through the Gender Assessment, Youth Assessment, and Democracy, Human Rights, and Governance Assessment, USAID engaged with over 1300 people. USAID also organized round tables and listening sessions with close to 120 religious leaders, youth, private sector representatives, and subject matter experts. The Ministers of Education and Health have also endorsed the framework. For more information see Annex 2: Statutory and other Analyses.

[12] See United States, Agency for International Development, "Democracy and Governance: A Conceptual Framework."

country. Seventeen years of conflict in eastern DRC continues to drain resources and divert attention from development priorities for the country as a whole.

Yet, there are hopeful signs that the DRC is at a turning point. A generational change is underway, and there are a growing number of Congolese leaders across the country who are focused on increased government transparency, institutional reform, and improved service provision. Key ministries important to USAID, such as health and education, among others, are demonstrating leadership not seen for a long time within the government. Initial reforms are showing success. For the first time in over 20 years, the budget formation process has been open to public scrutiny. Significant numbers of public servants, police, and military are beginning to receive their salaries through electronic funds transfers, culling payroll lists of fictitious employees. This reform has saved the Government of the Democratic Republic of Congo (GDRC) over $12 million each month since 2012.[13] The Ministry of Health (MOH) is restructuring to streamline functions, reduce stove-piping, and increase access to quality services; the Ministry of Education has adopted and begun implementation of critical policy reforms to increase student access and improve teacher performance, efforts for which the Ministry received significant budget increases[14]; and the Ministry of Gender is working with the Women's Caucus in Parliament to foster the adoption of engendered laws and codes and thus advance a gender equality agenda. DRC has made strides in improving macroeconomic management, resulting in annual GDP growth rates of over six percent, a decline in inflation rates, an increase in foreign exchange reserves, and forecasted growth rates averaging 7.7 percent over the next five years.[15] DRC has also been demonstrating slow but steady progress in the areas where development resources have been invested. In the last twenty years, population growth rates have declined, maternal mortality is lower, and a greater percentage of children (especially girls) are completing primary school. In addition, the victory of the Congolese military over the rebel group, March 23 Movement (M23), in November 2013 has renewed hope that with continued United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) assistance, the GDRC will be able to establish peace in the East.

USAID carefully examined the challenges to achieving development gains in the DRC and will shift its investments and business practices over the coming years to focus on accelerating progress on reducing extreme poverty and improving social indicators, while ensuring lasting development results.[16] It will concentrate on improving governance in all sectors, which Congolese, scholars, and all major donors agree has been the largest roadblock to achieving development progress. The Mission will invest in institutional support and capacity building to targeted national institutions that in turn will stimulate an improved enabling environment to facilitate stronger governance and service delivery at local levels. This "institutional value chain" approach, which supports activities and sectors that have a positive causal effect from top to bottom, will provide the coherence to foster achievement of USAID's goal of more effective and empowering development through activities that improve the quality of life of the Congolese population. Ultimately, stronger government institutions and better service delivery, responding to the differential needs of both female and male citizens, will result in increased economic growth and fewer Congolese living below the extreme poverty line.[17] USAID will also take a new approach to the conflict in eastern DRC by supporting operations research that will delve into the conflict's root causes, then implement activities to mitigate these while maintaining humanitarian assistance as needed. In addition, USAID will explore transitioning to development programming where feasible. Closer collaboration with other donors, expanding private-public alliances, and increasing equitable participation and involvement of women and youth are central to USAID's new strategy in order to maximize development outcomes.

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[13] Discussions with Michel Losembe, CEO of BIAC Bank and head of the Banking Committee implementing the direct salary payment process for the GDRC.
[14] The percentage of the budget going to education during the past three years increased from 8 percent to 13.5 percent.
[15] See International Monetary Fund, *World Economic Outlook: Recovery Strengthens, Remains Uneven.*
[16] For more information on the challenges of doing development in the DRC as well as proposed changes to USAID's business process, see Annex 1: Guiding Principles.
[17] See United States, Agency for International Development, "Ending Extreme Poverty in Fragile Contexts."

The country's resources, if well managed, will be the primary drivers for economic growth, extreme poverty reduction, and development success. The mining sector, especially in Katanga, has dramatically grown, with the highest ever levels of copper and cobalt production, largely due to the impact of improved legal frameworks that promote more responsible investment. The oil sector promises huge windfalls over the next decade if the new hydro-carbon law meets international standards. The GDRC is also exploring partnerships with private and public donors for significant investment in new hydro projects. The country's natural resources represent both a huge opportunity and a critical asset. This is especially true in regards to female empowerment and gender equality. Women's roles, needs, barriers and opportunities are typically left out of natural resource management and investments, and gender neutral policies and frameworks can harm women inadvertently. Should the GDRC, the private sector, civil society, and citizens not correctly oversee investment and the public management of all natural resources including forests, the country's huge potential will never be realized and the opportunities effectively squandered.[18] There are still significant vulnerabilities in policy and legislative frameworks and oversight mechanisms. Given its role in providing government income through taxes, improving natural resource governance is essential to ensuring that tax income is transparently managed, in order to use the funds to foster equitable development across the country.

Enormous, Inaccessible Country

Development programs must consider the scale of the country. The DRC is the size of the U.S. east of the Mississippi River, with fewer miles of paved roads than Maryland. The logistics of moving people, supplies, and resources around the country are mindboggling. With a large population, much located in very remote areas, the costs of implementing nationwide activities such as elections, the census, and demographic health surveys are exorbitant. A census has not occurred since the mid-1980s, making it difficult to base strategic decisions on evidence. A quick internet search produces estimates of the country's population ranging from 65-75 million people. Conducting evaluations using randomized sampling is also costly given the distances that must be travelled, as USAID learned during the evaluation of its largest health program.[19] A public-private partnership with Vodacom to install cell phone towers for rapid response and early warning of Lord's Resistance Army attacks has been expensive and delayed for purely logistical reasons, with all of the cell phone tower infrastructure flown in by UN aircraft. The poor infrastructure also increases costs of delivering medical commodities. In most countries the cost of transporting insecticide-treated bed nets is about 30-50 percent the cost of the net, but in DRC, it is as much as 100 percent. Other international donors, including the multilateral development banks, are investing in major infrastructure programs over the next five years.

Overarching Weak Governance

The DRC has resources to support progress toward achievement of development outcomes. However, many of those resources are neither effectively managed nor directed toward the public good. The country's national political elite seems adept at securing public resources for private gain through predatory, rent-seeking corruption, but unwilling or ineffective at enabling broad-based development, implementing pro-growth policies, or delivering even the most basic services to the population. The culture of impunity where abhorrent behavior is rarely punished could take at least a generation to change. This poor governance seriously undermines state legitimacy and contributes to DRC's status as the second most failed state in the world.[20] The declines in educational standards over the last 20 years and minimal donor focus on strengthening public administration until recently has also exacerbated governance failures. Ultimately, the state's fragility is reflected in the lives of the majority of Congolese who live in extreme poverty, lack access to healthcare, are unable to respond to climate change, and struggle to provide a quality education for their children.

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[18] See Gilpin, Raymond.

[19] For example, high rental car costs in some areas given the limited availability of cars; lack of phone coverage meant data collection had to be conducted and transmitted manually; and it could take up to four days to reach a randomly selected health zone increasing staff costs and time to complete the survey; while a larger than usual cadre of enumerators had to be trained given the language variance around the country.

[20] See "The 2012 Failed States Index."

A crisis of confidence has simmered in the DRC for a long time. The population generally regards the state, and political actors more broadly, as self-interested. There are few venues for citizen needs to be considered by the state. As a result, few Congolese citizens are in the position to advocate for policies that would benefit them, perpetuating extreme poverty and dismal social conditions. Only limited progress has been made on decentralization, including the controversial "decoupage"—the creation of 26 new provinces out of the current 11. The perception of the state's overriding self-interest was reinforced by the flawed November 2011 presidential and parliamentary elections, when President Joseph Kabila's re-election lacked credibility. Provincial and local elections have been delayed repeatedly, though these are now very tentatively scheduled to occur in 2015. There are widespread concerns that the President or his loyalists will try to amend the Constitution so that he can serve a third term.

For a number of years, the opposition has been calling for a national dialogue. A large-scale dialogue was attempted, however the three main opposition parties boycotted it, claiming that the ruling coalition had too much control over the structure and representation. The result of this month-long meeting (September – October 2013) is a set of almost 700 recommendations of actions for the President to take. These recommendations range from reinforcing the army, repatriating Mobutu's remains, to calls for the establishment of a national unity government. The national dialogue also recommended implementing "progressive parity" with a quota of 30 percent of all elected officials being women. If effectively implemented, meaning that it promotes equality in terms of roles and opportunities, this pledge will greatly further gender equality and could lead to more gender-responsive policies and programs. In October 2013, in a rare public appearance, President Kabila committed to implementing all of the recommendations. However, it remains unclear what reforms will actually take place, as reforms promised in the past having often never been realized. As of March 2014, the cabinet reshuffle promised then has still not occurred. Given the uncertainly in the political sphere, USAID has conducted scenario planning to ensure that its strategy is sufficiently flexible to fit both change and non-change scenarios.

Ongoing Conflict which Captures International Attention

> Kimya ya mayi ya ebale ebombaka ngando (the calmness of the waters of the river may hide the crocodiles).
> -Lingala saying

The history of DRC has been fraught with crisis, beginning with the especially brutal Belgian colonial legacy.[21] Multiple peace accords have been signed, which have not endured, including Lusaka (1999); Sun City, South Africa (2002); Ituri (2006); Goma (2008), Ihusi Accord (commonly known as the 23 March 2009 peace agreement - from which the latest rebel group, M23, took its name), and most recently the Peace, Security, and Cooperation Framework (PSCF) Agreement for the DRC and the region in February 2013. It is estimated that the Congo wars and their aftermath have resulted in over 5.4 million "excess deaths" by 2007 through displacement, lack of services, and actual violence.[22] Paul Collier has called conflict "development in reverse",[23] a description fitting for DRC. He notes that crises lasting decades leave economies in a very deep hole from which it can take years to escape. The ongoing conflict has pushed DRC in the wrong direction both by directly placing people in vulnerable positions causing extreme poverty, and by drawing attention and resources to ending the conflict rather than pushing programs to benefit the poor.

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[21] The history of conflict in eastern DRC starts with colonial brutality to the post-independence violence and chaos of competing powers and separatist movements, the nationalization of commercial trade (the "Zairianization of 1973-74"), the Katangan rebellions of the late 1970s, the army mutinies and pillages of the early 1990s, the influx of millions of refugees from Rwanda after the 1994 genocide in Rwanda, the invasion of the country by its neighbors to oust Mobutu in 1996, and the occupation of one half of the country's territory by Uganda and Rwanda in 1998, and all the ethnically-based rebellions and insurgencies that have followed the end of the "official" war in 2003. See Acemoglu, Daron and James Robinson, see Gerard Prunier, and see Jan Vansina.

[22] See Brennan, Richard, et al.

[23] See Collier, Paul, "Development in Conflict."

These agreements have had limited success since they had tended to focus on stopping the fighting and not on addressing fundamental political and economic issues which underlie the conflict. The agreements have not generally been developed by the grassroots or reflected the needs of marginalized populations, including women, youth, and the extreme poor. In this context, it is encouraging that there is now a greater acknowledgement by Congolese organizations and international observers (e.g. Rift Valley Institute's Usalama Project) of the need to address local, national, and regional root causes. Furthermore, post-conflict reconstruction has not been accompanied by essential governance reforms, political dialogue, reconciliation, or economic recovery.[24] Finally, due to an apparent lack of will, real reform of the security sector has been largely ineffective.

The creation of the UN Force Intervention Brigade, and the naming of Special Envoys for the UN, U.S., European Union (EU), and African Union, are all indications that the international community is reprioritizing the protracted conflicts in eastern DRC.[25] Progress toward GDRC, regional, and international benchmarks included in the PSCF Agreement would represent significant steps in the right direction, but there is a concern among many observers that both the GDRC and the international community will continue business as usual, repackaging current activities rather than engaging in the essential political dialogue and creating new programs which will address the underlying causes of conflict.

Table 1: Achievement towards Millennium Challenge Goals by Province

Percent Primary Education Enrollment		
Province	*Rank*	*Rate*
South Kivu	7	73%
North Kivu	8	72%
Equateur	9	68%
Kasai Occidental	10	67%
Katanga	11	66%
National Average		75%
Child Mortality per 1000		
Province	*Rank*	*Rate*
North Kivu	2	131
South Kivu	8	166
Equateur	9	171
Katanga	10	184
Maniema	11	210
National Average		158
Percent without Access to Water		
Province	*Rank*	*Rate*
North Kivu	2	23
South Kivu	3	39
Bandundu	10	81
Equateur	11	88
Kasai Occidental	11	88
National Average		53

DRC Multiple Indicator Cluster Survey, 2011

In spite of being home to the world's largest (and most expensive) peacekeeping force, MONUSCO, the country is still widely categorized as one of the worst humanitarian crises in the world.[26] Conflict-related displacement, human rights violations, and other humanitarian crises have increased, not declined, particularly in North and South Kivu and northern Katanga. In August 2013, the UN identified 6.4 million people in need of food assistance and emergency agricultural interventions. Approximately 2.6 million people remain internally displaced, most in North and South Kivu Provinces. USAID has provided continuous humanitarian assistance in the DRC since 1997, with over $103.5 million in FY 2013 alone.

While the situation in eastern DRC is dire, it must be considered within the broader context of challenges faced by Congolese around the country. There is close scrutiny of the plight of the 10 percent of the landmass and 15 percent of the population in the East, while the needs of the other 85 percent of the population are often ignored, making them question what price they are paying for being peaceful. As seen in Table 1, basic social indicators are as bad or worse elsewhere than in the Kivus. Yet, the attention of the American public, Congress, advocacy groups, and therefore, the U.S. Government (USG), has hitherto been focused primarily on eastern DRC, and especially

[24] See Gilpin, Raymond.

[25] While much international attention is focused on the fighting between the M23 armed group and the FARDC (Congolese Army), in reality there are multiple local conflicts in eastern DRC. With over 40 armed groups with diverse agendas, the conflicts in the Ueles, Ituri, Rutshuru, Ruzizi Plain are all different and must be differentiated when looking for solutions.

[26] See Government Accountability Office and see Brennan, Richard et al.

on topics such as conflict minerals and sexual and gender-based violence (SGBV). This has resulted in a disproportionate share of resources being allocated to the "consequences" of DRC's many problems rather than the "causes." Although, it is possible to view the conflict as having sources—the lack of a disciplined and effective national army, for example—it is the general context of weak governance that affects the entire country. While USAID will continue to address the consequences of conflict, such as SGBV, unless there is greater commitment to addressing root causes of the violence, the conflict and associated human rights violations will continue.

Demographic Shifts and Youth

With 65 percent of the population under the age of 25, and almost half under age 15, the demographic shift in the country poses both opportunities and challenges. President Obama has noted: "… by understanding future population trends and acting today, we can work to improve education access and quality as well as employment opportunities for millions of youth around the world."[27] Given the challenges faced by youth ranging from widespread underemployment, millions of out-of-school youth, and high adolescent fertility, programs will need to target young Congolese to achieve long-term development gains and to escape extreme poverty.

According to the United Nations Educational, Scientific and Cultural Organization's Global Monitoring Report 2011, the DRC is listed as one of ten countries in the world that will experience continuous explosive population growth for youth between 15-30 years of age thru 2050. Estimates of annual growth range from 2.6 to 3.1 percent, which would result in a net population growth of about 10 million by 2020 (p. 13).[28] The high growth rate puts increased pressure on public services (particularly education), the job market, and agriculture production—all already far from adequate for what is currently needed. In the short term, the DRC will be acutely challenged to achieve the economic benefits of a majority youth population unless birth rates drop considerably, as it will take time before the demographic transition will have any positive impact on economic growth and extreme poverty reduction.

Unemployment and underemployment are significant concerns, particularly for urban youth (ages 15-24). The highest unemployment rates (32 percent) are for youth ages 15-35, with underemployment rates for the same group around 75 percent. As a solution, the GDRC proposes the creation of over 13 million jobs over the next seven years—a seemingly impossible goal. Even if the government were able to create a significant portion of those jobs, few young people today have the necessary training or basic skills that are required by the job market. Entrepreneurship is generally limited to earning sufficient funds for daily survival rather than the development of a formal business and, and it is significantly stifled by taxation, harassment, and a lack of access to credit. There are gender differentials present in the question of unemployment as well, with the lack of skills, training, opportunity, and credit more acute for women than men.

Despite an education system that is out of touch with the modern labor market, societal norms that disempower them, and a political system that largely excludes their voices, Congolese youth are characterized by a massive, tangible, enthusiasm for change. USAID/DRC's Youth Assessment found that though young people generally eschew political engagement, they make up for it with participation in civil society, where they can "concretely contribute to social change" (p. 26).[29] Of those surveyed, 65 percent reported some form of civic engagement. In spite of the many reasons for feeling discouraged, young Congolese reported eagerness to improve their basic and technical skills and an admiration for entrepreneurship (p. 19).[30] USAID can capitalize on their clear desire for a better future and their willingness to act upon achieving it when given the opportunity.

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[27] See Basic Education Coalition.

[28] See Herderschee, Johannes, Kai-Alexander Kaiser, and Daniel Mukoko Samba.

[29] See International Youth Foundation and the Centre d'Études Pour l'Action Sociale.

[30] Ibid.

Unfortunately, in North and South Kivu, and in parts of Maniema, Orientale, and Katanga, many young people, seeing no alternatives for obtaining any income, are joining armed groups rather than joining either the formal or informal economy. The Democracy, Conflict, and Governance Assessment quoted youth in other provinces speculating that it might be a "good idea" to take up arms.[31] Criminality in urban centers is also increasing as young people see few prospects for their future.[32]

In addition to having a large, young population, the DRC is becoming increasingly urban– which will pose different challenges for males and females. While only a third of the population lives in urban centers, these cities lack basic infrastructure. For example, only 35 percent of urban dwellers have electricity. In Kinshasa alone over six million people are without power. There is limited access to potable water and virtually no waste disposal system. Kinshasa will become a mega city[33] by 2015 and over half of the population will be in five major urban areas by 2030. With unemployment the highest in urban centers and few jobs likely to be created in the immediate future, basic survival will become the major preoccupation of the majority of the population.

Gender

Save the Children's *2013 World Mother Report* named the DRC as the worst place in the world to be a mother, largely due to levels of maternal mortality that are amongst the highest globally.[34] Almost a quarter of this mortality is due to pregnancy of young mothers age 15-19; DRC has the second-highest adolescent fertility in the world and only 6 percent coverage of contraceptives. Just over half of girls complete primary school, a rate much lower than that for boys and only 76.5 percent start school at all. Almost 60 percent of 15-24 year old females have experienced physical violence since the age of 15. Development activities for women throughout the country are hampered by deep-seated gender discrimination and their low social, economic, and legal status, and this is particularly challenging for women living in eastern DRC who face additional dangers associated with armed conflict. The government's inability to provide the most basic services to its population particularly impacts women and children (pgs. 58, 60).[35] Women's participation in public service is low, and severe gender inequality under Congolese law persists despite ongoing efforts to revise the country's legal framework and a constitution that "guarantees" equal participation (p. 24).[36]

Congolese culture is grounded in a set of interrelated forms of power; rigid notions of masculinity and femininity; communalism; exchanges of favors; informal, flexible contracts; and perceived otherworldly forces. In DRC, women are subjected to a wide range of discrimination, from demands for a high number of children and exploitation of their labor, to lack of access to land, to control over their income, and exclusion from decision-making roles in the family and in public life. The lack of control over household income translates into exaggerated symptoms of extreme poverty for women and economically disempowers half of Congo's potential labor force. Effective and sustainable development impact will occur only if the cultural constraints that women (and men) face in both their domestic and public roles are addressed through changes in policy, legislation, and cultural norms.

Yet, on a daily basis, women and girls demonstrate resilience and the depth of potential of the Congolese people in general. Their enthusiasm and entrepreneurial spirit is a rich economic resource essential for a country working towards prosperity. Female faces are still rare as government leaders (6 of 36 Cabinet members), in politics (55 of 608 Parliamentarians in both chambers), and at the top echelons of the formal economy (3,122 female registered employers versus 17,624 males).[37] Those who do have key positions

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[31] See Tetra Tech ARD.
[32] See Kibangula, Trésor and see Alex Engwete,
[33] A city of over 10 million people.
[34] See Save the Children.
[35] See Lombardo, Bridget, Fodié Maguiraga, Luisa Ryan, and Isabelle Turcotte.
[36] See Democratic Republic of the Congo Constitution. Article 14.
[37] A notable exception is that seven of the eleven provincial ministers of education are women.

typically manifest noticeable energy and drive to improve their country. An example of an activist woman leader is Honorable Eve Bazaiba Masudi, the only female head of a Parliamentary Commission, who is pushing the elaboration and adoption of gender-responsive laws. These include adoption of both the labor and family code. She is also leading the Congolese Women's Election League (LIFCE in French), a network of women in politics from all sides (the majority, opposition, and those from "non-aligned" parties) that is a strong advocacy network pushing for Congolese women's political participation. Furthermore, women account for about 70 percent of participants in the non-formal sectors, keeping the economy going while trying to make a better future for their children. Mindful of the exponential benefits of empowering women with education, access to reproductive health care, and assistance to rise out of extreme poverty, USAID is committed to addressing gender inequalities while recognizing that this needs to be accomplished in a culturally sensitive manner that enhances women's status without disempowering men.[38]

Activities that focus on peoples' needs will be vital to promote behavioral and attitudinal change. Networking, information dissemination, and activities that stress community involvement in a participatory manner will also provide enhanced opportunities for women to participate in development and political processes.[39]

Stakeholder Priorities

Government of DRC

USAID's strategic focus outlined in the remainder of this document was largely informed through close collaboration with the GDRC, other donors, and stakeholders. In October 2011, the GDRC launched the Second Growth and Poverty Reduction Strategy (DSCRP 2). The DSCRP 2 and the associated Priority Action Plan (PAP), which provides a roadmap for implementing the strategy, establish ambitious development goals for the period 2012 - 2016. In addition to macro, crosscutting priorities highlighted in Table 2, the GDRC outlines specific goals for the following sectors: agriculture and food security, education, gender, health, water, HIV/AIDS, and environment and climate change.[40] In addition to orienting the GDRC, the DSCRP 2 and PAP guide the many bilateral and multilateral donors working in the DRC.

Table 2: DSCRP 2 and PAP Priorities: 2012-2016

- Ensure the sovereignty of the DRC.
- Reduce the percent of the population living in poverty from 70 percent to 60 percent.
- Assure double-digit GDP growth through 2016.
- Create one million decent jobs and reduce the rate of under-employment from 73 percent to fewer than 60 percent.
- Stabilize domestic prices for goods and services to keep the inflation rate lower than four percent per year.
- Restrict the domestic fiscal deficit to below 1.5 percent of GDP.
- Continue and finalize institutional reforms.
- Increase per capita-GDP from $193 in 2010 to $317 in 2016, while bringing the annual investment rate from 11.2 percent to 23.2 percent.

The DRC has endorsed and is a pilot country for the New Deal for Engagement in Fragile States, which emerged from the forum on aid effectiveness in Busan. It sets out five goals — legitimate politics, justice, security, economic foundations, and revenues and services. The New Deal differs from other donor

[38] See Farzaneh, Nassrin, Laurent Kopi, and Anne Sweetser. USAID/DRC's Gender Assessment highlighted a cultural trend in DRC that power is a zero sum game. The findings of the study show that society's understanding of women's empowerment is directly linked to the assumption that men will be disempowered. It is critical to account for and monitor this dynamic in all development programming.
[39] Ibid.
[40] See Democratic Republic of the Congo, Ministry of Planning, *Growth and Poverty Reduction Strategy Document* and Democratic Republic of the Congo, Ministry of Planning, Growth and Poverty Reduction Strategy Document: *Priority Action Plan*.

coordination principles in that it focuses on fragile counties, recognizing that the transition out of fragility is a longer process, while still requiring country ownership. The GDRC's involvement in the New Deal has been mixed. The government was very involved in the development of the principles, but the process has since stalled in-country. In the meantime, this CDCS is focused on good donor principles such as supporting the nation's vision to transition out of fragility and building country ownership and leadership of development programming.

U.S. Government Interests

It is generally understood that the DRC is too large, has too much economic potential, and is too centrally located in Africa to let it fall back into the open, widespread conflict that characterized the late-1990s/early 2000s. Its strategic mineral resources, along with oil, timber, and hydroelectric potential have all been recognized as critically important to U.S. security.[41] Instability in the DRC also affects all nine of its neighbors, as its large swaths of ungoverned spaces have proven to be good hiding places and training sites for foreign-armed groups such as the Lord's Resistance Army and Allied Democratic Forces-National Army for the Liberation of Uganda (a rebel group opposed to the Ugandan government), with malevolent intentions towards neighboring governments. All of these considerations, in addition to the human toll and the great cost of the continuing humanitarian response to the needs of conflict-affected populations, ensure that DRC will remain a priority country for the USG. Yet, given the challenges in the country, the USG recognizes that change will be incremental. In his parting remarks, the former U.S. Ambassador emphasized the need for a long-term vision in the DRC, in increments of at least ten years.

> "And yet, for all the support and assistance of outside nations, the future of the Congo ultimately lies in Congolese hands."
> Former Ambassador to the DRC, James Entwistle

USAID's 20-year vision is for the Congolese to take charge of their future to manage and sustain growth with their own human, natural, and financial resources.

This vision supports the State Department's Africa Joint Regional Strategy and the USAID Policy Framework. The former emphasizes Africans' role in their own future and states that strengthening democratic institutions is the top policy priority for the continent.[42] The latter states, "The ultimate goal of development cooperation must be to enable developing countries to devise and implement their own solutions to key development challenges… Sustainability is about building skills, knowledge, institutions, and incentives that can make development processes self-sustaining."[43] Even with significant donor support, the GDRC and its stakeholders will not be able to solve the country's governance and institutional challenges in a five-year period. A long-term capacity strengthening effort by the international development community is required before Congolese institutions (both public and private) can function without foreign assistance.

DRC is a priority country for a relatively large number of USG and USAID policies and initiatives. In particular, USAID is implementing the agency's Education Strategy; Youth Development Policy; Global Climate Change (GCC) and Development Strategy; Water and Development Strategy; Gender Equality and Female Empowerment Policy; the National Action Plan for Women, Peace and Security; the U.S. Strategy to Prevent and Respond to GBV; and the Strategy for Democracy, Human Rights, and Governance.[44] The Mission is also supporting USAID's broader goals to accelerate progress to achieve the MDGs through Room to Learn and Ending Preventable Child and Maternal Deaths. USAID will also support the President

[41] See Burgess, Stephen.
[42] See U.S. State Department, "Joint Regional Strategy, Bureau of African Affairs FY 2015-2017."
[43] See United States, Agency for International Development, *USAID Policy Framework 2011-2015*.
[44] See Annex 3 for a table of USAID/DRC's implementation of these policies.

of the United States and USAID's Administrator's commitment to the post-MDG goal of eradicating extreme poverty, an especially acute challenge in DRC. USAID/DRC contributes towards the Global Health Initiative, with significant investments from the President's Emergency Plan for AIDS Relief (PEPFAR) and the President's Malaria Initiative (PMI). The country is a Feed the Future (FtF) aligned country. Programs in eastern DRC address policy priorities of the National Action Plan on Women, Peace, and Security as well as issues related to trafficking in persons (TIP), prevention of atrocities, and SGBV. USAID is also the lead program implementer of the USG strategy to address the linkages among human rights abuses, armed groups, and the mining of conflict minerals in the Great Lakes Region of Central Africa, the strategy developed by the State Department and USAID under the conflict minerals provision of the Dodd-Frank Law.[45] While not a Power Africa country, the DRC receives energy resources to improve governance in the sector, essential to attract financing of INGA 3, a massive hydroelectric project. Together, these initiatives help USAID work towards ending extreme poverty in the next two decades as proposed by President Obama in his 2013 State of the Union Address.

In addition, USAID/DRC houses the USAID/Central Africa Regional operating unit that manages the Central Africa Regional Program for the Environment (CARPE). For more than 20 years CARPE has led USG efforts in conserving biodiversity and mitigating climate change in DRC and the region. USAID/DRC works closely with CARPE, coordinating to effectively contribute to linked and shared objectives as outlined in CARPE's approved Regional Development Cooperation Strategy 2012-2020. CARPE's strategic goal is: "Central Africa's transition to climate-resilient, low-emissions development accelerated through sustainable management of biodiverse forests." CARPE fulfills this goal through a comprehensive and integrated strategy which aims to: (1) improve the management of eight forest landscapes in the Congo Basin; (2) mitigate threats to biodiversity; (3) monitor the condition of forests, wildlife and the natural ecosystems of the Congo Basin and make this information available to the public and policy-makers; and (4) improve natural resources governance. CARPE strengthens local technical, managerial, and administrative capacity to improve natural resources management through the introduction of modern resource management and monitoring tools.

Donors

Collectively the donor community contributed over $5.5 billion of Official Development Assistance in 2011.[46] While over $3.2 billion of the funds were used for debt relief and another $200 million for new loans, donors contributed a total of $2.1 billion in assistance grants, with the United States ranked as the top bilateral donor. Other key bilateral and multilateral partners include the United Kingdom's Department for International Development (DFID), Belgium, France, Netherlands, WB, African Development Bank (AfDB), EU, and the IMF, among others. With the exception of the IMF, which has provided budget support in the past, donors generally implement their programs through various mechanisms outside of the government's systems, although some have advisors and project implementation units embedded within ministries.

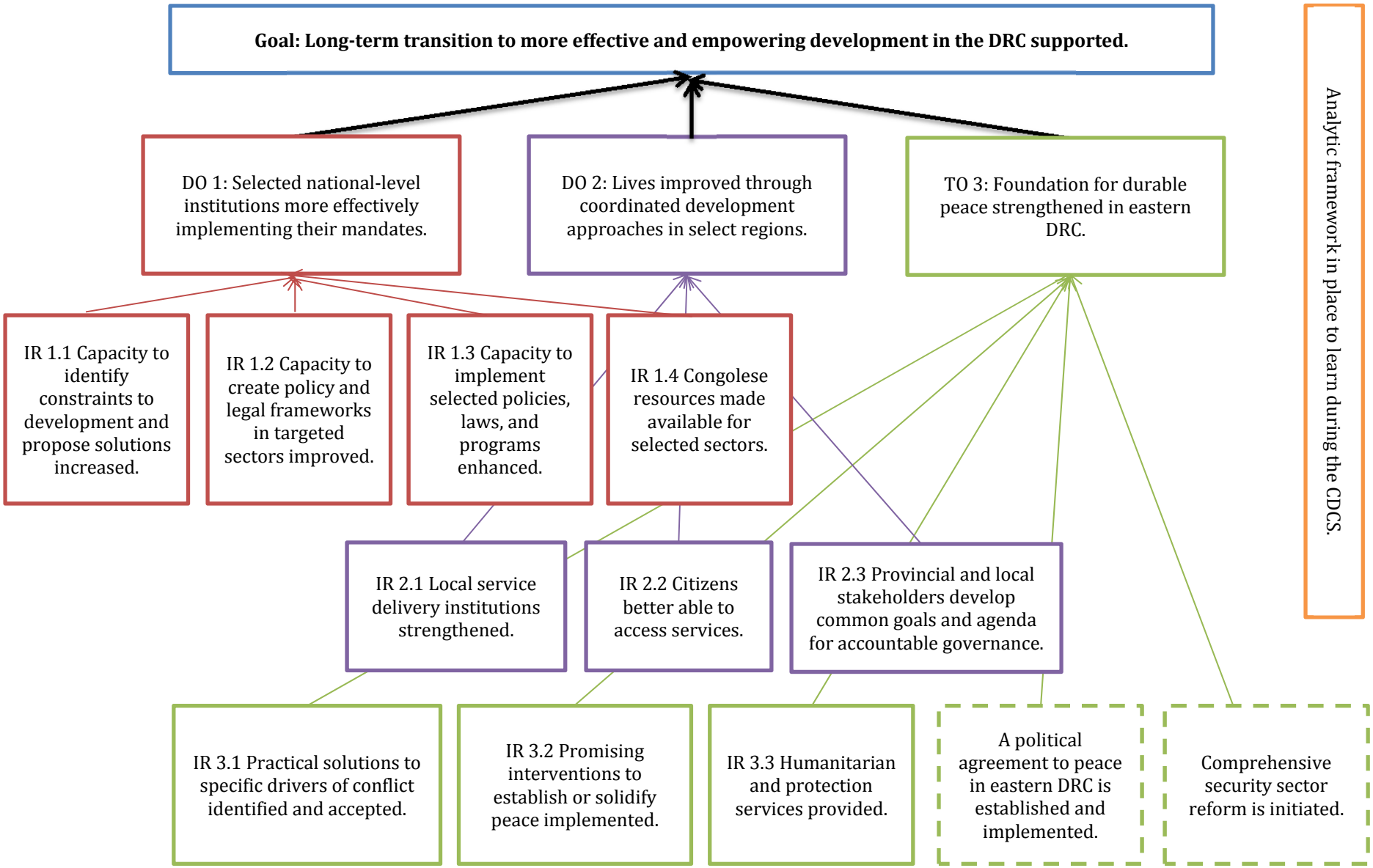
In parallel to GDRC efforts, several donors launched new development strategies that align their assistance to DSCRP 2 and PAP priorities. All UN agencies operating in the DRC published a joint strategy guiding their collective efforts from 2013 to 2017. Other key donors such as DFID, AfDB, WB, Germany, and Belgium have also released strategies that complement and in some cases directly support GDRC and UN efforts.

USAID participates actively in three formal donor coordination mechanisms to maximize its impact, prevent duplication of effort, and create partnerships. The GDRC leads the Thematic and Sector Groups (*Groupes Sectoriels et Thématiques* - GT), 15 sector groups with related sub-groups, including gender, in which various

[45] The Dodd-Frank Wall Street and Consumer Protection Reform Act included a provision (sec. 1502) which requires publically traded companies to publish whether or not certain minerals used in their products are assured to not benefit armed groups in the DRC.
[46] See Organization for Economic Co-operation and Development, Development Assistance Committee, "ODA Receipts and Selected Indicators for Developing Countries and Territories."

GDRC ministries, donors, civil society, and the private sector meet to coordinate activities. In several sectors, however, real coordination occurs primarily through smaller, donor-led technical groups, such as the groups for Health, Education, Agriculture, and Environment, including the Congo Basin Forest Partnership (CBFP). USAID is the donor chair of the Education donor group. The Donor Coordination Group (GCP-by its French acronym), attended by heads of agencies, enables donors to harmonize their interventions and develop agreed-upon frameworks with the government. Supporting coordination in the humanitarian sphere, there are also UN led "clusters," which include all stakeholders involved in humanitarian operations, as well as a broader strategic humanitarian working group.

Results Framework Graphic



Development Hypothesis

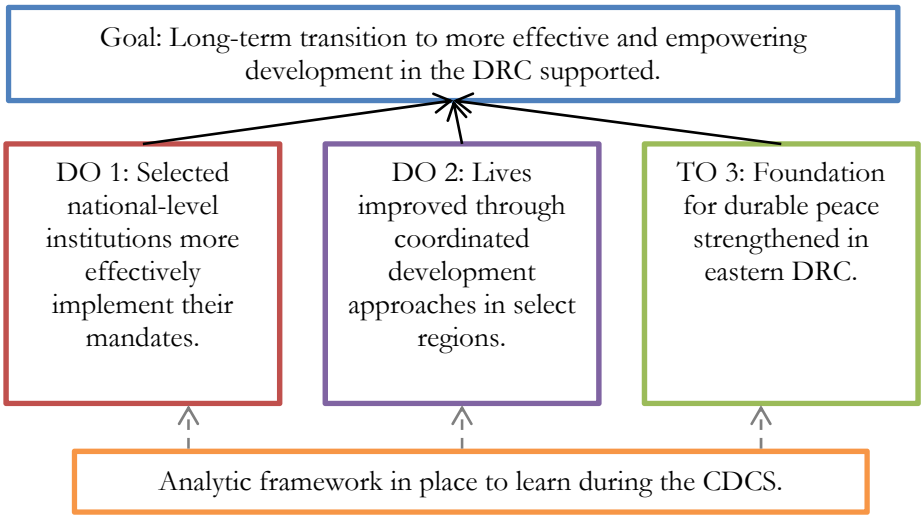
Goal

The goal for the CDCS 2015-2019 is:

Long-term transition to more effective and empowering development in the DRC supported.

For long-term, equitable development to occur, public, private, and civil society organizations at national, provincial, and local levels must be strengthened throughout the country, including in conflict-torn eastern DRC. Human and institutional capacity building, strengthening the social compact between citizens and the state, and sustainably improving social and economic indicators are central to the entire strategy. The proposed results and approaches will vary by location, as development challenges are quite different in areas with frequent and active conflict in comparison with more stable areas of the country. The framework is intentionally crosscutting to maximize synergies across sectors. Thus, two Development Objectives (DOs) and one Transition Objective (TO) will be required to achieve this goal so that USG resources will have a measurable impact in moving the DRC along the development trajectory.

DO 1: Selected national level institutions more effectively implement their mandates.
DO 2: Lives improved through coordinated development approaches in select regions.
TO 3: Foundation for durable peace strengthened in eastern DRC.



USAID anticipates a sustained, long-term effort to attain its 20-year vision: for the Congolese to take charge of their future to manage and sustain growth with their own human, natural, and financial resources. It will take at least five years to strengthen the capacity of selected institutions to better fulfill their mandates and for citizens to gain a better appreciation of an appropriate role for the state, private sector, and civil society. This strategy acknowledges that basic standards in service quality must not be compromised, and needs to steadily improve, with Congolese institutions progressively taking over greater leadership and responsibility for development gains.

Development Hypothesis

If USAID and the international community writ large invest in institutional capacity to create a foundation, upon which Congolese reformers can build,

Then the Congolese will be equipped to take greater ownership of their country's future, ensuring citizen's basic needs are met, more equitable growth occurs, and stability increases.

This is a long-term transformation that will require incremental changes.

Congolese leadership and capacity will be developed if programs begin to emphasize the empowerment of Congolese women and men as a principal goal. Individuals, communities, and organizations must be given the skills to sustainably address the country's challenges and seek opportunities. USAID will adopt an "institutional value chain" approach that views organizations and institutions as a series of systems and processes, and that assesses the systems and processes for their impact on the institution's overall effectiveness. The timing is right to shift from a focus primarily on service provision to institution building, as all donors have acknowledged in their new strategies. Without an investment now in long-term capacity building, only transitory and unsustainable gains, or possibly even net negative outcomes, will be achieved. An appropriate mix of service provision and capacity building interventions will be required during this CDCS, with an increased emphasis on the latter over time. Full responsibility for service delivery, where currently the mandate of USAID and other development partners, will gradually be shifted to the GDRC, private sector, or NGOs (including religious organizations). At the end of five years, this strategy can be judged to have been successful if the Congolese have taken an increased role in directing and financing their own development.

Cultural constraints in the DRC have systematically denied women equal access to educational, social and economic opportunities, and similarly, the same cultural constraints have tended to criticize men when they do not assert dominance.[47] It will therefore be important to stress both the need for female participation and for gender balance if development programs are to be effective.

"Effective" and "empowering" development will be measured by quantitative improvements in the lives of ordinary Congolese and also through qualitative measures to assess whether the social compact between the state and individuals improves.

If "effective" development is taking place, there will be accelerated national progress to achieving the MDGs[48]. Improvements in the following will be assessed:

- Prevalence of underweight children under-five years of age.
- Net enrolment ratio for boys and girls in primary education.
- Levels of gender disparity in primary and secondary education.
- Under-five mortality rate.
- Maternal mortality ratio.
- Incidence of malaria.
- HIV prevalence among the population aged 15-24 years.
- Poverty head count ratio

Three qualitative indicators will measure "empowering" development:

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[47] See Farzaneh, Nassrin, Laurent Kopi, and Anne Sweetser.

[48] It is unlikely that the DRC will achieve any of the MDGs by 2015. USAID foresees a continued focus on these goals through the life of the strategy.

- Female and male citizen involvement with the government, private sector, and civil society organizations.
- Government-led (rather than donor-driven) identification of priorities, budgeting, and planning of activities taking into account citizen needs.
- Civil society awareness, capacity, and tools to promote transparency and accountability in their communities, disaggregated by sex as appropriate.

An indicator to measure changes in perceptions on gender equality is being considered:

- Proportion of targeted population reporting agreement with the concept that males and females should have equal access to social, economic, and political opportunities.

Indicators to measure the strength of the social compact include:

- Female and male citizen satisfaction with services provided by selected institutions.
- Congolese resources used for service provision.

The task is large, and preferably resources would be available to assist in the reform of the majority of key institutions in the GDRC at all levels as well as to work with the private sector and civil society. Ideally equal attention should be paid to key drivers of economic growth as well as to the provision of social services. USAID's Economic Growth Diagnostic identified poor infrastructure; the lack of local savings and poor financial intermediation; and microeconomic risk, in particular the problems of corruption, taxes, and the business climate, as key constraints to growth in the DRC.[49] Given the current mix of funding the Mission receives, it will not be able to address these key constraints to growth. Instead USAID's anticipated budget will direct the choice of institutions to be strengthened under DOs 1 and 2. Fortunately, health and education, where USAID is allocating the most funding, are key sectors where Congolese want to see improved services. With limited resources in energy and democracy and governance, USAID will target critical institutions and reforms to create a foundation for change and synergize with other donors. With the majority of agriculture funds also earmarked for micro-enterprise purposes, the choice of investments will be somewhat limited. The absence of bilateral GCC/biodiversity funds, no dedicated funding to work on extractive industries, and only limited peace and stability resources, will restrict impact in these areas.

To maximize impact, USAID will focus on targeted institutions in a limited number of technical sectors and within a discrete geographic focus. USAID's current portfolio is scattered across the DRC, hampering program synergies and complementarities (see Annex 4 for a map of the portfolio in early 2013). The new CDCS will be more narrowly defined geographically. DO 1 will focus on national level institutions; DO 2 will focus on three provinces: Kasai Occidental, Kasai Oriental, and Katanga[50]; and, TO 3 will focus on conflict-affected areas of eastern DRC: North and South Kivu, northern Katanga, and parts of Maniema and Orientale. In addition, under DO 2, urban programs will continue or be established in the large urban centers of Kinshasa, Lubumbashi, and Kisangani to address the needs of urban populations. See Annex 5 for a map of future geographic focus.

USAID Forward principles will be central to achieving results in the DRC. The three that will be emphasized are: 1) Deliver Results through Strengthened Local Capacity; 2) Cultivate Partners for Sustainable Development; and 3) Unlock Game Changing Solutions. There are a growing number of

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[49] See Tegenfeld, Mark, and Michael Trueblood.

[50] The choice of geographic location was based on several key factors: 1) location of other donors to avoid duplication and build synergies; 2) opportunities to build upon current programming; and 3) potential to leverage additional funding through public private partnerships. In addition, these provinces have significantly high levels of extreme poverty, out of school youth, and maternal mortality. If current poverty rate trends and population growth rates continue, it is expected that Katanga and the Kasais will be the three provinces responsible for the highest total number of Congolese in extreme poverty.

local organizations with whom USAID will be able to partner directly once they have received some basic institutional support. Although it is unlikely that the GDRC will qualify for direct government-to-government funding within the life of the strategy, results under the CDCS will position selected ministries to become eligible in the future. Leveraging other resources for development by focusing on social value will ensure that the private sector, NGOs, faith-based organizations and civil society organizations (CSOs) tackle the myriad development challenges. Lastly, game-changing solutions will include not only new technologies, but also older technologies that may be more applicable in the DRC context, and new ways of doing business which tap into creative thinking among youth globally. USAID/DRC has increased its emphasis on learning to improve development outcomes through a robust Collaborating, Learning, and Adapting (CLA) approach.

Development Objective 1: Selected national-level institutions more effectively implement their mandates.

Building upon a changing development environment in which the GDRC is increasingly directing development needs, Congolese empowerment (for both men and women) will occur when USAID and other donors strengthen the institutional capacity of selected government, civil society, and private sector organizations that play a key national-level role to effect macro-level change across the country. Capacity building will focus on legal, policy, procedural, and institutional reforms to achieve development gains. By the end of the strategy, the targeted institutions will be better able to identify development challenges, propose solutions, develop appropriate gender responsive policy and legislation, implement reforms and programs, and garner the resources to accomplish their key functions. These institutions will be better placed to address the needs of the population, including both women and men, and be able to target interventions appropriately to those most in need. Effective engagement among government institutions, key stakeholders, media, and local citizens will underlie the approaches taken to achieve DO 1 in order to ensure that reforms are in line with both female and male citizen expectations, priorities, and needs. Targeted sectors will include education, health, democracy and governance, energy, agriculture, and natural resource management—primarily extractive industries.[51]

Development Objective 2: Lives improved through coordinated development approaches in select regions.

DO 2 focuses on targeted local institutions in selected geographic areas, while also strengthening the social contract between citizens and their government, in order to improve Congolese citizens' quality of life. While improving the quality and availability of basic services, such as education and health, will be fundamental to this DO, rural Congolese are unlikely to take advantage of new opportunities and services without two important changes: a better understanding of what the state and private sector should be expected to provide and increased affordability of those services. Stated differently, USAID/DRC realizes that addressing the demand side of governance and service provision is key to success, in addition to ensuring that the supply side is functioning. Ongoing programs have demonstrated that local officials and civil society organizations are unlikely to behave accountably and responsively unless men and women are empowered to advocate for their rights and influence change. The same sectors will be targeted as in DO 1. By improving coordination and integration across institutions and sectors, there will be a long-term multiplier effect on results.

There are close linkages between DO 1 and DO 2. To successfully reach the CDCS goal, significant engagement at the national-level is required, but this must be directly aligned with interventions at the

[51] USAID/DRC does not currently receive funding for natural resource management, notably funding for forestry or biodiversity, nor does it currently receive funding as part of its annual budget allocations for activities in extractive industries. But given the importance of these sectors, the strategy will address opportunities if funding becomes available. Half of the Central Africa Regional Program for the Environment (CARPE, which programs both GCC and Biodiversity funds) landscapes are located in the DRC. USAID/DRC did receive energy money in 2013.

provincial-level. This is particularly true if national-level actors are to be successful in combatting perceptions of government illegitimacy, which is only possible when local public services improve. USAID will take advantage of the movement towards decentralization to strengthen the relationship between the national and provincial levels. National policy must be informed and guided by local realities and in turn, the local enabling environment for service delivery will be influenced by national policy.

Transition Objective 3: Foundation for durable peace strengthened in eastern DRC.

TO 3 contributes to the CDCS goal of "long-term transition to more effective and empowering development in the DRC" through: i) identifying, alongside Congolese, the drivers of conflict in order to create a basis for peace, improved governance, and economic development; and ii) supporting models which mitigate drivers of conflict, improve living conditions, and strengthen the social compact; while iii) continuing to guarantee access to basic services for citizens and beginning to mainstream services into local systems where possible. This TO will simultaneously contribute to resolving conflict at the sub-national level, working towards consolidated peace, spurring inclusive economic growth, and rebuilding a legitimate, functioning, and increasingly effective state that is accountable and responsive to its citizens. Women's role in the TO is particularly important, not only because women's participation in peace processes is key to their success, but also because women are the main drivers of household resilience.

In addition to the US National Action Plan on Women Peace and Security, USAID's Policy on "Building Resilience to Recurrent Crisis" will provide a framework for TO 3. Joint problem analysis will be essential to ensure that humanitarian and development interventions share common objectives in crisis zones as well as include conflict management analyses. Office of Foreign Disaster Assistance (OFDA) and Food for Peace (FFP) staff have played key roles conceptualizing the new strategy. New programs in the East will consider how to layer, integrate, and sequence humanitarian and development activities with the full recognition that progress may not be linear. Resilience will be furthered by the robust learning agenda that is integral in TO 3.

Assumptions and Risks

<u>Limited legitimacy of current GDRC Administration.</u>
This strategy is predicated on making incremental progress in strengthening the government to meet the needs of citizens. One risk is that citizens view the state as so illegitimate after decades of mismanagement that they may not want to engage with it to demand services and prioritize needs. However, as demonstrated by existing programs, citizens want to see reforms and are willing to engage in reform processes—parent-teacher associations thrive, citizens interact with local governments to prioritize needs, and civil society organizations confer with ministries on policy. Ongoing involvement by citizens in a wide number of multi-stakeholder, community-level governance committees, throughout all of USAID's programs, demonstrates citizen commitment and ability to participate in their own governance structures to advance their long-term interests. In the last eighteen months there has been some increasing, yet tempered, confidence that government is making progress in specific sectors. If, however, there is an event in the future that triggers complete citizen disengagement, USAID will need to re-evaluate its strategy in line with overall USG foreign policy.

<u>A critical mass of reformers in GDRC exists in selected sectors that are receptive to implementing institutional, policy, and legal reforms.</u>
Several key institutions in the GDRC are led by strong, reform-minded technocrats, but given the unpredictability of political favoritism in the DRC, this could change. Rumors frequently abound about imminent Cabinet shake-ups, including those linked to the National Dialogue, but so far the President has kept the Prime Minister and Cabinet in place since May 2012. Now that the reform agenda is starting to negatively impact certain political elites benefiting from the status quo, it is critical that the

international community continue to provide its support publicly. USAID expects less resistance from entrenched interests on reform efforts in the social sectors where it has the most funds and where diversion of funds is less profitable. The strategy will utilize lessons learned and best practices over decades of development that highlight the need to consider socio-cultural, political, economic, and individual motivations and constraints that can hinder even the most technically correct reforms from being adopted.

USAID harbors no illusions that reforming and improving the governance of any Congolese institution will be less than challenging or that progress will be linear, but clearly progressive decision-makers should be aided. When the Cabinet is reshuffled, USAID will assess whether shifts in support to specific institutions are required.

Continued progress in decentralization.
The GDRC anticipates that decentralization will be complete by 2019, but this timeframe may be too ambitious. Greater legislative, financial, and programmatic authorities need to shift to local levels in order for local governments to be more responsive to citizen needs, while the local governments need improved capacity to manage those responsibilities. It is anticipated that continued delegation of authority to provincial and local levels will occur during the strategy, building upon ongoing decentralization progress. In particular, USAID will collaborate with other donors who are assisting the GDRC in "*déconcentration*" (the official transfer of authorities to the local level), as well as the initial reforms needed for delegation of budget authority downward.

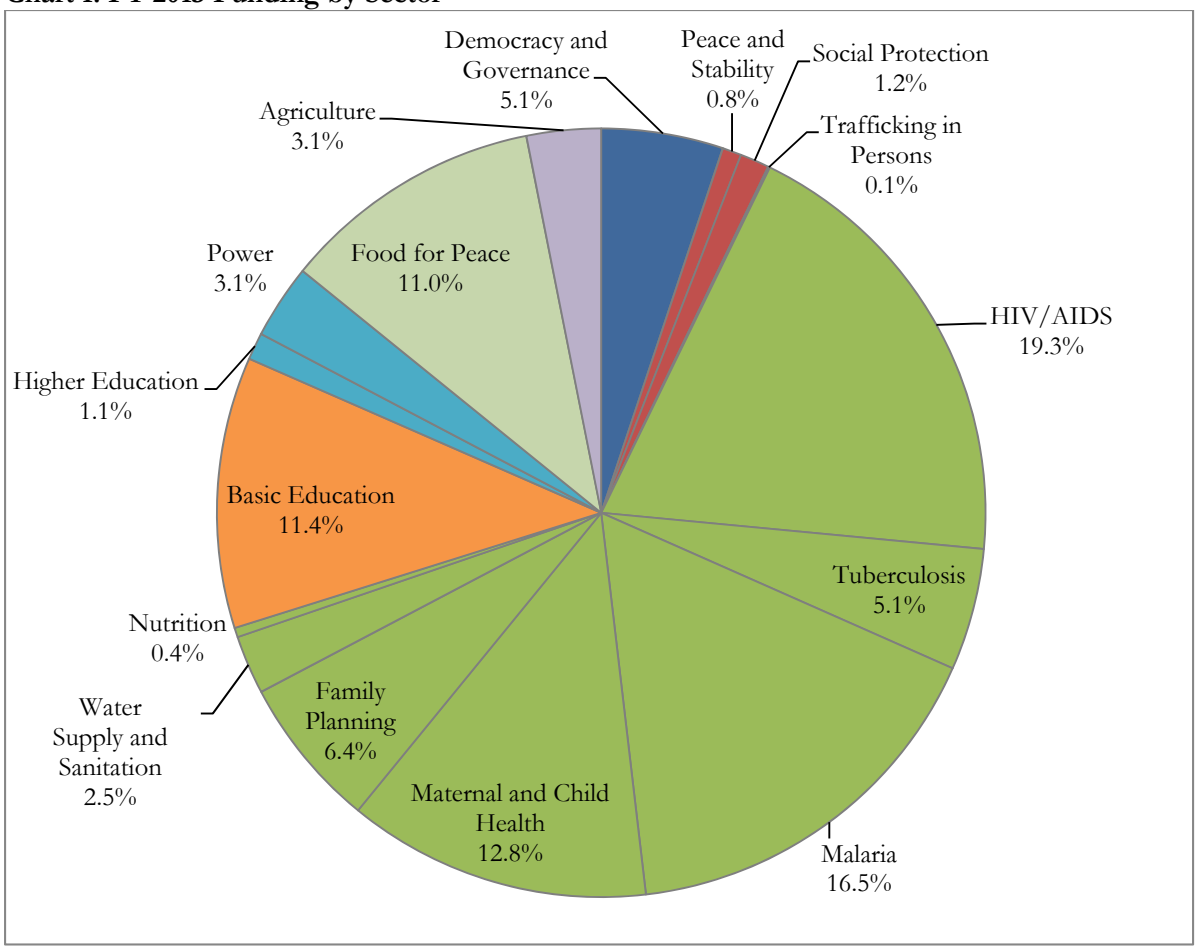
Continued instability in the East remains and inhibits significant development programming there.
In spite of the increased interest in resolving the conflicts in eastern DRC, most observers remain unconvinced that there will be a durable solution unless peoples' underlying motivations for taking to arms and fighting are addressed. The PSCF provides an opportunity to galvanize local, regional, and international players to take a renewed look at finding solutions to underlying issues. TO 3 is deliberately designed to allow flexibility of response to the changing needs of the region. The TO is intended to be able to respond either to increased conflict or to renewed stability, and USAID will increase development funding to the East should the latter be the case. However, until security and stability are achieved, development programming will have limited impact.

A whole of U.S. Government approach is taken to build peace in eastern DRC.
If the USG as a whole, including the Department of State and the Department of Defense, does not work closely to address the crisis in eastern DRC, there will be no chance of lasting peace. USAID as a development agency cannot manage the widespread security sector reform processes that must occur to transform the conflict. Additionally, diplomatic engagement throughout the region is critical to de-escalating the current crisis and addressing key political and economic governance challenges.

USAID's funding mix shifts over time.
Since 2006, USAID has seen significant increases in the amount of funding allocated to DRC. Between FY 2012 and FY 2013, the education budget nearly doubled, malaria and maternal and child health funding increased significantly, and USAID/DRC received both higher education and energy funding for the first time. A full breakdown of the FY 2013 operating year budget by sector is illustrated in Chart 1. However, only about 10 percent of USAID/DRC's budget is available to address the highest-level USG priorities in country, including democracy and governance and work to address conflict. Economic Support Fund (ESF)-Supplementals, 1207, Complex Crisis Funds, and transfers from the Democracy, Conflict, and Humanitarian Assistance Bureau have enabled USAID to respond to special interests and high visibility programs on topics such as SGBV, TIP, and conflict minerals. Given the limitation of funds, USAID concentrates its conflict prevention programming in eastern DRC, but expects that through development gains from multiple sectors other areas of the country will have an

impact on conflict prevention. However, the unpredictability of this funding renders long-term planning difficult.

Chart 1: FY 2013 Funding by Sector



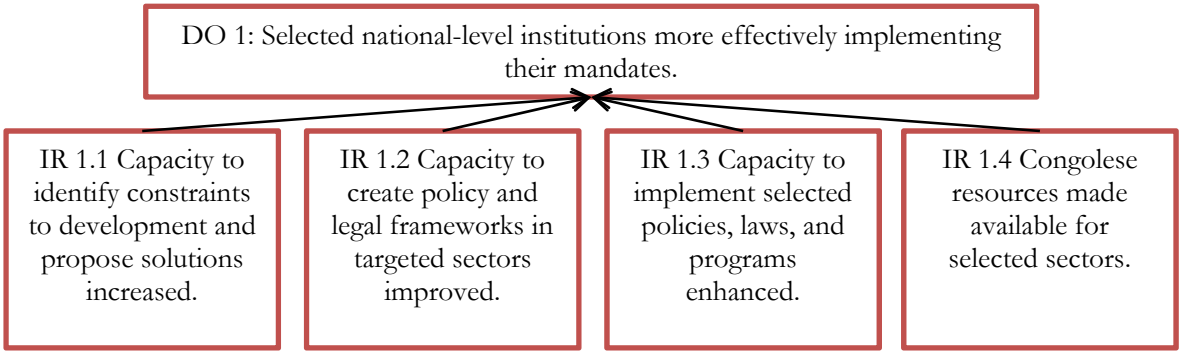
USAID will be able to advance its objectives of enhancing the capability of selected Congolese institutions and improving governance with the types of funds currently allocated. However, to really catalyze the DRC down a longer-term development path, USAID would need increased economic growth, democracy and governance, and peace and stability funding allocations over time. In particular, absent any economic growth funds except for energy, it will be difficult to directly increase incomes to above $1.25/day in the country. (For more information about the potential use of economic growth funding, see Annex 6.) While the DRC has the second largest number of people living in extreme poverty on the continent, it ranks 24th in terms of USG assistance per capita, showing a disconnect between development need and spending. USAID/DRC will use other types of funding to address extreme poverty, such as health funding. As outlined in the Global Health Framework, global health programming is central to achievement of USAID's long-term economic growth, conflict prevention, and poverty reduction mandate since people are pushed into poverty because of inefficient systems, inequitable access, and catastrophic health expenditures.

Absent robust funding, social protection programs, including those for SGBV, will have to be scaled down. And, absent the appropriate type of funds it will not be possible to do the analytical work and develop innovative programs needed to yield peace dividends in eastern DRC or continue the

responsible minerals program for more than another two years. For more information on how USAID would spend additional democracy and governance and eastern DRC-specific funding, see Annex 7.

Other donors continue to have robust funding.
The CDCS, and its geographic focus in particular, presupposes close donor collaboration and complimentary funding. For example, the AfDB will be financing infrastructure projects in Katanga and the Kasais that will improve access for USAID programs. Many other donors already have approved strategies and indications are that they will be fully funded. If funding were to be pulled from these approved strategies, it would not directly impact USAID's work but could possibly limit achievement of some results.

Development Objective 1: Selected national-level institutions more effectively implementing their mandates.



Background and Rationale

Present day and historical analyses of the DRC have all concluded that the Congolese state is inherently weak and continues to exhibit all the characteristics of both an extractive economy and a predatory political system.[52] The governing system from pre-colonial days on has been characterized by top-down authority, which imposes personal loyalties through force or influence, often providing rent-seeking opportunities while ignoring citizen needs. Today there are some strong technocratic leaders in government, both male and female, but below the top two or three tiers is a cadre of civil servants with weak skills, predominantly older in age and mind-set, and limited experience to accomplish essential reforms needed to launch the country along a path of sustainable development. While data is limited, it is generally agreed that women are underrepresented in the civil service workforce, which has implications on the government's ability to promote gender-sensitive reform. Over the past few decades, most highly qualified Congolese have fled the public sector. Of the remainder, few benefited from the extensive capacity strengthening conducted by donors in the 1970's and 1980's. This disappeared during the war period when donors emphasized humanitarian services rather than capacity development. Today, many civil servants are unmotivated, lacking modern management and leadership skills, over retirement age, and/or mired in inefficient practices.[53] Few donors have advisors embedded in ministries and virtually no direct budget support is provided.

An additional challenge for all donor programs is the fragmentation of policy formulation and implementation within the national government. For example, five national ministries have a role to play in education. This division of responsibility all too often leads to dispersed capacity and hinders effective policy coordination. Another factor that needs to be addressed is the lack of clear bureaucratic rules and procedures at the national level. Conflicting legislation in key domains such as land tenure further complicates the landscape.

The lack of capacity at the national level is an ongoing, binding constraint for all development programs. The GDRC has been highly centralized since Mobutu's autocratic rule, and key decision-making and resource allocation powers (staffing, budgets, and standards oversight) retained at the national level hamper development across the country. Achieving effective development decision-making, gender-

[52] See Englebert, Pierre.

[53] See International Development Association. An assessment of the Ministry of Justice determined that of the 6000 employees on the books, only 4000 were consistently at work. Half of the Ministry of Justice employees are of retirement age.

responsive policy creation, and enhanced capacity in targeted national-level institutions, such as the Ministries of Health, Agriculture, Education, and Justice will have positive impacts throughout the country. For instance, the GDRC is responsible for undertaking national vaccine campaigns, monitoring national standards for drugs, establishing national teacher training and curriculum standards, and hiring and deploying new judges and magistrates nationwide. A national framework of appropriate and positive legislation and regulation applied consistently and fairly is necessary for a growth oriented business environment and investment climate. USAID's experience building capacity at the provincial and local levels in DRC has demonstrated that these investments can prove unsustainable in the absence of central-level policy coherence and financial flows. Ignoring the capacity of institutions at the national level would risk exacerbating the cleavages between national and sub-national levels of government. Ultimately, sustainable improvements in health, education, justice, food security, economic growth, trade, environmental protection, and women's empowerment, all require improvements in rule of law, policy formulation and implementation, and public financial management.[54] Similarly, improvements across all sectors must also take into consideration the needs of men, women, boys, and girls in order to maximize development outcomes while also addressing sustainability. To address this, targeted institutions will be encouraged to assess how they are addressing gendered concerns and promoting gendered opportunity (female and male), and how they can strengthen their capacity, policies, implementation, and monitoring.

There is increasing recognition within the GDRC of the need to rebuild national level government institutions and that these institutions in turn need to be able to engage Parliament (to pass laws and allocate budgets), the private sector (to grow the economy and increase tax revenues), and citizens (to prioritize needs and identify solutions). The Prime Minister's Office (PMO) has specifically requested USAID to provide advisors in a range of sectors, including governance, to help create a modern-day bureaucracy. The Minister of Health and key advisors have noted how effective USAID's assistance was previously when USAID either embedded advisors within the ministry or worked closely to upgrade the skills of health professionals. And, the Minister of Education noted that his staff is poorly equipped to learn from existing programs in order to formulate policies that build upon successes.

Providing services without addressing capacity is unsustainable and creates dependency, while only strengthening capacity without ensuring adequate service provisions will further erode the social compact between state and citizens.[55] Brinkerhoff describes this dilemma by stating that "there is a trade-off between the exercise of capacity and building it."[56] USAID will maintain support for services in education, health, and justice while developing the GDRC's capacity to function as a capable government. The CDCS addresses this challenge in part by targeting the improvement of service delivery to specific geographic areas, complementing work at the national level.

USAID will also focus on improving gender equity in decision making at the national level where women remain under-represented in positions of authority. Of 36 Ministers and Vice Ministers, only six are female (Ministers of Gender, Justice, and Parastatals and Vice Ministers of Education, Budget, and Justice). Among career civil servants there are few women in leadership positions. Congolese female bureaucrats face even greater advancement hurdles than their peers in the West because a common assumption is that high-ranked women were promoted by trading sexual favors, not through merit.[57] However, when donor programs such as USAID's "Projustice" tackle such issues head-on, remarkable progress occurred, such as a significant increase in female magistrates being recruited, trained, and promoted.

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[54] See United States, Agency for International Development, *USAID Strategy on Democracy, Human Rights, and Governance*.
[55] See Brinkerhoff, Derick.
[56] Ibid.
[57] See Farzaneh, Nassrin, Laurent Kopi, and Anne Sweetser.

Description of Development Objective One

When institutions have improved abilities to plan, set policy and legal frameworks, implement programs, and manage resources, *then* there will be long-term transformational change in both the quality and quantity of services available to Congolese citizens as well as increased ownership of development solutions by the Congolese and the social compact between the state and citizens will be renewed.

Under DO 1, USAID will improve internal governance capability in selected sectors and organizations within promising national-level government institutions. Interventions will not be limited to the public sphere because the GDRC must understand the needs of the Congolese people, in particular women and youth, in order for national level institutions to more effectively implement their mandate. Non-state actors[58], including civil society, political parties, the private sector, and media, play a critical role enabling the participation of under-represented groups to advocate for change, provide oversight and new ideas, and facilitate engagement of citizens.[59] This collaboration between the state and civil society will result in development approaches that best meet citizen and country needs.[60] USAID will support private and civil society actors, including women and youth, who both advocate for change and engage with government on policy reform and oversight. Additionally, close collaboration with the private sector will allow USAID to pursue market-based solutions to development challenges. For example, there is shared value (profit and social goals) in having banks and mobile phone companies implement the electronic salary payment for civil servants.

Within current funding, USAID will work with the ministries or support institutions (governmental or nongovernmental) for: Health, Education, Democracy and Governance, Agriculture, and Energy. Other crosscutting ministries such as Gender, Plan, and Budget will be targeted for capacity building as relevant. USAID will assist those departments where improved governance is likely to have a significant, sustainable impact in terms of results within the sector. For instance, working with the Maternal Child Health Department within the MOH and with two NGOs involved with the supply of essential medicines in-country will have a tremendous impact on reducing mortality of mothers and children under five years of age. Recognizing the complexity of the DRC, USAID will use existing, or commission new, analyses (socio-cultural, political-economy, institutional, growth diagnostics, extreme poverty, etc.) to better understand diverse actors' motivations for supporting or impeding reforms that underpin development outcomes, to identify opportunities for USAID interventions, and to enhance broad stakeholder consensus on reform agendas.[61]

The geographic focus of this DO is at the national level, focusing on institutions that may be based in Kinshasa or elsewhere in the country, but that have a broader impact on development outcomes.

Intermediate Results

DO 1 has four closely interconnected Intermediate Results (IRs). To achieve the DO, USAID will provide targeted institutions with a mix of capacity building activities that strengthen their ability to plan, set policy and legal frameworks, implement programs, and manage resources. Agenda setting and planning will incorporate consultation and dialogue amongst stakeholders, including select government ministries, Parliament, NGOs, civil society, and the private sector. This planning will be evidence-based through an increased emphasis on learning and evaluation within the targeted institution (IR 1.1).

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[58] While also recognizing that non-state actors are often complicit in current patterns of poor governance.

[59] See Development Research Center. Social mobilization and citizen demands from outside the state can provide opportunities for reformers to generate change from within. Civil society engagement alone in policy processes is not sufficient to make changes happen.

[60] See Kurtz, Karl T.

[61] The political compromises underpinning reforms will need to strike a balance between local solutions and norms and national-level prerogatives, which will ultimately lead to increased accountability of all stakeholders and strengthened social contract between Congolese society and the state.

USAID will continue to support the development of policies and laws that allow institutions to produce more effective programs and the elimination of policies and laws that impede efficacy (IR 1.2). At the same time, USAID recognizes that improved policy or laws are not sufficient for development reform. In order to benefit from an improved regulatory framework, USAID will work with selected institutions to implement new policies, laws, and programs (IR 1.3). Lastly, development programs cannot be implemented unless they are adequately resourced. USAID will assist institutions to increase their ability to budget, manage, collect, and seek both GDRC and donor resources. USAID will also collaborate with other donors to promote increased funding, disbursement of resources, and improved budgetary transparency in key sectors (IR 1.4). These IRs are necessary to ensure sustainable results and for selected institutions to more effectively implement their mandates. Policy changes will mean little without implementation capacity or increased access to resources, just as the improved capacity to implement programs leads nowhere when the enabling environment is inconsistent or incoherent.

IR 1.1: Capacity to identify constraints to development and propose solutions increased.

Currently there is little Congolese capacity to inform decision-making or policy creation based on evidence, experience, or strategic planning.[62] This constraint prohibits the effective analysis of development challenges and identification of potential solutions. Critical to this IR will be strengthening targeted institutions to use evidence-based, gender-sensitive learning and evaluation to identify development constraints (including problematic policy and legal frameworks), propose gender-sensitive solutions, and establish strategic plans to address the constraints. USAID will provide support to GDRC departments involved with strategic planning as well as monitoring and evaluation. This could include funding external consultants to undertake organizational assessments, gender analyses, and sector-specific surveys for targeted ministries and executive bodies. This support will strengthen the institutions' ability to identify development needs and define the magnitude of the problem, helping the institution to better target assistance to those with the greatest need. This may include work with the Ministry of Plan in order to better coordinate and support DEPs (*Départements des Etudes et Planification*, or Planning and Learning Departments) positioned within targeted line ministries.

Development literature shows that improved planning occurs when the needs of users are included up-front.[63] Thus, USAID will provide support to agenda setting and planning that incorporates consultation and dialogue amongst stakeholders, including select government ministries, Parliament, NGOs, civil society, and the private sector to better align the interests of Congolese decision-makers with citizens' development priorities. Women's voices in these dialogues and consultations are particularly important given evidence that women are more likely to invest in public and community services, it's important to include their perspectives in decision-making processes.[64] The capacity of selected external organizations will also need to be increased to effectively participate in this dialogue. There will need to be information sharing and engagement mechanisms with institutions operating at provincial and local levels where services will be provided so specific linkages will be established with DO 2 activities.[65] Achieving this IR will involve Congolese taking on greater responsibility for providing their own vision for the future instead of relying on outsiders to both identify problems and propose solutions.

IR 1.2: Capacity to create policy and legal framework in targeted sectors improved.

The legislative and policy framework in the DRC is a patchwork of frequently conflicting or incompatible rules and regulations that inhibit the country moving forward. Some of this is a result of

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[62] The 2012 USAID/DRC Gender Analysis pointed to an absence of data management, monitoring systems, and disaggregated data as a constraint.

[63] See Isham, Jonathan, Deepa Narayan, and Lant Pritchett.

[64] See Clements, Benedict, et al.

[65] See Chambers, Victoria. Incentives to local problem solving transmitted through the state apparatus.

implementing new policy priorities over time without cancelling or harmonizing with previous laws, policies, or codes and some is the result of the long-term fragility of the state. The codes covering natural resources and land tenure are particularly complicated and problematic. Just as there is limited capacity to undertake strategic planning, there is little capacity to evaluate alternative policy and legal frameworks and identify those most appropriate for a modernizing DRC.

USAID will strengthen the capacity of selected government departments to propose and enact appropriate and gender-responsive policies and laws. Under decentralization the role of national-level government will need to evolve into more of a supportive role to provincial institutions that will be responsible for service provision. Ultimately national government will play an oversight, quality control, and standards-setting role. As institutions work on internal policy and procedural reforms, USAID can also provide information on global best practices information to improve capacity and efficiency of these units.

USAID will engage with other critical GDRC policy-making entities. This may include support to units within the National Assembly, including the policy research body as it provides technical expertise to parliamentary drafting committees, and to parliamentary committees (e.g. Politics, Administration, Justice, and Economic and Finance) as they draft legislation. The PMO has also requested USAID help to expand its reform agenda throughout the government.

Robust engagement by citizens, civil society, and the private sector with government on key reforms improves the substance and quality of legislation and policy.[66] USAID will empower targeted CSOs to engage in sector-specific advocacy and in policy formulation building upon successful experiences such as the Consultative Committee in the education sector. Women and youth involvement will be particularly encouraged.

IR 1.3: Capacity to implement selected policies, laws, and programs enhanced.

Selected institutions will also be strengthened to implement and operationalize new and existing policies, procedures, laws, and programs to address the needs of a more inclusive cross-segment of the population, including the most vulnerable. While most direct services are delivered at the local/sub-national level, and thus are the focus of DO 2, national-level government has an oversight and quality control role. For instance, if supply chain management for essential drugs is not managed correctly in Kinshasa, there is a high chance that there will be frequent drug stock-outs that will affect health service delivery around the country. If teachers do not receive their salaries regularly, they resort to requests for supplemental school fees from parents, which in turn, limits access to the free education system.

As with the other IRs, citizen engagement with national-level government will be encouraged to ensure that standards are appropriate, that quality of services delivered meet expectations, and, in some cases, that responsibility for certain functions is transferred from government to the private or NGO sectors. Transforming citizen perception of a rapacious state into one where the state is viewed as interested in the welfare of its citizens will be achieved only with improved service delivery.

IR 1.4: Congolese resources made available for selected sectors.

GDRC efforts to undertake development will not succeed unless adequately resourced. Despite increased tax revenues from the growing mining and other productive sectors, resources disappear, are allocated without transparency, and/or are never deposited into government coffers. When Parliament passes a budget for a ministry, the likelihood of the full funding ever being allocated or disbursed is slim. In all technical sectors, GDRC financial management practices have a debilitating impact on development results. Even in areas where the overall budget has seen increases, such as education,

[66] See Organization for Economic Co-operation and Development, *Citizens as Partners: Information, Consultation and Public Participation in Policy-Making.*

budget execution falls short of commitment—in this case 48 percent of the committed budget was transferred to the ministry in 2012, and of those funds only 66 percent were disbursed. With donor projects equivalent to 12 percent of the overall economy, the GDRC is too dependent on external aid to respond to the needs of citizens (p. 108).[67]

Poor budget management stems from: a) corrupt, entrenched bureaucrats; b) poor understanding of budget processes; c) incorrect application of procedures; d) inability to spend resources received; and e) poor revenue collection due to corrupt tax collection. Overall, there is a lack of commitment to transparent budgeting, revenue collection, allocation, and spending. USAID will strengthen selected ministries in all aspects of financial management from proper budget requests, lobbying Parliament for funding, utilizing appropriate GDRC procedures to request funds and proper payment procedures. Civil society and Parliamentarians are key partners in this process because they should shape and determine discussions and decisions about budget trade-offs. In addition, where needed, USAID will promote budget transparency, anti-corruption measures, and encourage public accountability.

Approach and Illustrative Activities

Health:

Over half of USAID/DRC's resources go to health but stove-piped funding streams such as PEPFAR and PMI have different operational requirements and types of results than other health funding. Nonetheless, the Mission will strengthen the capacity of selected health institutions. A key constraint to improving health indicators in the DRC is the extremely weak national supply chain management system. Without being able to ensure reliable, timely delivery of essential drugs to the provinces and down to local health clinics, health indicators will never improve. A donor sub-group has requested USAID to play a leadership role supporting and coordinating a response. Two NGOs—FEDECAME and ASRAMES[68]—have been entrusted with supply chain management for the GDRC. USAID will continue to strengthen these two organizations and relevant MOH planning, budgeting, and oversight mechanisms so that a reliable supply chain system will exist by the end of the CDCS.

USAID will also support the structural reforms adopted by the Minister of Health to decrease the number of national programs and national bureaus from 13 to seven. The donor community is still determining the leads for capacity strengthening of these new units but USAID is likely to work with the Department for Maternal and Child Health (key for Ending Preventable Child and Maternal Deaths) plus the Malaria, Tuberculosis and HIV/AIDS Departments. USAID will encourage implementing partners to embed staff into appropriate departments to help build GDRC capacity on a day-to-day basis. For HIV/AIDS, a key objective will be to help the DRC better integrate Global Fund, PEPFAR, and other donor resources into a coherent countrywide program, with a particular focus on preventing mother to child transmission. Additionally, USAID will build central MOH capacity to develop and implement policies related to the decentralization of health care services. All capacity building efforts with the MOH will incorporate both gender sensitivity in health care provision as well as female empowerment within the Ministry in order to improve health outcomes for women and girls.

USAID plans to strengthen the national departments of Human Resources and Finances and Planning. Building upon lessons learned in the education sector, USAID will assist the Ministry to find solutions to ensure health care workers receive their salaries so that citizens are not being charged unnecessary fees at the health zone level. USAID support to the Demographic Health Survey (DHS), to be completed in 2014, will be expanded to strengthen the health information system to permit timely,

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[67] See World Bank, *Country Assistance Strategy for the Democratic Republic of the Congo: FY 2013-2016*.

[68] *Association Régionale d'Approvisionnement en Médicaments Essentiels* (ASRAMES) and *Fédération des Centrales d'Approvisionnement en Médicaments Essentiels* (FEDECAME)

evidence-based decision-making in the sector. The new Advisory Body to the Health Minister for MCH will be reviewed to determine whether it is a viable approach to reinforce strong public-private-NGO engagement in health services.

USAID will continue to strengthen the Kinshasa School of Public Health (KSPH), the nation's premier public health training institution and a vital partner to the GDRC, so that KSPH can receive direct donor funding by the end of the strategy. KSPH trains public and private sector health managers who make decisions that determine policy, governance, and long-term sustainability of DRC's public health system. USAID's support will include strengthening the skills of female health care managers. KSPH also produces internationally accepted and locally relevant data and analysis to inform policy makers and program managers. The objective is to transform KSPH into a viable, internationally recognized institution by the end of the CDCS.

Education:

In order to improve learning and evidence-based decision making, USAID will collaborate with the Ministry of Education and national universities to initiate a robust operations research agenda on topics such as: 1) monitoring the relationship between school fees, enrollment, and student learning outcomes; 2) studying the relationships between learning outcomes and repetition and dropout; 3) evaluating inclusive community engagement/oversight on access and learning outcomes; 4) assessing retention and frequency of school departure for boys and girls in high risk areas; and 5) evaluating the impact of primary and secondary education for girls with respect to progress in the health and economic sectors.

The Minister of Education has identified that ensuring that salary payments are delivered to certified teachers is fundamental to fully implementing the free education for all primary children policy. USAID will assist the GDRC to ensure teachers are paid their full salary regularly. In close collaboration with DFID, WB, and UNICEF, USAID will reinforce SECOPE's (the Teacher Payroll Service) oversight, monitoring and reporting capacity and test the implementation of the new electronic salary payment system in Katanga Province, and then nationwide as resources permit, in close collaboration with banks, cellular phone providers, CARITAS (a Catholic Church institution which is the GDRC vendor for rural teacher salary payment) and other relevant ministries (Budget and Finance) as required. USAID will also cooperate with other donors and the Ministry to build an integrated Education Management and Teacher Management Information System that can track school level information related to teacher qualifications and attendance, student achievement, and school infrastructure, disaggregated by sex as appropriate. A possible unintended outcome of improving the teacher salary payment system could be that the teaching profession is seen as stable employment that attracts more female teachers. Currently, only 27 percent of teachers are female. Recruitment and training of female teachers at all levels of education would provide positive role models and encourage girls to attend and stay in school.

Ministry officials acknowledge improving access to schooling means little in the face of poor standards because most children are currently learning very little. Thus while increasing access and retention, especially for girls, as part of Room to Learn, USAID will also focus on improving the quality of primary education. In particular, USAID will reinforce the departments responsible for curriculum reform (the School Programs and Materials Directorate - DIPROMAD) and teacher training (the National Teacher Training Service – SERNAFOR). Work on curriculum development will capitalize on the many technical sectors with which USAID is involved. Age-appropriate reading material and messaging on issues such as family planning, HIV/AIDS, malaria control, and civic education will be incorporated into the curriculum. Other areas to build policy-making capacity include the national bilingual education plan (starting children's education in their native language and then transitioning to French over the first several years of primary school) and possible incentives to increase the number of female primary school teachers.

USAID will also assist the government and civil society to implement the National Reading Road Map, including the establishment of a Congolese Reading Oversight Body and developing a reading curriculum for the primary system. In addition, USAID will build the Ministry's national-level capacity to develop and use diagnostic tools (such as the Early Grade Reading Assessment) for early diagnosis of gaps in instructional practices and learning. USAID will provide technical assistance to the GDRC and the instructional unit of the Ministry of Education to revise in-service teacher professional development to include instructional approaches for early grade reading instruction with clear links between training, certification, and accreditation that are recognized by the government. USAID will also strengthen the capacity of the Inspector General (the key authority to monitor and ensure the most important educational outcomes, including student learning) to support the rollout and implementation of performance standards for reading.

Democracy and Governance:

Based on a performance evaluation of a recently completed justice reform project, USAID will continue to work closely to build the capacity of the Superior Council of Magistrates (CSM- the lead body for the independent judicial branch), the new Constitutional Court, and the national Court of Appeal, by helping them to develop and implement procedures and internal court management regulations. USAID may also expand its previous successful activities training and promoting women magistrates which have significantly increased their numbers overall and in leadership positions as well as changing the perceptions of male magistrates who will continue to serve as a barrier to equal justice for men and women. USAID will build the Ministry of Justice's capacity in financial management and budget formulation. USAID may target capacity building for the Ministry of Justice's DEP to help the Ministry develop realistic and prioritized action plans and budgets. Similarly, USAID may support the Permanent Commission for Legal Reform in the Congo, a neglected part of the Ministry of Justice, which has crucial roles to play in reforming major areas of law (family, commercial, labor) that can propel or impede development, as well as ensuring that laws are consistent with the Constitution. USAID will collaborate with other donors to provide assistance for the Judicial Training School to provide specific and continuous professional development to judicial personnel. Finally, USAID will support national-level NGOs that monitor the judiciary, including on issues of judicial independence, impunity, and access to justice, while also increasing the involvement of civil society in justice reform processes.

USAID's governance activities at the national level will scale up the successes of USAID's current Good Governance Project, which has witnessed impressive gains in citizen-government engagement in local development planning and budget oversight, local revenue collection, and the launching of public-private partnerships to build public infrastructure. Lessons learned from the work with women in public administration will inform the elaboration of rule of law interventions and foster gender equality within the governance sector. USAID will assist the PMO to identify and overcome policy and bureaucratic barriers that inhibit administrative reform and enable corruption, while facilitating the implementation of decentralization and other important initiatives. USAID may also work with Parliament to complete the legal framework for important reforms related to decentralization. USAID will consider complementing other donor investment in public financial management reform. This could entail working with external control bodies, such as the Parliament, to enhance their oversight, budget planning, or policy capacity.

USAID recently began supporting political party strengthening, with a special emphasis on increasing the involvement of women and youth in politics. This program will help parties develop stronger platforms that are responsive to citizen demands. Likewise, USAID will work with CSOs that are advocating for key governance reforms. USAID will support civil society and the media to create platforms for public information sharing and dialogue on the most pressing public policy issues and to inform the public about the work of the government throughout the DRC. The role of women and youth in leading this dialogue will be emphasized, particularly through media programming.

USAID will continue to collaborate with the Independent National Electoral Commission (CENI) to support local, provincial and national elections. This may take the form of supporting CENI and Congolese NGOs' civic education campaigns, something the CENI has already requested. However, GDRC plans for and underlying interests in elections remain unclear, and any proposed USAID assistance will need to respond to the evolving situation.

Economic Growth:

The DRC's impressive macro-economic growth has largely been derived from strong receipts from the industrial mining sector. Although agriculture most certainly would be the engine of growth that will have the greatest impact on extreme poverty reduction, the sector is so under-developed that it will be some time before its transformative power will be unleashed. The GDRC has only recently released its National Agricultural Investment Plan, which was endorsed by the Common Market for Eastern and Southern Africa and the African Union during a business meeting in November 2013. Nonetheless GDRC commitments to the sector remain unimpressive, whether financially or in terms of needed reforms to attract private investors.[69]

With limited FtF funding (approximately $7 million per year, much of which must be used for the un-funded micro-enterprise earmark)[70], USAID support to DO 1 is likely to be modest. Over the next several months, USAID proposes a review of the agriculture sector to determine where investments at national and/or provincial levels will deliver the greatest benefits. Under DO 1, choices include: a) a robust policy reform agenda; b) support for one or more national-level institutions, including the Ministry of Agriculture, the national agriculture research institution (INERA) or the moribund national extension system; c) enhancing agricultural input supply systems; and d) strengthening the capacity of the GDRC to engage with and attract foreign investment, among others. Supporting a gender responsive policy formulation or reform in the agriculture sector is key, given 72 percent of the agriculture workforce are women. Reducing gender inequalities in access to productive resources and services for women could raise agricultural output and thus, increase economic growth for the DRC, as agriculture accounts for 40 percent of the GDP.

Until the GDRC provides greater clarity on its commitment to the energy sector, and specifically to the Inga 3 dam-construction project, USAID options on assistance in this sector will remain fluid. USAID will identify and place a short-term energy advisor in the PMO to provide broad oversight and guidance to the sector with an option to create a two-year extension. USAID may provide core support to the new institution that will manage the Inga 3 project or to its precursor if no new institution is created. Other possibilities include a) improving the electricity utility's (SNEL) capacity to manage energy transmission and revenue collection; b) working within the Ministries of Energy and Portfolio to manage their core functions; c) assisting the GDRC to attract the financing to build Inga 3; or d) promoting smaller hydro projects that would deliver energy more quickly to the mining sector in Katanga or eastern DRC. Barriers to women's involvement in the energy sector will be assessed as the new program is developed to see how to improve their involvement in the industry, as regulators or as private suppliers of energy.

USAID has no dedicated funding for the extractive industries sector. This is an extremely important sector where ongoing USAID investment has proven highly successful. If new funding is provided,

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[69] The GDRC made no firm commitment on a plan to increase its meager two percent of the budget going to agriculture. A controversial article in the Agriculture Code passed at the end of 2011 requires 51 percent Congolese ownership of land and despite constant assurance that this will be revised there has been no progress and the latest word is that there may remain a 20 percent requirement when revised.

[70] In FY 2013, USAID/DRC received a $9.6 million unfunded microenterprise earmark, significantly limiting choice of investment in the agriculture sector.

USAID will work with the Ministry of Mines in developing legislation and policy, in line with best practice to support responsible mining. Lessons learned and recommendations from projects at local levels will inform this work. Improving the governance capacity of the Ministry of Mines will ensure that national-level interventions will contribute to strengthening the operators, institutions, and provincial government services that sustain the profitable, conflict-free supply chains to meet due diligence requirements of global markets.

Cross-cutting:

Most ministries have neither the capacity to properly forecast, plan, and manage budgets nor to lobby Parliament for appropriate resources. One crosscutting activity will be to strengthen selected technical ministries in budget cycle management, budget execution, financial planning, and budgeting while also working with the Ministries of Plan, Budget, Finance, and Public Function. As this is an area of considerable donor interest, USAID will only complement their efforts and address gaps. USAID may also support GDRC fiscal oversight entities such as the Inspector General of Finances as well as media, CSOs, and women's organizations, to play a larger role in providing oversight and ensuring budgetary transparency. USAID will continue to lobby for gender equality through the National Thematic Group on Gender working with other donors and stakeholders.

All technical sectors stand to benefit from increased utilization of improved technology, particularly mobile phones. Cell phone companies are considering expanding coverage into fairly remote areas partially as a result of lower cost cell tower options piloted by a USAID-Vodacom partnership. Around the globe, cell phones are being used for a wide range of social services including such options as patient follow-up, data collection during elections, providing crop prices, distributing weather information, paying salaries, and so forth. USAID intends to expand use of mobile phones in many of its programs in order to further the geographic reach, deepen impact, and increase equitable access to programs. There are many other promising technologies that can be adopted as well such as the use of MP3 players in education, expanded use of solar panels or small hydro-schemes for energy in remote areas. Other technological innovations being tested around the globe will be incorporated into programs as appropriate.

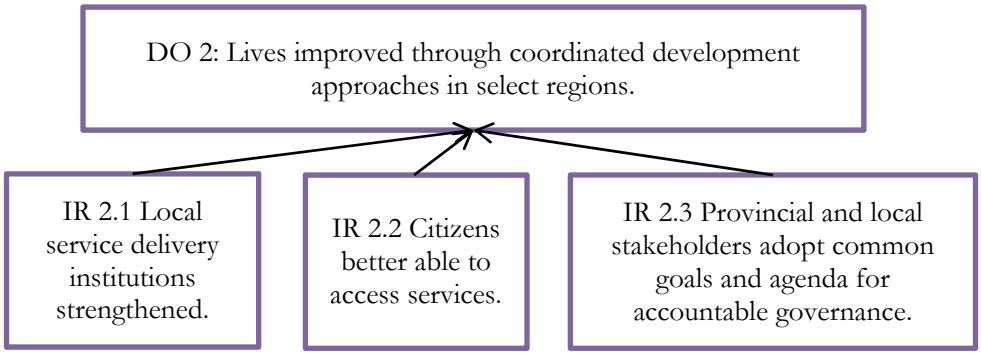
Other Actors

While international donors continue to discuss common strategic messages to the GDRC, there is excellent cooperation at technical levels in all the sectors USAID plans to engage. Whether in agriculture, energy or mining, close collaboration will be required with the WB, the AfDB and DFID, all of whom have more resources in these sectors. USAID will partner with both DFID and UNICEF in health and education. Additionally, a large group of donors and multilaterals, including the EU, WB, UNDP, AfDB, and DFID are working extensively to improve public financial management, at the national level with specific ministries (including some proposed for USAID programs) and in many provinces. USAID will work with these donors and Congolese government bodies such as the GDRC's Coordinating Committee for Public Finance Reforms to ensure its activities are aligned. France, WB, South Africa, AfDB, and UNDP are working on public administration reform that will complement USAID's portfolio.

What's Different?

The CDCS differs from past strategies because it focuses on building Congolese capacity to create a different development trajectory. Unlike the last few years, where USAID's focus has been on enhancing service provision, the new CDCS will work with the GDRC, civil society, and the private sector to empower Congolese to identify their needs and appropriate solutions, manage development activities, and know where and how to resource them. Even as this institution building takes place, USAID will continue to focus on improved service provision at lower levels. It is anticipated that when national-level institutions are better able to execute their mandates, better services will be provided over time reinforcing the social compact between the state and its citizens.

Development Objective 2: Lives improved through coordinated development approaches in select regions.



Background and Rationale

After decades of ineffective public administration, low budgetary allocations, and conflict, human and institutional capacity is generally weak, particularly at the sub-national level, making it difficult for the government and private entities to meet the needs of citizens. This failure is exacerbated by the lack of consultation between provincial and local governments and communities over resource allocation. When interactions do take place, often it is merely a gathering where government agencies inform communities of decisions.[71] Although some sort of social compact may have existed between local authorities and citizens back in the 1960s and 1970s, this has eroded to such an extent that most Congolese no longer even know what they should be expecting in terms of access to quality services. Furthermore, they do not know how to go about advocating for adequate basic services from the state or NGO providers. This issue is particularly acute for women who have been disempowered to voice their needs. Yet, even poor Congolese value good services and productive inputs as demonstrated by their willingness to pay for both healthcare and education, even though the latter is supposed to be provided free by the state.[72]

Development literature highlights that there are synergistic effects of basic development interventions. For instance, the longer girls stay in school past the primary grades, the lower their fertility rates[73], the better nourished their children are[74], and the more likely they are to adopt preventive health care[75]. Better-nourished children are healthier and learn better in school.[76] Educated citizens understand democratic principles better[77], and more prosperous individuals have more time to engage with government and civil society[78], not being obliged to scramble every day just to feed themselves and their families. While adoption of new technologies is not directly related to income levels, having a financial cushion certainly makes it easier to take risks and to innovate.

Unfortunately the needs are so great in the DRC, and GDRC and donor resources are so scattered, that these synergies are not yet occurring on any scalable basis for development to have a lasting,

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[71] See *Youth Roundtable*.
[72] The GDRC spends one dollar for every $2.70 that parents spend on education and the GDRC spends a little over one dollar for every $4.50 that households contribute to health care. See Democratic Republic of the Congo, Ministry of Health and see University of Ouagadougou.
[73] See Martin, Teresa Castro.
[74] See Emina, Jacques, Ngianga-Bakwin Kandala, Joseph Inungu, and Yazoume Ye.
[75] See Ainsworth, Martha, Kathleen Beegle, and Andrew Nyamete.
[76] See Glewwe, Paul, Hanan Jacoby, and Elizabeth King.
[77] See Glaeser, Edward, Giacomo Ponzetto, and Andrei Shleifer.
[78] See Rosenstone, Steven, and Raymond Wolfinger.

transformational effect on the country. As a result, although there have been some improvements in social and macro-economic indicators over the last twenty years, about 85 percent of the population still lives under the extreme poverty line[79], 46 percent of children under the age of five are stunted[80], and two-thirds of third and fourth graders do not know how to read a single simple word of text[81]. While multi-dimensional poverty indicators have also improved, the depth of poverty is so acute (where nearly half of Congolese live on less than 50 cents per day) that a significant level of development investment is still required if we are to achieve post-MDG goals. Both donors and the GDRC are beginning to recognize that clustering resources in a specific geographic area is needed to achieve significant reductions in maternal and child mortality, increased literacy, and a reduction in poverty. There is also a growing recognition, based on local-level interventions, that both improved services and improved governance occur when there is increased engagement among communities, government, civil society, and the private sector. At local levels, there is a direct link between empowering citizens to demand services and more effective development programming.[82]

USAID will strengthen systems that deliver services to local populations, transitioning away from an inherently unsustainable approach where USAID projects simply help deliver services, to a facilitative approach where projects engage local and provincial stakeholders to drive the change processes and thereby achieve systemic improvements. Stakeholder ownership of the change process will be emphasized, especially inclusion of marginalized women and youth. These interventions will reflect the Agency's emphasis on engaging and developing local systems in order to maximize development results.[83] The USAID/DRC Gender Assessment revealed extreme gender inequality, which has an impact on when and whether women and girls gain access to services. This different degree of access by marginalized populations needs to be considered when designing all new programs. USAID will work with local populations to define realistic expectations of improved services and delivery mechanisms. The success of such an undertaking requires both USAID and stakeholders to acquire the capacity to learn from various interventions and to apply these lessons to refine implementation.

Description of Development Objective Two

While appropriate national level policies, legislation, systems, and programs are essential to furthering the DRC's development objectives, they are not sufficient. Service provision at the local level is ultimately responsible for improving citizens' lives. USAID will improve the administrative and organizational efficiency of selected provincial and local institutions in specific geographic regions, selecting sectors that will have an impact at the grassroots level, for those with the greatest need, and in this manner improve the lives of Congolese citizens.

When interventions better focus resources, leverage cross-sector and geographic synergies, build the capability of local institutions to deliver services to the Congolese people, and empower citizens to engage with governments on their needs, *then* there will be a transformation of the citizen-state relationship and improved, sustainable delivery of services that improve lives in the long-term. By encouraging true local ownership of the development process, and fostering partnership and coordination among essential public, private, and civil society stakeholders, empowerment and sustainable development will occur (p. 26).[84]

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[79] See World Bank, Development Research Group.
[80] See Ministry of Plan and Macro International.
[81] See Aber, John Lawrence, et al.
[82] See Lyons, Michal, Carin Smuts, and Anthea Stephens.
[83] See United States, Agency for International Development, *Local Systems: A Framework for Supporting Sustained Development CONSULTATION DRAFT*.
[84] See Andrews, Matt.

DO 2 will enhance the quality of life of Congolese citizens by improving services for health, education, justice, and economic growth at local levels, as well as by strengthening governance institutions, such as provincial and local assemblies and the media, as resource levels permit. USAID will support local and provincial institutions to provide quality services in keeping with the capacity building principles described throughout DO 1, including improved planning, oversight, transparency, and accountability. Without developing the capacity of Congolese institutions to deliver services in a sustainable manner, short-term achievements will erode or collapse as donor funding and priorities change (pgs. 326-350).[85]

In keeping with the CDCS vision as well as USAID's Policy Framework, USAID will strengthen the social contract among government, civil society, and the private sector. In order to ensure greater accountability, citizens need to be knowledgeable about and empowered to take advantage of economic opportunities and social services. To achieve this, USAID will educate citizens on what services the government should be providing and what level of quality to expect, as well as address questions of availability and affordability.

Recognizing how disadvantaged and disempowered women and young people typically are, provincial and local activities will ensure that these groups are actively involved in changing the social dynamic, so that the roles and responsibilities of all citizens in a functioning democracy are reinforced.[86] Although few women hold official positions at any level of government, networking at the local and community levels across provinces can be used to encourage the participation of women in local political processes.[87]

Geographic Focus:

To achieve development synergies, USAID will cluster its rural interventions in three provinces, and, to the extent possible, in two economic corridors. The first is in southern Katanga along the corridor that reaches from Kolwezi to Kasumbalesa, on the border with Zambia, passing through Lubumbashi. The second corridor is between Kananga, Kasai Occidental, and Mbuji-Mayi, Kasai Oriental. The catchment areas around the urban centers defining the corridors provide for increased market and employment opportunities. USAID's rural health program is already located in these three provinces, and there is also some USAID engagement in other sectors. Both the AfDB and the WB intend to make key infrastructure investments–roads, rail, water, and power–in these provinces. Furthermore, DFID and USAID will have health and education activities in contiguous areas, allowing both agencies to determine if donor synergies lead to quicker improvements in health and education indicators as anticipated. As part of the CLA approach, USAID will study the impact of collocation of activities.

To accommodate higher funding levels in some sectors, constraints placed on Presidential Initiative funding streams, and the continued growth of cities, USAID will also concentrate in three urban areas: Kinshasa, Kisangani, and Lubumbashi. In particular, health programs will be implemented in these cities. PEPFAR funding will remain concentrated here, as well as along the Lubumbashi-Kasumbalesa corridor, given the high HIV/AIDS prevalence rates, but will be reduced in rural health zones where prevalence is low. PMI resources will first target health zones in the CDCS focus provinces, and then expand based on MOH requests. Conversely, USAID investments in economic growth, agriculture, and education may be limited to only one or two provinces due to lower funding levels. Democracy and governance funds will be allocated in all three provinces since governance improvements are key to the success of the entire strategy.

Geographic clustering will not limit USAID's ability to meet targets set forth in international agreements (such as reducing child mortality or increasing access to basic education), as needs are great in every

[85] See Sarriot, Eric, Jim Ricca, Leo Ryan, Jagat Basnet and Sharon Arscott-Mills.
[86] See Carothers, Thomas, and Diane de Gramont.
[87] See Farzaneh, Nassrin, Laurent Kopi, and Anne Sweetser.

province. If current poverty rate trends and population growth rates continue, it is expected that Katanga and the Kasais will be the three provinces responsible for the highest total number of Congolese in extreme poverty, totaling upwards of 30 million people by 2030.[88] Combined, the three provinces have a total of almost 2.5 million out of school youth.[89] All three provinces are far from achieving the national target for child mortality (82 deaths per 1000), with both Katanga and Kasai Oriental at 145/1000 and Kasai Occidental at 158/1000.[90] By limiting programming to certain zones, progress towards achieving development targets can, in fact, be accelerated. Both adopting a systems approach during project design (in order to conceptualize how interventions might influence one another) and embracing continuous learning through the CDCS learning component, will be essential if USAID is to successfully identify the extent to which cross sector synergies emerge within a particular local context.

Intermediate Results

DO 2 has three closely interconnected Intermediate Results. Several fundamental problems affect the ability of Congolese to access services: availability, quality, citizen's awareness, and affordability. To achieve the DO, USAID will provide targeted provincial and local institutions with a mix of capacity building activities that improve their ability to plan, set policy and legal frameworks, implement programs, and manage resources. (IR 2.1) Ultimately, this institutional strengthening will be focused on improving the supply of service provision, with a particular emphasis on quality and availability. USAID will also address the demand side of service provision by working with communities to understand their rights, increase their knowledge about available services, and make services more affordable either through reducing the cost of the service or increasing household incomes. (IR 2.2) Lastly, this approach requires directly concentrating on the engagement between citizens, the state, and other intermediary institutions to fortify the social compact. (IR 2.3) All three aspects are necessary in order to transform the citizen-state relationship and to deliver sustainable services that improve the lives of Congolese.

IR 2.1: Local service delivery institutions strengthened

It will not be sufficient to strengthen national level decision-making, oversight, or quality control institutions to see improvements in the quality of life of Congolese citizens in urban or rural areas. The extreme weakness of provincial and local institutions must also be mitigated if there is to be any improvement in service delivery. As with DO 1, DO 2 will strengthen selected departments within provincial ministries to plan, budget, and implement programs with the aim of achieving improved quality and availability of services. This capacity building will include improving an institution's ability to target services to those with the greatest need, including women and children.

USAID will improve "institutional value chains" under IR 2.1 by improving coordination across all levels of government. For instance, frequent stock-outs of essential medicines preclude patients from receiving basic health care. USAID will help solve this problem by enhancing the management capacity of the entire supply chain at all levels of government: national, provincial, health zone, and local. Similarly, to achieve sustainability in the delivery of teacher salaries through bank accounts or mobile money, USAID and other donors will need to assess and improve every step of the salary payment system from Kinshasa on down to individual schools.

USAID's institutional development work under this IR will emphasize improving the quality, availability, and equitable access to services. In education, for instance, increasing the number of children, particularly girls, attending school is meaningless unless quality improves. USAID will improve the

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[88] Data is scarce and the projection is based on UN population growth estimates and two provincial poverty surveys. If the Kasais manage to reduce - or even flatten (it rose between 2005 and 2012) - the percent of their citizens in extreme poverty, their numbers will be lower.

[89] See University of Ouagadougou. Katanga: 1,334,876; Kasai Occidental: 473,452; and Kasai Oriental: 637,219.

[90] See Ministry of Plan and Macro International.

teacher training systems at provincial and local levels to improve educational outcomes. Given the logistical challenges in DRC, USAID will also explore innovative methods to move services closer to communities including using technologies such as radios, MP3 players, and cell phones. Together, UNICEF and USAID are already strengthening community health care approaches to achieve this. Increasing access to justice through mobile courts will also be explored.

IR 2.2: Citizens empowered to access quality services

Strengthening service delivery institutions, as noted above, should help address issues of availability and quality, but service delivery has been so inadequate and absent that many Congolese have little idea what they should be receiving from the state, NGO, or private sector service providers. At the same time, for a variety of reasons, ranging from generational and cultural aspects to a simple lack of awareness and understanding, citizens often do not take advantage of the full benefits that development activities offer. The DRC Gender Assessment revealed that power relations, gender norms, and inequalities are barriers to women's access to some basic services (health care, education, or justice). USAID will conduct gender analysis of all interventions at activity level to inform program formulation and to ensure equitable service delivery. To improve citizen awareness, USAID will educate communities on what services should be available, what they should cost, and on quality standards. Armed with this knowledge, citizens will be better positioned to demand and utilize services. Raising awareness will require a variety of behavior change communication approaches, including messaging on community radio stations, community-level dialogue, and other site-specific approaches. Messaging will be tailored to different population groups--men, women, youth and marginalized segments of the society--for greater impact. USAID will partner closely with NGO and CSO networks to build upon existing communication channels.

Even where quality services exist, the cost can be prohibitive for many Congolese. For example, the largest barrier of access to education is the fees that parents must pay to enroll their child to cover school operating costs, even though according to GDRC policy, primary education is free for all. USAID expects that institutional improvements achieved with IR 2.1 will indeed help to reduce costs, but will also pursue novel ways to subsidize services for the poorest of the poor and implement various income-generating activities, particularly in the agriculture sector, to increase people's ability to afford services, as funding permits. USAID will expand on current knowledge of voucher payments for health care, village saving and loans associations, and scholarships to determine their effects on access to services at the community level.

IR 2.3: Provincial and local stakeholders develop common goals and agenda for accountable governance

Decades-long experience in DRC has shown that when citizens, the state, civil society, and the private sector identify problems and solutions collaboratively, there is a better chance of making progress on a common agenda than when the state acts in isolation. To give but one example, in Lubumbashi, the commune-level government expressed frustration about the lack of state resources to provide services, exacerbated by citizen unwillingness to pay taxes. With USAID support, CSOs and the local government together identified their needs, prioritizing what the government needed to provide but also what citizens needed to do to make it happen. The CSOs then joined the government in a campaign to emphasize why paying taxes is linked to service provision. In response, the government reformed its revenue collection process, incorporated citizen oversight and participation, and ultimately increased revenues. Then, the local government created a public-private partnership with a local firm to construct and run a market on a fee-basis, because the market was the top priority by the community. However, such partnerships are rare in DRC.

When local school administrators and parents work together through Parent-Teacher Associations (PTAs), improvements in school infrastructure and improved safety for girls have occurred. Congolese law mandates that local-level community governance structures, such as PTAs and Community

Development Associations (CODESAs), be representative of the community with an emphasis on female participation. Women are often nominated to be the treasurers of PTAs because communities assert that women manage money more responsibility. These changing perceptions of gender roles form an excellent basis for expanding female empowerment.

In all sectors, USAID will develop mechanisms and create space for joint stakeholder planning and prioritization so that communities can advise government and others of real needs and become more engaged in finding local solutions to local problems. To succeed, actors at multiple levels must have a stake in the success of the process, developing common goals, and managing and overseeing implementation of solutions. Trust between the different stakeholders will need to be nurtured, but there are already examples from the DRC to show that this can be achieved. Because empowering citizens to improve government accountability is a complex process involving political dynamics as the citizens interface with state institutions[91], USAID will ensure that it continues to pay particular attention to those who stand to benefit or lose from reform efforts.

Approach and Illustrative Activities

Health:

In anticipation of decentralization, the MOH has begun devolving authorities to 26 new health districts (DPS in French). This restructuring will have substantial impact on how the health system operates at provincial, health zone, and local levels. USAID governance interventions in the Health sector will increasingly focus on improving the overall management capacity of selected provincial and local institutions, financial resource management and planning, budgeting and accounting, human resource management, drug procurement, and the application of health data and information technology. DO 2 will target the same MOH departments and partners involved in maternal/child health, malaria, HIV/AIDS, and tuberculosis as noted in DO 1. Activities to improve supply chain management through ASRAMES and FEDECAME, and other Congolese institutions will be extended from the national level down to local health centers.

In terms of specific health care activities, USAID will expand prevention and treatment services for survivors of sexual violence, which is ubiquitous throughout the DRC, as part of the essential basic services package established by the GDRC. In addition, USAID will train health care workers and administrators at all levels more broadly about gender, gender-based violence, and human rights. Water, sanitation and hygiene (WASH) programming will be integrated as appropriate with USAID's broader rural and urban health activities.

USAID will continue robust behavior change communication programming for health to ensure citizen awareness of best practices including sanitation, family planning, bed net use, and prevention of HIV/AIDS, among other topics. The Gender Assessment noted that men use health services less than women because they perceive the services as being primarily for women and children. The Gender Analysis of the health sector in DRC also demonstrated that gender norms also impact on women's access to health care; as they have relatively little power in their household and that men make all decision related to the use of family income, which includes health care. To insure gender integration into health activities, USAID will promote male involvement in maternal and women's health activities and promote initiatives of positive deviance in geographic areas of implementation of health related activities. Young people are surprisingly unaware of modern contraceptives, and women may feel they need their husband's permission to use contraception methods. Both the Gender and Youth Assessments noted that greater attention to men's health needs could have benefits for the broader family in terms of increased use of modern contraceptives and a reduction in risky behavior. Bed nets may be used for other purposes than malaria prevention unless men are targeted specifically on their

[91] See Tembo, Fletcher.

correct use and efficacy. Thus, disaggregating approaches by gender, age, rural or urban location will be an essential feature of behavior change communication programming. USAID will also pilot and test models of improved service delivery, community grant schemes, voucher payment systems, community-level insurance, performance based financing, public-private partnerships, and private sector and social enterprise zone approaches that could improve access to services. Promising approaches will be carefully evaluated and then scaled up.

USAID will focus on strengthening and engendering CODESAs to be responsive to a broad cross section of society's needs, particularly for women's and youth health. USAID will then support CODESAs to engage citizens in problem identification, joint planning, and quality, management, and budgetary oversight in health zones. This work will increase the transparency of public resource flows in the health sector and greater responsiveness to citizen priorities. As requested by MOH officials, implementing partners, to the extent possible, will be embedded within GDRC institutions in order to ensure enhanced institution building.

Education:

The national-level government oversees education, but schools are run by a mixture of public, private, faith-based, and other non-governmental organizations. Among the many challenges present at the DO 2 level, one of the largest and most critical is education financing. As the government shoulders an increasing proportion of education financing and enacts reforms to improve access, quality, equity, and retention, it is critical to build local education provider capacity to adopt approaches in education aligned with both government policy and education best practices. Much of USAID's Education Goal 1 (improving reading skills in primary school) and Goal 3 (expanding access to education in regions witnessing crisis and conflict) work that USAID will initiate at the DRC national level will be extended to and linked with institutions and communities at the DO 2 level.

Under Goal 1, USAID will emphasize strengthening teachers' skills and performance in the teaching of reading in order to improve literacy, reduce barriers to education, and increase enrollment and retention. USAID will expand its existing professional development program to strengthen teachers' capacity in early language and literacy development, utilizing scientifically proven early grade reading methods. These methods are the foundation for future academic success and overall gains in student learning outcomes. Improved instruction will enable students to progress on time through the school system, reducing school-year repetition and the associated costs to parents, families, and communities. USAID will continue to build and equip teacher resource centers, which are in great demand by provincial education authorities and teachers. Based on previous experience, USAID will continue to support the GDRC's Alternative Learning Programs directed at out-of-school youth by providing such students a primary school certificate in three years rather than six. Results from this program have demonstrated that girls tend to excel in this system. Interventions such as incorporating gender sensitivity in teacher training will also increase girls' access to education.

At the same time, other activities will address governance and system strengthening, to gradually shift communities away from paying fees to increased oversight roles. Under Goal 3, USAID will connect the national level payroll planning and control work with SECOPE to the provincial and sub-provincial level to ensure that paychecks (cash or electronic) reach rural teachers and that SECOPE satellite offices can monitor teacher identity and attendance.

Work with communities will span education quality and access objectives. Education is the number one priority for most Congolese, and the sector on which even extremely poor people are willing to spend money—the average Congolese family spends 11 percent of income on education costs. As teachers' salaries are paid more regularly and pay scales increase, it will be important to maintain parental involvement and identify innovative approaches to capitalize on their willingness to spend money on education. USAID will engage communities and parents to support classroom-based and extra-

curricular learning opportunities, more flexible learning schedules, community tutors, and teaching assistant programs to support the expected influx of students. USAID will also build the capacity of School Management Committees and PTAs to provide oversight, planning, joint accountability, and decision-making in schools.

Democracy and Governance:

In the justice sector, USAID will improve financial management and general management skills at courts in targeted provinces. This will include helping to introduce procedures and systems to bolster the transparency of court decisions, to determine appropriate fee structures, and to improve financial management overall. USAID will also support legal education and assistance for citizens to ensure they have the requisite knowledge to access courts, and will support court monitoring by CSOs, including women's organizations. USAID may target courts that manage particular caseloads, such as commercial and juvenile disputes or providing assistance to the administrative chambers within courts that handle election-related disputes.

USAID's ongoing governance program has had notable successes working at provincial and local levels, with evidence that the social compact between the state, citizens, civil society, and the private sector is gradually being renewed. Future programs will strengthen the lowest level administrative unit (ETD - *Entités Territoriales Décentralisées*), as well as provincial government, in targeted provinces to complete local development plans, increase local revenue collection, and improve citizen oversight of budgets. The purpose is to change governance practices, particularly by directly involving citizens in identifying local development priorities, in the introduction of gender-responsive legislation and policies, and in the oversight of revenue collection and budget execution. USAID will identify skills gaps at the provincial level so that financial management systems can be put in place that will enable ETDs to assume budget commitment authority. Finally, USAID will work with provincial government bodies, including provincial assemblies and executive branch departments, to strengthen their ability to engage citizens and to formulate policy and law so that decentralization can succeed.

USAID electoral assistance will be dependent on USG foreign policy, requests by the GDRC, and the participation and roles of other donors. With no clear schedule or formal request in place at this time by CENI, USAID's role is only speculative. One option will be support to provincial and local branches of CENI to plan and conduct local, provincial, and national elections. Another, perhaps more likely, possibility is USAID support to CENI in conducting civic education, as has already been informally requested by the CENI President. Depending on resources available and other donor intentions, USAID may decide to support logistics in targeted regions related to local elections, particularly voter registration. USAID will also work with local CSOs already engaged in civic education and elections observation, including the Episcopal Conference for Peace and Justice (CEJP- *Commision Episcopale Justice et Paix*), the development arm of the Catholic Church, which has considerable experience in election observation and is a USAID Forward partner.

Economic Growth:

As noted in DO 1, USAID funding for agriculture is limited but could conceivably have an important impact on improving the quality of life for citizens if funds were invested in one or more value chains within a limited geographic region where it is linked to other USAID health, nutrition, education, and democracy and governance (DG) activities. As USAID responsibly phases out of current value chain activities in three western provinces of the DRC, it will assess the agricultural potential in the new CDCS development corridors. This effort will begin with a rigorous analytical exercise that identifies value chains with the highest potential for inclusive growth, which captures lessons-learned from on-going projects to inform new activity design. USAID will take a market systems approach to gender sensitive value chain development in these new corridors. New programming will focus on women as evidence shows that women are a cornerstone to improved agricultural production and household nutrition.

FFP has already targeted vulnerable populations in northern Katanga for assistance. In light of the extreme poverty in most parts of Katanga and the two Kasais, it is expected that additional resources will be requested for use within the geographic region of DO 2.[92] FFP development programs will focus on improving food security for vulnerable populations, combined with nutrition and health activities. Here too, particular emphasis will be placed on women's role enhancing nutrition for their families.

While the bulk of USAID's current extractive industries activities are currently in the East, artisanal mining is found throughout the country. If resources are available, ongoing work to establish conflict-, child labor-, and TIP-free supply chains will be expanded to DO 2 provinces, and provincial ministries of mines will receive institutional strengthening. Until a decision is made on how much energy funding will go to the Inga 3 project, it is difficult to determine the types of provincial energy activities USAID will be able to undertake.

Cross Cutting:

Just as with capacity challenges at the national level, most provincial ministries do not have the capacity to properly forecast, plan, request, or manage budgets. Thus, a crosscutting activity will be to strengthen selected provincial ministries, both technical and cross-cutting such as those responsible for planning, budgeting, finance, and broader public administration functions. USAID will also support media and civil society to play a larger oversight role to ensure improved budget transparency.

There has been a proliferation of donor-generated parallel governance structures that may replicate those mandated by law or created by communities. USAID will undertake social/institutional analyses of the current interactions between community organizations such as PTAs and CODESAs, in order to determine how to better engage at community levels. Creating viable institutions will be the goal of crosscutting NGO/CSO strengthening activities.

Community radio has a key role reinforcing the social compact between the state and citizens. USAID will support local media to connect citizens with local government, to promote budgetary and decision-making transparency. Local media can be effective overseeing both the quality and availability of services. USAID will also use radio stations as a tool to promote development best practices across all sectors.

USAID will explore new technology to increase the geographic reach of its programming and to overcome development challenges in DRC. For example, cell phones can be used for messaging nutrition and MCH best practices, patient follow-up, crop prices, election results and so on. Use of technology will not be limited to mobile phones, but could also include micro-hydro projects to provide electricity for production and use of radios to conduct teacher training for remote communities.

Given the DRC's vulnerability to climate change, multiple sectors ranging from agriculture to health, will consider climate change impacts (increasing temperature, changing rainfall patterns) in their planning.

USAID/DRC's Youth Assessment highlighted that innovative programming is required to meet labor market demands and employer needs. USAID will pursue programming that promotes youth entrepreneurship, increases access to training and mentorship programs, and provides financing opportunities that encourage youth participation in growth sectors such as extractive industries, agriculture, and transportation. USAID will address these needs on a limited scale through a vocational training program that will encourage micro-level entrepreneurship, particularly in agriculture. Expanded

[92] Discussions are ongoing between USAID/DRC and FFP/Washington regarding the current and future placement of development food aid programs.

linkages will be created with mining companies who would like to source food locally and provide alternative employment to the large numbers of people who have flocked to their concessions and to local banks that already have Development Credit Authority guarantees.

USAID/DRC's Gender Assessment noted that Congolese women are among the most disempowered and oppressed in Africa. Yet time and again, data from USAID's projects shows that when given the opportunity, women can become more assertive, take on leadership roles, and begin to play a stronger role in community life, the workplace, and politics. USAID will continue leadership training and networking for women in the public sector as well as target women's participation in various grassroots associations and civil society groups.

The Mission's new girls' education project, EAGLE, exemplifies sectoral integration (health, education, and SGBV), with its strong focus on changing entrenched unequal gender norms while expanding access to services within two urban areas. EAGLE focuses on providing a safe school environment for girls transitioning from primary to middle school—the time when they are most likely to drop out. Jointly funded with Education and PEPFAR resources, it provides scholarships for vulnerable girls, but more importantly aims, through training and sensitization activities for students, educators, and parents, to reduce gender stereotypes, to combat sexual harassment and sexual violence, and to increase community knowledge of reproductive health and the prevention of HIV/AIDS.

USAID/DRC already has a number of successful public-private partnerships (PPPs), including work with brewery, mining and cell phone companies, American investors in agriculture, and local banks. USAID and the private sector have shared development interests. Industrial mining companies that have seen artisanal miners converge on their concessions are becoming concerned about both unemployment and underemployment in neighboring communities; Vodacom is seeing the benefits of new technology to deliver services in extremely remote areas; and enterprises are even beginning to see sufficient promise in unstable areas where they are willing to invest. There is a significant opportunities to expand USAID/DRC's PPPs with potentially great economic and social benefits. If done strategically, these partnerships can even influence the investment climate so that more responsible investors are attracted to DRC, who are in positions to better manage the economic and social risks of creating employment and generating transparent tax revenues. This is inherently positive for governance, security, and economic development. The partnerships may also serve to convene stakeholders, including sources of finance, to design and finance critical infrastructure, anti-corruption activities, introduce new tax and business regimes, and to engage in border de-bottlenecking; all areas that are critical for the country's growth but where USAID has limited funding to invest. USAID will also consider whether it will be possible to create multi-sectoral, multi-company PPPs in Katanga to strategically pool resources and expand economic growth more quickly.

Other Actors

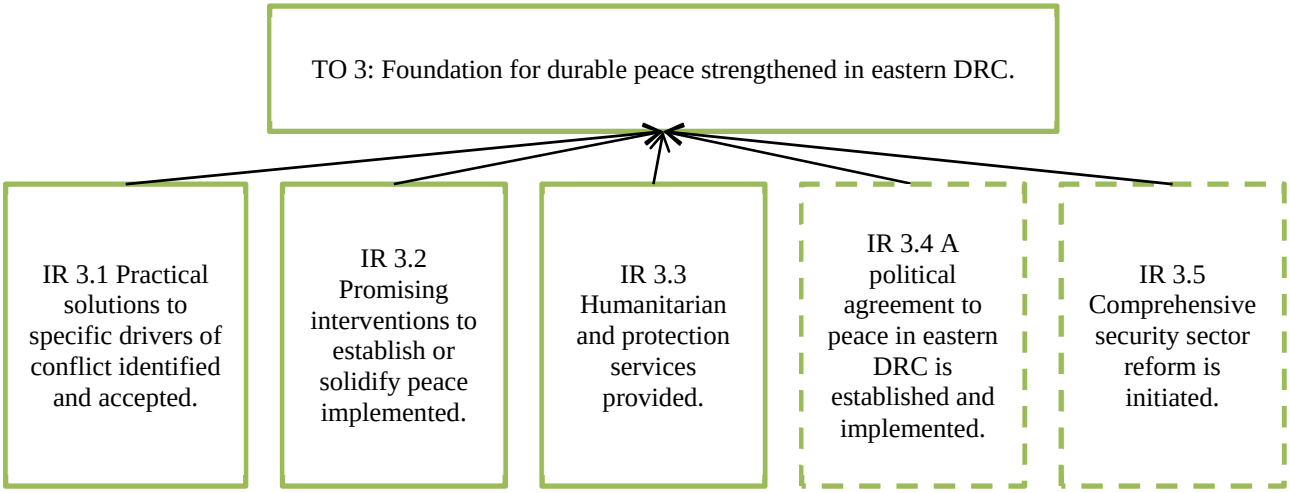
Donor coordination at provincial and local levels will be absolutely essential to achieve DO 2 results. A number of other donors will be working in all three provinces where USAID intends to target resources. Detailed discussions are ongoing with DFID, AfDB, Belgium, France, the WB and others to ensure synergies and avoid duplication of effort. Some of USAID's success will depend on infrastructure funded by other donors. In education, USAID and DFID are discussing possible joint programming and the two organizations have also closely coordinated health activities to ensure there is no duplication of efforts in any given health zone. USAID and UNICEF are already collaborating in providing basic health kits to pregnant women and mothers. Decisions on where to locate new programs will be made jointly with the MOH. USAID has proposed that a coordination mechanism be set up at the provincial level to ensure that our partners work collaboratively and to strengthen the provincial government's donor coordination role.

What's Different?

As with DO 1, USAID's approach in DO 2 is strongly focused on institution and capacity building instead of direct service provision. This shift in emphasis will be critical to meeting the goal of making progress toward effective government and an empowered citizenry. Citizen engagement in decision-making at the provincial and local levels will be particularly important over the five-year strategic period in order to renew the social compact. As there have been initial successes in capacity building and citizen engagement over the last five years, USAID will take these lessons to improve activities throughout the portfolio.

The geographic focus is particularly notable as a change. Previously, USAID had programs spread across the country, with no coherence between technical sectors (see Annex 4) for a map of previous programming. The focusing of USAID's interventions in the two Kasais and Katanga will allow for greater synergies across sectors, maximizing development outcomes. A focused approach will also promote greater collaboration and coordination with provincial and local stakeholders.

Transitional Objective 3: Foundation for durable peace strengthened in eastern DRC.



Dotted boxes represent results that must be met in order for there to be long-lasting durable peace. These results are outside of USAID's manageable interest but are being pursued by other interagency and international partners.

Background and Rationale

Eastern DRC is an active conflict zone with no clear guarantees on a transition to peace. The signing of the PSCF in Addis Ababa in February 2013 between eleven African countries and four regional bodies[93], accompanied by the appointment of high-level international envoys to the region, has created a sense of optimism within the international community that peace prospects now are among the most likely in recent years. The routing of M23 by the Armed Forces of the DRC (FARDC), supported by MONUSCO, increases the sense of optimism. However, this peace will only come to fruition if there is serious commitment on behalf of both the GDRC and the international community. The list of previous peace agreements is long and yet conflict continues, making observers temper their optimism that the PSCF will achieve lasting results. Previous efforts at peace were mired by the lack of GDRC and international donor ability to fulfill commitments, particularly as they relate to addressing the underlying interests fueling the conflict; little political will by the GDRC to make tough decisions related to security sector reform; and a weak stance by the international community on meddling by neighboring states. As a result, the region has remained extremely volatile with conflict ebbing and flowing since 1996. Even with the defeat of the M23, there are still upwards of 40 other armed groups operating in eastern DRC.

Researchers on fragile states have shown that post-conflict countries have a much higher tendency to fall back into conflict than stable ones. Transitioning to a normal development trajectory, marked by inclusive growth, takes a long time and strong political leadership to prevent recidivism to conflict and

[93] The eleven signatories of the Framework are: Angola, Burundi, Central African Republic, DRC, Republic of the Congo, Rwanda, South Africa, South Sudan, Tanzania, Uganda, and Zambia. The four international organizations are the African Union, the International Conference of the Great Lakes Region, the Southern African Development Community and the UN. Since the original signing of the Framework, Kenya has also signed on.

fragility.[94] This accentuates the challenges in the DRC where political dialogue processes have often failed due to lack of trust, inclusiveness, and leadership or because they did not address the fundamental grievances that prompted the conflict. One major finding of the USAID-funded DRC Gender Assessment is that, despite considerable activism, women's attendance at peace negotiations has been minimal, and they have had virtually no role in decision making. Fostering leadership and enhancing the quality of the participation of women, particularly to play a decision-making role in peace processes from the community to international levels, will be essential if the DRC is to make progress towards a democracy that is representative of its population and embraces citizen's aspirations for peaceful, participatory, sustainable development.

Simple narratives have dominated the public discourse on the DRC, focusing on illegal exploitation of mineral resources, ethnic tensions, or weak governance as the primary cause of conflict, and on the violent sexual abuse of women and girls as a main consequence, followed by the extension of state authority as the central solution. Such narratives tell only a part of the story, and in some cases lead to distorted assistance or even had unintended negative consequences on the ground. Some analysts, in fact, assert that the lack of sustained peace building is partly due to analytical mistakes.[95] For instance, the planning assumption that eastern DRC was in a post-conflict period since 2009 led to a misallocation away from activities to build peace at the local and national levels, ultimately leading to a waste of resources when the underlying conflict dynamics re-escalated.

Many factors contribute to the continued instability in eastern DRC, including competition over natural resources (land and minerals) which are benefiting regional elites; traditional ethnic enmities which are manipulated by local and regional politicians for their own benefit and that have been exacerbated by an influx of small arms into the region; lack of economic opportunities that makes joining armed groups attractive for youth; residual Rwandan fears of a security threat from the Democratic Forces for the Liberation of Rwanda (FDLR - *Forces Démocratiques de Libération du Rwanda*); and local militias that have become criminal gangs, among others.[96] Without an accurate understanding of the drivers of conflict and appropriate programs to address their root causes, conflict resolution and stabilization activities, even when coupled with progress towards sustainable development, are doomed to fail, as has been demonstrated repeatedly in the region.

TO 3 will undertake analyses to identify solutions to drivers of conflict while ensuring that citizen's humanitarian needs are met, particularly for those who are most vulnerable to the effects of conflict. It will prioritize the conflict-affected areas of eastern DRC: North and South Kivu, northern Katanga, and parts of Maniema and Orientale. However, it will be flexible enough to focus on other parts of the country should a worst-case scenario occur and conflicts re-emerge elsewhere in the country. This Objective is the most difficult to monitor because USG personnel have had very limited access to assess needs and do field monitoring of eastern DRC programs. This challenge will be discussed further in the Monitoring and Evaluation section of the CDCS.

Description of Transition Objective Three

The continued volatility in eastern Congo warrants a transition objective that will provide USAID the flexibility to adjust programming to be responsive as events unfold on the ground, with the ultimate goal of achieving an environment in which sustainable development can occur. Although the PSCF could accelerate progress, USAID hypothesizes that progress must be made on certain reforms before the East can really pass to a post-conflict mode where a full development agenda can be adopted. Thus, TO 3 has five IRs, three of which are within USAID's manageable interest and two of which are

[94] See Collier, Paul, et al.
[95] See Autesserre, Séverine.
[96] See Rift Valley Institute.

dependent on the GDRC, neighboring countries, USG interagency partners, and the international community.

When practical solutions to the specific drivers of conflict are identified and accepted and then appropriate responses are implemented; coupled with steady progress in citizen's basic needs being addressed, *then* USAID will have contributed to strengthening the foundation for durable peace in eastern DRC. Underpinning this hypothesis is the need for political agreements to be implemented and progress on security sector reform to be underway; otherwise, little will change and no transition out of crisis can be expected. Significant political will and engagement of both the GDRC and international actors will be necessary. To achieve effective and empowering development, Congolese must play a key role in shaping peace processes. USAID's approach is in keeping with the principles of the New Deal for Engagement in Fragile States, which emphasize that affected countries must themselves lead conflict and fragility resolution processes, and recommend a greater prioritization by donors of capacity building activities.

TO 3 will support interventions that seek practical, depoliticized, and inclusive solutions to conflicts, predominantly at the local level. This approach recognizes that transition processes are not linear and will require programmatic flexibility. For instance, despite the optimism post-2009 that pockets of stability had been expanding and it was time to undertake stabilization activities, not only has instability increased again, but also much of the infrastructure USAID and other donors financed in North Kivu fell into M23 rebel hands in mid-2012. Zones targeted by FFP programming because internally displaced people (IDPs) had returned and needed assistance became inaccessible, and more traditional health and education development activities proved difficult to implement. Even peace and stabilization programming has been delayed or moved to new locations due to continued insecurity.[97]

TO 3 will have a strong analytical or operations research agenda to identify practical solutions to specific drivers of conflict. This will require teasing out the different strands of interests and concerns to determine potential winners and losers and to identify sustainable solutions by identifying creative, practical options to resolve the conflict. Under TO 3, where sufficient security exists, successful models of community-level activities will be applied, continued, or expanded that link community-level interventions with local, provincial, national, and regional peace-building and governance initiatives. An emphasis will be placed on women's participation in these processes, as experience has shown that Congolese women transcend their political and ideological differences for the interest of the population. As the operations research agenda gathers momentum, recommendations and findings will inform new activities that address underlying causes of conflict.

Significant and responsible foreign and domestic investment is occurring, mainly in mining and agriculture, because of the country's great economic potential, despite the security and governance challenges. In this context, successful, ongoing USAID activities to promote responsible mining, cash crops, and income-earning improvements will be reviewed and expanded as possible, particularly focused on income generation for women, as female economic empowerment is critical to ensuring family resilience. This could include expanding PPPs to leverage USAID resources. Potential intervention areas for these include formalizing and legalizing artisanal mining on or near industrial concessions, expanding alternative livelihoods choices, and promoting regional infrastructure planning and improved economic governance. These programs may also work around CARPE landscapes to maximize the USG's investment from both USAID/DRC and USAID/Central Africa Regional.

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[97] U.S. personnel falling under Chief of Mission authority at the Embassy had been prohibited to travel to North Kivu from October 2012 until late August 2013. The State Department still controls travel and limits the number of people in the East at any given time and requires Regional Security Officer presence. Implementing partners have had to delay or halt activities due to acute instability in eastern DRC.

Humanitarian, food security, and social protection programming will continue under TO 3, with a renewed focus on the transition to development in areas were conditions permit. The situation will be closely monitored to determine when conditions are met to engage in more traditional development per USAID's Resilience Strategy.

Under all scenarios, strengthening Congolese capacity will be a crosscutting priority, in keeping with the Local Solutions Framework and the principles of the New Deal. Just as with DOs 1 and 2, TO 3 will build the capacity of Congolese institutions to engage with citizens and increase the ability of communities to constructively engage with authorities. Community recovery efforts will emphasize improved social cohesion, with a gendered approach, while repairing the shattered social compact between the GDRC and its citizens.

The UN Security Council and UN Special Envoy Mary Robinson have clearly emphasized that women's voices must be heard because they are both major victims of the conflict and an essential part of any lasting solution in the Great Lakes Region. Women civil society leaders worldwide have proven to be far more willing than political leaders to work with their former enemies on common areas of concern in order to build a better future for their children (e.g. post-Rwanda genocide, Liberia, former Yugoslavia). In line with the National Action Plan on Women Peace and Security, USAID will seek opportunities to bolster CSOs, including women-led groups, and promote women leaders' inclusion in peace processes.

Intermediate Results

TO 3 has three closely interconnected IRs within USAID's manageable interest. Given the lack of research on conflict drivers, USAID will undertake operations research to propose practical, implementable solutions. (IR 3.1) Either building upon experience with conflict mitigation or stabilization programs or from results of this research agenda, USAID will implement programs that support community efforts to achieve sustainable peace and improve their quality of life. (IR 3.2) Since it is unlikely that all conflict will be mitigated during this strategic period, USAID will also ensure that the humanitarian and protection needs of citizens are met, while continuing to work on conflict mitigation and resolution. (IR 3.3) In keeping with the strategic principle of empowering Congolese, all of these IR's will include explicit leadership roles for Congolese, and for women in particular. USAID will coordinate with other USG actors to ensure complementarities with diplomatic engagement (IR 3.4) and security sector reform (IR 3.5) activities.

IR 3.1: Practical solutions to specific drivers of conflict identified and accepted

USAID will conduct operations research (OR) to identify specific drivers of conflict and potential practical solutions and will involve local, national, regional, and international researchers, practitioners, and diplomats. The OR will assess to what extent certain factors either cause or reduce the outbreak of conflict, and could range from participatory rapid appraisals to in-depth fieldwork. For instance, what is the relationship, if any, between the provision of basic services to communities and recruitment into armed groups? Is the lack of services, such as education, a driver of conflict? Does increased economic activity and related decreases in extreme poverty reduce the chance of conflict restarting? What are women and men looking for from the state versus services that can come from other sources? Conflict and peace-building studies from other countries and regions can help identify some of the relevant triggers or factors to assess. This research will also differentiate legitimate political grievances of armed groups with those who have a purely criminal agenda. Importantly, existing research emphasizes identifying solutions through broad stakeholder dialogue.

Ideally a think tank or public policy institution would do the analysis, organize a debate around critical issues, and propose solutions. Such an organization would help to bridge the gap between the academic, policy-making (government), business, and civil society communities through the generation of policy-oriented research and analysis. In the Congolese context, it may be difficult to identify a credible and

impartial organization to play such a role. Thus, USAID will need to identify creative mechanisms to start this effort while considering how to develop Congolese capacity to manage such processes in the future. Resources include local NGOs and universities that focus on conflict studies and peace building, regional institutions such as the Rift Valley Institute, international groups such as the Center for Humanitarian Dialogue, and international think tanks. Researchers will be paired with practitioners so that when a conflict driver is isolated and understood, practical solutions to resolve it can be identified, and the appropriate mechanism or process for getting stakeholder buy-in can be established. Identifying gender advocates and experts who can participate in this process will be a priority.

USAID/Washington has funded the Conflict and Development Lab at Texas A&M University through the "Higher Education Solutions Network" to identify critical development challenges, inform solutions through data collection and analysis, scale promising solutions to magnify positive impacts, and expand the global network of problem solvers. Texas A&M is currently assessing and developing research partnerships in country. Research themes may include youth population engagement, local institutions and elite competition, natural resource management, and local coping strategies to promote resilience. Information derived from this research will also contribute to TO 3.

IR 3.2: Promising interventions to establish or solidify peace implemented

A variety of community recovery and conflict prevention efforts are required when acute conflict dissipates and before stability is achieved in order to build a foundation for durable peace. Building upon the PSCF momentum and promises, USAID will assess prior and ongoing community-level interventions that showed results under the International Security and Stabilization Support Strategy (ISSSS) to determine their applicability to the current context of stabilization and restoration of state authority. As progress is made on the research agenda laid out in IR 3.1, USAID will adopt findings, lessons learned, and recommendations into the design of new programs. Tackling a wide range of conflict drivers over the CDCS period will lay the foundation for peace, by preventing renewed conflict, even if some of the more intractable problems are still present at the end of five years. Given current budget scenarios described later in this strategy, program implementation will remain modest unless there is a sudden, significant increase in funding in peace building and stabilization funding.

While stabilization efforts to date have failed to make lasting changes, USAID and other donors have had success with some local-level and regional activities that if replicated or expanded could accelerate the path to peace. This includes local-level conflict mediation and peace building activities, reintegration of child soldiers into their communities, and establishing conflict-free mineral supply chains. Activities to provide alternative or improved livelihoods, including those funded by FFP, also contribute to peace when expanding economic opportunities and overall food security and nutrition for local communities. Cross-border interventions that strengthen economic ties among Great Lakes countries will be pursued, in coordination with USAID/East Africa, to the extent that resources permit. An integral part of this IR will be empowering local communities, and women in particular, to make decisions and to work more effectively with state institutions.

Activities to provide alternative or improved livelihoods, including those funded by FFP, also contribute to peace when expanding economic opportunities and overall food security and nutrition for local communities, particularly for women. Cross-border interventions that strengthen economic ties among Great Lakes countries will be pursued, in coordination with USAID/East Africa, to the extent that resources permit. An integral part of this IR will be empowering local communities, and women in particular, to make decisions and to work more effectively with state institutions. Gender perspectives will aim at promoting the engagement of women in all decision-making related to conflict resolution and peace building activities, and encourage the formation of effective networking, especially for women, to broaden participation in peace building organizations and facilitate wider sharing of new ideas and approaches.

Some of USAID's current activities have demonstrated that it is possible to begin establishing a foundation for peace with impact at the community-level, and thus may be continued.

- USAID's Good Governance Program supported the Ngweshe Chiefdom in South Kivu, to strengthen the administration of the budget and improved public delivery of services to the local population. Upon seeing the progress, a neighboring chiefdom then used their resources to hire a consultant to undertake the same activities, demonstrating that there is interest in improving governance at local levels.
- Land dispute mediation activities involving communities, IDPs, and vulnerable populations (including widows) can result in reduced conflict, particularly if coupled with deeper land tenure reform at the national-level to legalize mediated solutions and regularize land ownership in the future.
- Responsible mineral trade pilot projects have created community governance structures for designing and monitoring conflict-free supply chains. Corruption has been reduced and illegal trafficking by FARDC officers has been reported with negative consequences for the perpetrators.
- Pilot activities aimed to certify conflict-free, child labor-free, TIP-free mineral supply chains have shown local people that they can actually make more money by following the rules than by engaging in smuggling. Expanding these programs though may require improved understanding of how high-ranking individuals within the region benefit from the entrenched system.
- USAID is piloting and scaling up a variety of community development and resilience programs using both Economic Support Funds and FFP development resources. These will be assessed to see how they promote peace and will be expanded as conditions permit.

IR 3.3: Humanitarian and protection services provided

A foundation for durable peace cannot be established as long as people are being uprooted, their livelihoods disrupted, and if they live in constant fear of suffering human rights abuses and atrocities either from armed groups or marauding state security forces. Eastern DRC is one of the most complex humanitarian crises in Africa, requiring a massive response to help citizens meet their basic needs. This effort is primarily led by the OFDA and FFP emergency efforts, with social protection and food security also being addressed through development programming. Planning and implementing the emergency response is challenging due to population movements and the difficult physical logistics of delivering assistance. Successful integration of sustainable development components, such as providing seeds and tools and supporting income generating projects, have been included in this effort, even while the focus has been on meeting basic subsistence needs, which is clearly difficult when the continued future stability of any given area is so frequently unclear.

Under IR 3.3 the continued provision of humanitarian services will reduce the suffering of IDPs and host communities, and when conditions are right, help launch them back on a path to normalcy by providing interim livelihood assistance until they can benefit from more traditional development assistance. Gender-sensitive programming will be critical as humanitarian crises affect females and males differently. As conditions permit, closer links will be established between IR 3.3 and IR 3.2 so that as zones become more stable, community-level peace-building and livelihood programs can be targeted to the most vulnerable, and where possible, more traditional development interventions can recommence.

USAID will work closely with other USG counterparts to help prevent widespread violence and atrocities as possible. The USG as a whole will track security developments in eastern DRC, monitoring trends and incidences to determine whether a broader response is necessary. External information sources are of critical importance to this effort- and the UN, with its 25,000 staff members spread across the DRC, remains the best placed to take on this role. Forums such as the interagency Eastern DRC

Working Group and the Atrocities Prevention Working Group coordinate USG efforts based on available information and assets appropriate for a response.

Approach and Illustrative Activities

Office of Foreign Disaster Assistance

OFDA will maintain a highly dynamic yet flexible program. It may frequently change partners, type or scope of interventions, and geographic location as situations evolve and needs change. Needs assessments will take into consideration the differing requirements of those affected by conflict, including women, youth, and children. Sector priorities include: agriculture and food security; health; economic recovery and market systems; humanitarian coordination and information management; WASH; logistics and relief commodities (non-food items); and protection, including prevention of and response to SGBV.

OFDA is seen as a leader in supporting contingency-based programming, including the UNICEF Rapid Response Mechanism, logistics common services (UN Humanitarian Air Service), and humanitarian coordination and information management (UN Office for the Coordination of Humanitarian Affairs). All are essential to effective, efficient, and timely humanitarian response. OFDA will seek opportunities to expand this contingency approach with additional innovative projects that incorporate flexibility and responsiveness.

Where there is clearly very limited stability and significant population displacement, the response will focus on the provision of primary health care, WASH, and nutrition through support to local community structures assisted by international NGOs, as well as support to IDP groups (including camps) primarily through the aforementioned Rapid Response Mechanism and other contingency-based response initiatives.

When the security situation has significantly improved, OFDA will facilitate female and male IDP returns by helping these populations re-locate to their home areas and re-integrate into their communities. A primary objective is to return populations to pre-conflict levels of food security and livelihoods through programs in agriculture and economic recovery. This time-limited basic assistance creates a transition/exit strategy, allowing OFDA to shift assistance to more acutely affected populations.

Food for Peace

FFP will continue to provide considerable funding to the U.N. World Food Program and NGOs to address emergency food security and recovery needs of highly vulnerable beneficiaries, particularly IDPs. FFP will continue its use of cash, food vouchers, and locally and regionally procured commodities in addition to provision of U.S. food commodities to meet emergency food needs in a timely, cost effective manner. In addition, FFP development food aid programs are currently assisting populations in North and South Kivu and northern Katanga improve food security, nutrition, and health.

Economic Support Fund Activities

- Undertake OR that engages Congolese to identify solutions to key drivers of conflict.
- Strengthen inclusive community-based conflict resolution mechanisms.
- Provide technical support for more effective engagement in peace talks and assistance in their implementation (i.e. Addis PSCF agreement and PSCF benchmarks, UN and U.S. special representatives, Kampala talks, etc.)
- Support the process of reintegration of persons associated with armed groups, including former combatants, women, and children.

- Strengthen the social contract through democracy and governance programs that link men and women to their government.
- Train female and male magistrates to insure they can address key challenges of eastern DRC, such as SGBV and other human rights abuses, trade and land tenure conflicts.
- Support quality and equitable public services such as health care or education in chronic crisis zones to build community resilience.
- Pilot alternative instructional models within communities, including differentiated accelerated learning programs that reintegrate out-of-school girls and boys into the early primary school system or help older female and male students achieve their Primary School Certificate in order qualify to enter the secondary school system.
- Support innovative pilots to address development challenges such as Eastern Congo Initiative's coffee project and the American Refugee Committee's Social Enterprise Zone approach in South Kivu, and closely monitor results to determine when expansion may be warranted.
- Scale up conflict-free mineral programs and activities.
- Continue emergency and longer-term programming for SGBV survivors while simultaneously strengthening Congolese institutions to assume responsibility in the future.
    - Promote the engagement of women in decision-making related to conflict resolution and peace building activities, and encourage the formation of effective networking for women, to broaden their participation in peace building organizations, and facilitate wider sharing of new ideas and approaches.

Other Actors

Two key elements of TO 3 are not in USAID's manageable interest and will require close coordination with the USG interagency and other external partners: achieving and implementing a political agreement for peace, and achieving demonstrable SSR. The State Department and the Department of Defense (DOD) clearly have the lead role for SSR, including military justice and police, while USAID's justice sector activities are supportive. State will continue to lead the diplomatic dialogue under the PSCF.

Other donors remain similarly committed to providing both emergency humanitarian funding and funding for stabilization, peace building, and economic growth programs in the East. These include the WB, DFID, the EU, the Netherlands, Switzerland, Sweden, France, and Belgium. The WB has pledged more than $1 billion in additional funds to help improve the lives of people in the Great Lakes Region. Both DFID and the WB are planning on conducting additional analyses, including political-economy studies, from which USAID's programming will benefit.

Donors have reviewed previous stabilization activities under MONUSCO's ISSSS program and observed little impact. ISSSS has now been revised but there is skepticism about whether the new approach will work any better. Though it is difficult to reach consensus on how best to approach humanitarian, stabilization, and development work in such an unstable context, USAID will continue to participate actively in the dialogue and bring its own experience to bear.

Humanitarian aid is coordinated through the UN Office for the Coordination of Humanitarian Affairs, which oversees a network of sectoral clusters, each specializing in a particular type of assistance in a particular area and each of which is designed to provide a "last-resort" supplier of assistance if NGOs and other UN Agencies are slow to react to a crisis. USAID provides financial support to the UN Office for the Coordination of Humanitarian Affairs, and is an active participant in all related coordination structures.

What's Different

A key lesson learned between 2009 and now is that the duration and potential of modest security gains should not be overestimated in eastern DRC, and that underlying issues can resurface to detract from

any gains that are made. Under the previous ISSSS, donors pledged significant funding to rebuild eastern DRC without addressing the root causes of the conflict, ultimately wasting significant sums of funding in unsustainable and uncoordinated programs that were not flexible enough to respond to the changing nature of armed groups and their fighting. This delayed post-conflict programming and the ultimate goal is to reduce extreme poverty. TO 3 will invest in achieving a better understanding of the sources of grievances as well in identifying, encouraging, and supporting Congolese solutions. Programming in all sectors will remain flexible enough to be repositioned and/or define different outcomes as needed. While USAID endorses moving from humanitarian aid to development assistance as soon as possible, it will move cautiously to ensure that the necessary enabling conditions exist before investing development resources.

Monitoring, Evaluation, and Learning

Development efforts yield positive change more quickly if they are coordinated and collaborative, test promising new approaches in a continuous search for improvement, and build on what works and eliminate what does not.

This strategy focuses on building the institutional capacity of government, civil society, and private institutions to support achievement of sustainable and equitable development outcomes. Just as important, USAID will build its own internal capacity to determine what works in the DRC and reevaluate programs based upon that knowledge. In order to achieve this, the Mission will maintain a flexible and continuous learning approach that allows for activities to be modified during the course of the strategy. Achievement of the development goal, and related development and transition objectives, will require rigorous implementation of monitoring, evaluation, learning and adaptation tools, methods and processes at each step in the program cycle, through participatory processes that engage a broad set of stakeholders and knowledge sources. Supporting conditions that facilitate development success will be the focus of the CLA approach.

Increasing coordination within USAID, among its implementing partners, with other donors, and with GDRC counterparts will help to reduce duplication and create synergies that result in greater development impacts as articulated in the CDCS, particularly as they relate to increasing Congolese capacity and ownership of development processes. This continuous cycle of collaborating with internal and external stakeholders, monitoring and evaluating objective and project/activity goals amidst rapidly evolving contexts, and making strategic shifts as needed, will aid USAID to achieve this strategy.

The central function of CLA is to ensure that progress toward the CDCS goal, each development objective, and the transitional objective is guided by analysis of a wide variety of information sources and knowledge: Monitoring and Evaluation (M&E) data; innovations and new learning that bring to light new best practices or call into question existing assumptions; political economy and other analyses; the principles, activities and experiences of the government, other donors, and external public and private sector stakeholders; and so on. The intent is to ensure that the causal pathway to desired outcomes is regularly assessed and adjusted to yield the most effective course of action. Are we reducing the number of extreme poor?; are we responsible for improved governance?; are we addressing the key drivers of conflict and thereby helping to establish peace? In rare cases, the objectives themselves may need revision, as when broader country conditions shift significantly- particularly in relation to critical assumptions - or when critical evidence becomes available that suggests that a major strategic shift is necessary. For example, a key component of the CLA will be to closely track any differential outputs and outcomes that may exacerbate or reduce gender gaps and barriers. Typically, however, development objectives will remain constant, and changes will take place at the level of implementation.

Developing and maximizing the appropriate analytical framework to learn and adapt during CDCS implementation will require strong knowledge systems that capture emerging evidence and experiential learning while also identifying new needs and knowledge gaps. Through appropriate sharing and application of new knowledge and evidence, such an analytic framework has the capacity to fill knowledge gaps across projects, regions, sectors and donor-funded programs and enable more effective development and transition responses.

At each stage in the program cycle and implementation of the strategy, coordination and synchronization can be aided by information management, including the Mission's management and geographic information system (MIS/GIS) data mapping and monitoring data, as well as through facilitation of more collaborative relationships among actors engaged in high-priority activities.

The Mission's CLA approach will:

- Ensure coordination among USG agencies, partners, and stakeholders at both the local and national levels;
- Strengthen the gender-sensitive evidence basis on which decisions about development assistance are made, and ensure that experience and observations inform management and program decisions;
- Facilitate adaptation of activities to changing conditions and emerging learning about what works and what does not and for whom more than others.

Coordinating and Collaborating

Due to the highly cross-cutting nature of this strategy, it is imperative that close collaboration starts within the Mission and across sector teams. Opportunities for cross-team collaboration within the Mission will be explored, including both formal cross-sectoral participation in project design and implementation, and informal cross-sectoral knowledge sharing opportunities around shared development challenges. The CLA approach will also emphasize the same principles among implementing partners and other donors to enhance synergies in the targeted geographic areas. To improve sustainability and increase impact, coordination and collaboration with the GDRC at national, provincial and local levels is critical to achieving the desired development results. To ensure that institutional and policy reforms, and prioritization of service delivery improvements are in line with citizen needs, priorities, and demands, engaging a diverse group of stakeholders is key. Stakeholder engagement is also fundamental to the resilience lens, which provides a framework for TO 3. This type of engagement helps to ensure that joint problem analysis includes the input of appropriate actors across multiple sectors. These actors should represent multiple areas of risk and vulnerability and address diverse needs across the humanitarian-development divide. See the Management Requirements section for more info on how USAID will operationalize this strategy, including the collaboration and coordination aspects.

Key activities to achieve stakeholder coordination and collaboration include:

- Establish cross-cutting DO and TO teams in the Mission.
- Map the activities of the USG and stakeholders in targeted areas (other USG agencies, implementing partners, the GDRC, other donors, civil society) and establish a central repository of relevant information about their activities.
- Maintain an MIS/GIS database, such as AidTracker, of all USAID/DRC activities.
- Participate broadly in donor and thematic working groups to identify opportunities for further collaboration and strategic learning opportunities with the GDRC, implementing partners, and other donors.
- Formalize cross-Mission working groups to coordinate M&E and CLA efforts and improve rigor on select topics such as gender, civil society participation, and capacity building.
- Create and maintain Provincial Operation Plans that outline roles and responsibilities of USAID, implementing partners, the GDRC, and civil society to enhance coordination at provincial and district levels. These will be elaborated and monitored at bi-annual workshops.
- Conduct joint technical office field visits that identify additional opportunities for programmatic collaboration.
- Engage with key stakeholders to share performance and evaluation results, and at other key learning junctures, and invite discussion and recommendation on possible programmatic responses.

Learning

Given the fragility of the country's context, a strong, analytical learning framework is critical to ensure the underlying factors affecting change and the dynamic efforts to identify and address emerging knowledge gaps and needs are understood. This includes generating new evidence and learning to fill these gaps and applying and using the information that comes out of work in DRC and beyond. Additionally, learning activities will contribute to building stronger feedback loops that inform adaptive management and enable changes in strategy, project design, and implementation, as needed. As part of the 'institutional value chain' approach to strengthening both local and national systems, continual assessment and analysis are critical to ensure that program adjustments meet the needs of fragile institutions and populations. Similarly, analytic and reflective processes will help provide clearer pictures, and operationalize attempts to better understand the layering, integration, and sequencing of activities optimal for achieving results in DRC's transitional environments. Adaptive management also means reflecting throughout the program cycle if we are reaching who we intended – the most important institutions, the extreme poor, those most at risk from conflict.

"Learning" encompasses monitoring and evaluation, as well as capturing and sharing experiential knowledge, and analyzing and applying results in iterative adjustments to the strategies and development hypotheses outlined in this CDCS and in future program management and design. Learning also encompasses the dissemination of findings and recommendations to the GDRC and the donor community. Building citizen trust and empowerment in systems and processes surrounding development relies not only on transparency and accountability on the part of the GDRC but also USAID. Measures will be taken to ensure that results and learning from CDCS implementation are made available and shared openly with local organizations, citizen groups and other stakeholders. This may include periodic stock-taking led by the program office; portfolio reviews with stakeholders about USAID's approach, contribution and progress; and monitoring and analysis processes with non-USAID stakeholders regarding changes in the broader DRC and Great Lakes regional context and their implications for USAID programming.

Over the life of this strategy, the Mission will devote at least five percent of its programming budget to M&E, bringing it in line with agency guidance. CLA will support Mission M&E efforts to achieve more timely and effective utilization of data and evaluations, as well as collaborative processes around both. Continuous M&E informs USAID and stakeholders regarding whether development hypotheses are accurate and whether activities are achieving intended results. To achieve this, programming will follow appropriate evaluation methodology including, where applicable, baseline data collected prior to implementation of activities and, as needed, control communities/groups identified for evaluations.

The CLA function will foster a learning environment by ensuring that USAID/DRC not only plans and implements timely evaluations, but also incorporates and disseminates findings and recommendations. Beyond supporting M&E, CLA principles and methods will support more effective project and activity design, implementation and management; sharing and application of tacit/experiential knowledge; collaborative sharing of and learning from contextual knowledge; and adaptive management, analysis and reflection that lead to planning and implementing course shifts to maintain maximum program fit to context.

The following activities will operationalize the learning process at the Mission:

- Improve and maintain rigorous M&E processes at the Mission from data collection and analysis to the use of M&E findings to improve implementation or the design of future projects.
- Implement a third party monitoring process for areas of eastern DRC that are generally inaccessible to USG personnel. Relevant data will be shared with other development stakeholders who are also experiencing access challenges and would benefit from the information.

- Monitor progress toward achieving the performance indicators (as referenced throughout the document) for the CDCS Goal, DOs/TO, and IRs using the CDCS Performance Management Plan (PMP) developed within six months of the approval of the strategy.
- Facilitate gendered learning by collecting sex-disaggregated data for all person level indicators and utilizing gender-sensitive questions where appropriate.
- Conduct evaluations at the strategic, project and/or activity level, in line with the high-priority evaluation questions outlined below.
- Through the portfolio review process, annually review the critical assumptions laid out in this strategy to determine the need for any course correction. An ad hoc review of critical assumptions will be held if any game-changing events occur.
- The portfolio review will include an analysis of activities through a "do no harm" lens and a review of activities' impact on the poorest segments of the population. The Mission will consider using tools like the Inclusive Growth Diagnostic to determine activities' ability to address extreme poverty.
- The Mission will track early indicators of shifts that signal the need to adjust strategy or program direction. This is applicable across DRC and particularly in the highly volatile eastern DRC. After collecting key indicators, the Mission will share findings through dissemination events and donor working groups to inform coordinated development assistance efforts. USAID will take a rigorous approach to understanding the key drivers of conflict and pay particular attention to the effectiveness of potential solutions.
- Strengthen the portfolio review process at the Mission by focusing on learning as well as accountability. The portfolio reviews will occur twice per year with one of the reviews focused on sharing results, progress towards the goal, and lessons learned with an external audience (GDRC and/or implementing partners).
- Co-lead the M&E Donor Network that serves as a forum to learn and disseminate evaluation findings specific to the DRC-context.
- Require all evaluation reports be submitted in both English and French to ensure that the GDRC and local development community benefit from the findings. As appropriate, briefings will be held with other stakeholders to share key evaluation findings.
- Explore the possibility of engaging local and international universities and/or think tanks to improve USAID's understanding of areas of intervention, to conduct independent baseline and operations research, and do both quantitative and qualitative analyses of programs.
- Conduct appreciative inquiry and learning seminars on best practices related to particular national, regional or community level policies. This may also include events highlighting evidence or experiential learning findings on the DRC and the Great Lakes Region.
- Foster an approach to solving development challenges that takes into account the interests of actors at all levels, government and non-government, national, provincial and local. This approach will be underpinned by existing and ongoing political economy analysis of targeted sectors.
- Capitalize upon the DHS conducted in 2013/2014 and again in 2018/2019 to target programmatic and geographic areas.

Adapting

Given the complexity of DRC's operating environment, the non-linear nature of programming in transitional contexts, and the range of game-changing events that could unfold over the course of the CDCS and require shifts in programming, adaptive management approaches are key to ensuring the optimal and appropriate program response at all times. Possible triggers for adaptation include better targeting those with the most needs, ensure gender sensitivity, comply with the "Do No Harm" principles, and respond to environmental shifts as outlined in atrocities prevention work.

Adapting is often the most difficult area of the CLA function to implement due to internal USAID business practices and the many requirements needed to modify contracts and grants in order to change implementation approaches. Nonetheless, the Mission will maintain a flexible approach under the new strategy to adapt, where feasible, to the changing environment or to new challenges and opportunities. Close monitoring and adaptation is especially critical to Transition Objective programming due to the constantly changing environment in eastern DRC.

The Mission will:

- Ensure that a flexibility clause is built into implementing mechanisms, where possible, to be more responsive to changing circumstances and include trigger criteria for changing programming.
- Develop SOWs that focus on results and desired outcomes rather than "how" the results will be achieved, thereby enabling the work plan to be modified as needed during the life of the activity.
- Propose modifications to the strategic direction on an annual basis based upon the findings of the learning process mentioned above.
- Update the CDCS PMP throughout the learning process as the strategy and project implementation evolve.
- Identify opportunities to engage in regions or on activities with a broader impact should funding levels increase.
- Within provinces, identify the highest need territories and provide appropriate/available programming.
- Maintain a registry of evaluation findings and how they have been used and incorporated to change programming.
- As part of the portfolio alignment process following CDCS approval, institute cross-DO and cross-project coordination and knowledge sharing processes (in conjunction with portfolio reviews, as well as on a more frequent basis) to coordinate iterative adapting across Mission programs.
- Hold adaptation workshops after portfolio reviews or on game-changing events to explore any modifications that would enhance program effectiveness.

Illustrative Questions

The Mission has identified the following high-priority questions for Mission operations as a whole as well as for each of the objectives. Some questions may be used when conducting evaluations while others may be incorporated into separate analyses or strategic planning by Mission staff.

Mission-wide/Goal:

- Does strengthening Ministries at the national level (DO 1) lead to (have a positive effect on?) strengthened institutions and improved quality and equity of service provision at the local level (DO 2)?
    - *Sub-question: Do improved civil service salary payment systems ("bancarisation"[98]) lead to improved civil servant performance?*
    - *Sub-question: does this institutional focus have impacts on development outcomes such as reducing maternal mortality, increasing the number of children in school, and reducing extreme poverty?*
- What were the operational/implementation trade-offs of having a cross-cutting strategy?
- What, if any, unanticipated game changers developed during the life of the CDCS and impacted results?

[98] *Bancarization* refers to salary direct deposit approaches.

DO 1:

- How have USAID interventions overcome or worked around negative incentive structures or gaps in political will to achieve results? What interventions were able to overcome this challenge and which were not? What factors contributed to USAID interventions being able or unable to overcome these challenges?
- What factors contributed to strengthened institutional capacity? (Compare among ministries receiving different interventions.)
- How have interventions overcome/worked around incentive structures?

DO 2:

- Does co-location (multiple interventions in a single area) and a coordinated approach to programming yield better development results?
    - *Sub-question: What, if any, was the benefit or unintended consequence of combining education and/or health service delivery programs with governance interventions rather than the education/health service alone?*
    - *Sub-question: Are synergistic results better or worse in the poorest areas?*
- Did USAID/DRC have a discernible and attributable positive effect on DO 2 performance indicators in selected geographic regions?
- How does the reduction in cost of services affect household spending, particularly for female vs. male heads of households? Do households still contribute to the improvement of services (ie. Help to refurbish schools)?
- What factors lead to male and female citizens feeling empowered to access services (IR 2.2)?
- How have gender dynamics been addressed in programming and how successful was mainstreaming of social protection and gender-based violence activities? (also relevant to TO 3)

TO 3:

- Is the intervention addressing the driving factors of the conflict (this includes past, current, or the potential for future conflict)?
- How have community level interventions increased stabilization?
- Is there coherence between humanitarian activities and other types of assistance?
- To what extent were humanitarian assistance activities bridged with analysis, support for model programs, and eventual longer-term development programs?

Opportunities for Impact Evaluation

The Mission has identified opportunities for rigorous evaluation in each DO and TO. They include:

DO 1: USAID will perform a rigorous performance evaluation at the IR or activity level by selecting a particular ministry that will receive targeted USAID support (particularly a more innovative project with cross-sectoral support that incorporates governance as well as a technical sector) and do a baseline and end line of the ministry's capacity to meet its mandate. The evaluation question could be - to what extent do public financial management reform programs (or similar type of intervention) at X ministry result in increased effectiveness/transparency/capacity? Given the complex nature of institution building, a true impact evaluation with a control comparison would not be feasible.

DO 2: USAID will evaluate whether a set of USAID development programming in the select geographic areas result in improved lives, of both female and male beneficiaries, as measured by a composite human development score (possibly using DHS data), in comparison with control communities.

Another potential for an impact evaluation under DO 2 is to compare areas receiving USAID health and education service delivery interventions and governance assistance with similar zones that receive only service delivery interventions. This would measure the value of an integrated governance and equitable service delivery approach.

TO 3: Given the changing and volatile nature of the region, a TO level impact evaluation is challenging particularly with regard to establishing comparable control and treatment groups. However, the TO presents an excellent opportunity to apply and evaluate the principles of CLA in a conflict prone environment. Under Collaborating, the Eastern Congo Working group has been established. An evaluation study could look at how a rigorous application of CLA combined with, for example, increased citizen engagement in conflict affected areas, fosters more resilient communities and mitigates/reduces the likelihood of conflict.

Illustrative Indicators

Goal: Long-term transition to more effective and empowering development in the DRC supported
• Under five mortality rate (disaggregated by sex, infant and child mortality rates)
• Public Expenditure and Financial Accountability score for budget transparency and execution
• Net enrollment in primary education (disaggregated by sex or focused on girls enrollment)
• Proportion of married women who make the decisions regarding health care, expenditures, daily purchases, family visits, meal preparation (DHS indicator)
DO 1: Selected national level institutions more effectively implement their mandates.
o Institutional capacity index score, demonstrating effective operations, for selected institutions, which includes gender criteria.
o Score on milestone scale for decentralization, for selected institutions.
IR 1.1 Capacity to identify constraints to development and propose solutions increased.
• Score on milestone chart for decision making, for selected institutions.
• Number of prioritized national management plans developed and approved by national institutions receiving USG support.
IR 1.2 Capacity to create policy and legal framework in targeted sectors improved.
o Proportion of key personnel in select institutions that know how to create legal frameworks, and technical/operational policies (as measured by institutional capacity survey score and disaggregated by sex).
o Proportion of select institutions that created meaningful legal frameworks (as measured by progress on legislative milestone index).

• Proportion of select institutions that created meaningful operational policies.
o Number of civil society organizations (CSO) that participate in legislative proceedings and/or engage in advocacy with national legislatures and committees. (Standard USG Indicator: 2.2.1-7)
IR 1.3 Capacity to implement selected policies, laws, and programs enhanced.
• Proportion of select staff that know how to implement laws, policies, and programs based upon institution-specific core services, using USG assistance (as measured by institutional capacity survey score and disaggregated by sex).
• Number of select institutions that implemented targeted laws, policies, and programs based upon institution-specific core services, using USG assistance (as measured by progress on legislative milestone index).
IR 1.4 Congolese resources made available for selected sectors.
• Percent of resources received that are then disbursed by target ministries. (Resources received represents actual transfer of funds, which may not be equal to the budgeted amount.)
• Change in total annual budget allocation received by ministry (disaggregated by ministry).

Indicators in DO 1 will require using an institutional capacity composite index to measure the key factors that reflect an institution's organizational effectiveness and viability. USAID will make use of data from existing indexes or develop a tool specifically designed for our purposes. The composite index will also include sub-scores that focus on specific areas of intervention across the IRs. Some results level indicators will be measured with a survey or progress on a milestone index. For example, a legislative milestone that charts progress along a path and the steps required to pass a law through parliament, or steps toward decentralization in the country. (Such surveys or milestone indexes will be developed by USAID, adapting and using existing models where possible.) When establishing the baseline during PMP development and project design, USAID/DRC will specify the universe of key institutions it will target under the CDCS, as well as key policies and legal frameworks that will be reformed or promulgated with USAID support.

DO 2: Lives improved through coordinated, sustainable development approaches in select regions.
• Human Development Composite Score for target geographic corridors. (Index will include composite of indicators from multiple sources and across sectors, such as maternal and child mortality, schools access, reading scores, and nutrition. Account for gender disaggregation where applicable.)
IR 2.1: Local service delivery institutions strengthened.
• Proportion of select provincial-level institutions that improved their performance with USG assistance.
• Proportion of select local-level institutions that improved service provision with USG assistance.

• Percentage of consumers reporting improvement in service delivery (disaggregated by sex).
IR 2.2: Citizens empowered to access quality services.
o Percentage of target populations whose understanding and knowledge of basic services available, and their appropriate quality standards, improved (disaggregated by sex).
o Percent of citizens who report barriers to accessing services (disaggregated by barrier type and sex).
o Number of CBO/CSOs advocating for and accelerating citizen access to services.
o Proportion of female participants in USG-assisted programs designed to increase access to productive economic resources (assets, credit, income or employment) (Standard USG Indicator: GNDR-2)
IR 2.3: Provincial and local stakeholders develop common goals and agenda for accountable governance.
• Number of key budget/planning/procurement documents published with USG assistance (disaggregated by type of document and institution that drafted the document).
• Number of public policies introduced, adopted, repealed, changed, or implemented consistent with citizen input. (Standard USG Indicator: 2.4.1-12)
• Number of institutions receiving USG assistance that improve their performance or institutional capacity/ability (eg. CODESAs, PTAs, ETDs, Agricultural Coops, etc.)
• Number of CSOs receiving USG assistance that improve their oversight of local and provincial government fiscal processes.

To build off of high-quality data that is already available, USAID will incorporate and adapt data from the 2014 DHS to measure progress in key human development indicators in targeted geographic corridors. DHS data may be complemented by Ministry of Education and Health data, provincial data, sector surveys, and USAID financed household or facility/institution surveys, for use at the DO and IR level. Survey methodology experts will assist the Mission in adapting secondary data that has been collected within USAID-targeted regions and USAID will finance the collection of any data gaps. Measuring improved performance is a common factor for many of the indicators illustrated above. It is expected that the measurement of improved performance may vary by intervention and institution and service support. When establishing the baseline during PMP development and project design, USAID/DRC will both refine and define the terminology used in IR indicators and the institutions/services that will be measured.

TO 3: Foundation for durable peace strengthened in eastern DRC.
• Reduction in Humanitarian Assistance needs in target communities in eastern DRC - expressed as the number of people in need of humanitarian assistance (indicator measured based on USAID guidelines for measuring resilience and will be disaggregated by sex).

o Human Development Composite Score for North and South Kivu. (Index will include composite of indicators from multiple sources and across sectors.)
• Level of social cohesion and resilience of communities using the Social Cohesion Assessment Tool in target communities in eastern DRC (measured using existing secondary data collection tool).
• Country political stability and absence of violence point value score (Standard USG Indicator: 1.6-4).
IR 3.1 Practical solutions to specific drivers of conflict identified and accepted.
o Number of studies published or conference presentations produced by Congolese researchers dedicated to resolving the conflict or the drivers of the conflict as a result of USG assistance.
o Number of consensus building forums (multi-party, civil/security sector, and/or civil/political) dedicated to resolving the conflict or the drivers of the conflict held with USG Assistance.
IR 3.2 Promising interventions to establish or solidify peace implemented.
o Number of participatory local mechanisms supported with USG assistance for citizens to engage local authorities to address community needs in target geographic areas.
o Number of individuals benefiting from USG-supported activities to support alternative livelihoods for vulnerable groups (disaggregated by sex).
o Number of new groups or initiatives created or strengthened through USG funding, dedicated to resolving the conflict or the drivers of the conflict.
IR 3.3 Humanitarian and protection services provided.
o Number of internally displaced and host population beneficiaries provided with basic inputs for survival, recovery, or restoration of productive capacity as a result of USG assistance. (Standard USG Indicator: 5.1.2-6).
o Number of people reached by a USG funded intervention providing SGBV services (e.g., health, legal, psycho-social counseling, shelters, hotlines, other). (Standard USG Indicator: GNDR-6)

Objective level indicators for TO 3 are based on a combination of USAID established guidance for measuring resilience, other donor's established M&E frameworks and plan for collecting data in eastern DRC and standard USG Foreign Assistance indicators. When establishing the baseline during PMP development and project design, it is possible that additional sector specific indicators may be needed to show achievement of results and/or the transitional objective.

Annex 1: Guiding Principles

Context

Given the conflict, political instability, and weak government systems in the DRC over the last 20 years, donors often focused on achieving results through parallel systems – providing services to the Congolese population, without adequately investing in building local systems. While this approach is appropriate in order to provide life-saving humanitarian support when the government is not able to do so, it is not a sustainable development solution to the DRC's challenges. The focus on achieving short-term results at the expense of institutional capacity building has had a cost. This approach created dependency on donors, inefficiencies in service provision, and disempowered stakeholders from taking an active role in the country's development. Furthermore, the state's inability to provide services contributes to the country's fragility and has limited governmental legitimacy in the eyes of citizens. Not enhancing the capacity of state institutions is a missed opportunity to stabilize the country over the long run.[99]

USAID Response

In response to development trends in the DRC, USAID will pursue sustainability as the centerpiece of this CDCS, emphasizing "how" development programs are implemented in the country as much as "what" those programs do. USAID will implement its approach to catalyzing transformational development by recognizing DRC's fragility and embracing the complexity of fostering development. USAID will emphasize six key development best practices throughout this strategy: a) capacity building, b) inclusive stakeholder engagement, c) management of political will, d) influencing external stakeholders, e) learning and adapting, and f) internal collaboration. These guiding principles are closely interlinked, will often accompany one another in practice, and are fundamental to achieving the goal of empowering and effective development.

Capacity Building

In each Objective, USAID has emphasized capacity building of both individuals and institutions. Building capacity is not a short-term endeavor and it will take the life of the strategy to make noticeable, sustainable gains. In his article on *Developing Capacity in Fragile States*, Derick Brinkerhoff presents a model that shows the linkage between time, difficulty, and the magnitude of change in capacity building, as depicted in the accompanying graphic (p. 74).[100] Over the past five years in DRC, USAID invested resources and succeeded in sustainably changing some individuals' skills and knowledge. During this strategy, USAID aims to make greater changes in individuals' skills and

Brinkerhoff's Capacity Development Model and USAID/DRC's CDCS

[99] See Brinkerhoff, Derick.
[100] Ibid.

knowledge and begin organizational reform. It is possible that in the next five years, USAID will be able to impact some of the political will challenges preventing long-term and game changing reforms from occurring in DRC, but the success of this strategy is not contingent upon those changes as they will likely take more than five years to achieve.

The transition from service provision to capacity building will not be linear, given the complexity and unpredictability of systems in DRC. Complex systems include a combination of parts (institutions, political and bureaucratic actors, the enabling environment, etc.) and dynamic processes (decision-making, information sharing, resource transfers, etc.) that influence one another directly and indirectly.[101] Outcomes, particularly related to capacity development, cannot simply be engineered as a result of the delivery of external inputs (i.e. resources, technology, technical expertise).[102] Building a school, clinic, or other physical structure is a remarkably different undertaking than building the capability of an institution to use these physical structures to improve the quality of life of service users.[103] Historically, donors have tended to follow a prescriptive recipe in which institutions are treated as static, structural entities, requiring either the injection of resources or external expertise to repair malfunctioning pieces or substitute for missing parts. This theory of change follows a very linear, cause and effect relationship.[104] However, such an approach fails to recognize the complexity of such a system, focusing too narrowly on supplying inputs (e.g. teachers or nurses trained) as opposed to understanding the processes that encourage or prevent these inputs from resulting in larger systemic change. Equally essential is an understanding of the local cultural and political context, the inter-relationship of actors within the system, power relationships, and institutional and individual incentives.

For this reason, USAID will adopt an "Institutional Value Chain" approach that is much more cognizant of the major factors affecting change in order to achieve more sustainable outcomes. This approach requires USAID to be realistic about timeframes for results. Capacity building projects will be less prescriptive and more facilitative; less focused on input delivery and more focused on developing the capability of Congolese systems to deliver outputs; less focused on "what" to deliver and more focused on "how" to deliver it. The value chain model to capacity building will closely link to other guiding principles, including inclusive stakeholder engagement and managing the impact of political will on development outcomes because an approach that fosters a locally developed and owned solution to systemic problems, gives the greatest chance for sustainability of the solution.

Inclusive Stakeholder Engagement

USAID believes strongly that service delivery, be it of the development services provided by USAID or of the social services provided by Congolese actors, must be based on engagement with stakeholders (citizens, civil society, the private sector, or government) in order to best meet citizen needs.[105] This engagement must include the voices of those who are often marginalized by decision makers- women and youth in particular.

Each Objective is predicated on the notion that service delivery systems become more "efficient, participatory, accountable, transparent, and effective" at achieving their mandate (pgs. iii, 27).[106] The impetus for development and good governance reforms will not just come from the government. Civil society, the private sector, and Congolese citizens play a critical role as well, particularly in the DRC, where the absence of government service delivery has created an opportunity for non-public sector actors to fill the gaps in creative ways. USAID will emphasize strengthening service providers to engage

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[101] See Williams, Bob and see Ben Ramalingam.
[102] See Hauck, Volker.
[103] See Andrews, Matt.
[104] See Morgan, Peter.
[105] See Kurtz, Karl T.
[106] See United States, Agency for International Development, *USAID Policy Framework 2011-2015*.

citizens in dialogue about their needs and priorities, while also building citizen capacity to dialogue with service providers and provide oversight. Similarly, USAID will promote avenues for exchanges among citizens, civil society, the private sector, and government about their respective roles and responsibilities, in order to provide legitimacy to service provision.[107]

For the same reasons, USAID must also practice an inclusive approach to project design and implementation. Years of development research show that without true local ownership of the change process, development programs risk supporting unsustainable "technologically inappropriate, socially inappropriate and economically inappropriate" systems with little political commitment.[108] For catalyzing systemic change there must be real partnership between USAID and the Congolese people. This approach requires collaborative working relationships and a redefinition of the notion of partnership between donor and beneficiary so that the latter are owners of the change process. Relationships need to be more explicitly based on mutual accountability with defined roles and responsibilities. Local stakeholders must invest real resources and be held accountable for their actions, possibly through local-level conditionalities. They must identify and understand the problem, then develop and drive the implementation of the solution.

To accomplish this, USAID will base development projects on existing Congolese structures and programmatic successes.[109] USAID will do more to engage with individuals within the system in a process of problem identification in order to seek locally-developed, driven, and owned solutions that link to the inherent "resourcefulness" of the actors in these systems.[110] Embracing this approach will require a deep understanding of service delivery systems and the local context in which they operate. The emphasis throughout this strategy on improving USAID's understanding of the Congolese context- be it root drivers of conflict or political economy analysis- reflects USAID's acknowledgement that this information is critical to achieving sustainable results.

Management of Political Will

USAID considers supporting increased capacity of institutions to be essential for long-term development and stability – however USAID does not believe that resource challenges or technical capacity are the sole impediments for good development in the DRC. In line with the complex systems approach mentioned under the capacity building principle, this strategy draws heavily on experience, research, and an evolving consensus that holds that development challenges must be approached through a systematic consideration of the local political factors that enable or prevent the effective application of technical solutions. Put more bluntly: a reform agenda is only feasible if it accounts for the incentives of the political decision makers who will decide on the reforms and implement them.

Re-targeting USAID investments to provide support to government institutions is potentially risky, and as mentioned earlier, USAID concedes that supporting GDRC institutional capacity and assisting the GDRC to overcome resource challenges could prove detrimental if targeted towards those who do not seek to act (at least in part) for the public good.[111] Civil servants, elected officials, and senior Ministry officials will often resist significant changes to the status quo, as such change will be perceived to threaten their interests. USAID will need to take a mixed approach to overcome this challenge,

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[107] See United States Institute of Peace and the U.S. Army Peacekeeping and Stability Operations Institute.
[108] See Ostrom, Elinor.
[109] An example of when this was not done is that over the past years donors have enabled the proliferation of parallel community groups (development committees, PTAs, conflict resolution committees, water committees, etc.) without conducting an analysis of existing community-level governance structures as USAID has proposed to do under this strategy.
[110] See The Netherlands, Ministry of Foreign Affairs.
[111] USAID will remain cognizant to avoid supporting a façade of participation or regime corruption.

including facilitating policy dialogue at the national level and supporting civil society engagement in this process and in the oversight of reforms.

To be successful, USAID will couple sound, evidence-based, technical interventions, with a solid understanding of the political factors in targeted sectors which can enable or impede the effective adoption of technical solutions and a willingness, if required, to support "second best" technical solutions if they are the best way forward given the current political context. USAID will achieve this understanding through inclusive stakeholder engagement, as mentioned previously. USAID can build upon existing work conducted by other donors, such as DFID's recent slate of political economy analyses of some of the provinces where USAID intends to work, which give an account of the interests of diverse actors and the political compromises that must be reached in order to achieve development objectives. USAID will use existing and new contextual analysis to identify leverage points, or points within the system where the probability is greatest that investments will result in long-term systemic change, and refine interventions.

Not only will USAID design and implement programs in a way that accounts for potential spoilers, but USAID will also design programs that mitigate the power of those spoilers in the future. All USAID programs seek to support both governmental and non-governmental mechanisms to increase the transparency and accountability of the management of public funds and resources. Accountability goes beyond resource stewardship. While USAID understands that it will be a long-term process for citizens to shift or influence the incentives of the current elite, activities will lay the foundation for citizens to have a larger voice in decision-making.

Influencing External Stakeholders

Given that the DRC is a country with infinite development needs and that USAID has limited resources to address those needs, USAID will focus on leveraging partnerships and influencing decisions through non-monetary means. In particular, USAID will develop relationships, strengthen networks, and create space for communication. USAID will build upon its experience in sectors such as responsible minerals trade, to play a greater coordinating role within the donor community and with the private sector. With the explicit geographic emphasis of the strategy, USAID will ensure that influencing and leveraging occur both at the national and provincial levels. This will require increased physical presence in intervention areas. The relationship building that occurs on the ground will better position USAID to conduct inclusive stakeholder engagement while also strengthening relationships that would allow for mutual accountability. Activities such as providing technical advisors to ministries will further USAID's ability to influence GDRC decision making, while also building capacity.

Learning and Adapting

USAID can imagine a world where service provision is improved yet does not result in real impact. Children sit in classrooms but do not necessarily learn. Patients access health care but are not any healthier. Farmers are taught new techniques that they never adopt. While addressed in greater detail in the Monitoring and Evaluation section of this strategy, a key guiding principle of this strategy is to learn from program implementation. Particularly given the emphasis on shifting the way we do business away from parallel service provision to capacity building, USAID will ensure it learns along the way and adapts programming based on findings.

This strategy is inextricably linked to the ability of projects to be flexible, whether to adapt to evaluation findings or to adjust based on changes in the political context. Projects will have an ongoing feedback component that allows learning and adaptation based on new information or systemic changes. USAID will seek to understand the behavior of actors within the larger system and use this feedback to guide the targeting of interventions. Therefore the theory of change will essentially be a living entity, undergoing periodic revision and evolution. This active, ongoing learning component will then guide the formulation and re-formulation of interventions.

USAID is particularly interested in the extent to which investments encourage the sustainability of particular service delivery systems. To measure this, USAID will create a framework for assessing the sustainability of a particular system. Such a framework might consider factors including outcomes, quality of services, institutional capacity, viability for continued operation, community capacity, and social enabling conditions. This will allow USAID to determine at what point on a sustainability continuum a system or a part within a system is while they are receiving support.

Internal Collaboration

Just as USAID will improve its ability to influence and leverage external actors, USAID/DRC will also explicitly work towards greater programmatic integration and collaboration across sectors. The crosscutting results framework presented is the first step towards limiting stove piped interventions. As poor governance was stated as one of the leading impediments to achieving development results in all sectors, governance interventions will be integrated throughout the portfolio. USAID will focus particularly on strengthening the capability of provincial and local government entities, NGOs, CSOs and other organizations that work at the nexus of the state and civil society, in line with the inclusive stakeholder engagement principle. This effort will require a closer working relationship between USAID's Democracy and Governance Officers and other technical officers including Health, Education, and Agriculture. Some of the existing stovepipes separating teams will be eliminated through the CDCS management structure, permitting increased dialogue, strategizing, planning, implementation and evaluation.

Annex 2: Statutory and Other Analysis

Gender Assessment
USAID/DRC carried out an extensive gender assessment in 2012, improving USAID's understanding of gender norms and roles in the DRC. The assessment found that effective and sustainable development impact can be obtained in the DRC only if the cultural constraints that women and men face in their domestic and public roles are sensitively addressed through appropriate policy accompanied by sustained implementation of innovative programs. Programs that explicitly seek to empower women are often interpreted as disempowering to men, whose needs for economic opportunity and self-esteem must also be addressed in a carefully implemented, holistic, gender-grounded approach to development throughout DRC.

Biodiversity and Tropical Forestry Assessment
In 2010, USAID/DRC produced an updated country-wide assessment of biodiversity and tropical forestry conservation needs and related issues. The report updates the 2003 countrywide Environmental Threats and Opportunities Analysis and seeks to provide a concise and targeted assessment to inform the Mission's strategic planning, program development, and implementation. The assessment includes: an overview of the status of biodiversity and tropical forest conservation; an analysis of threats to biodiversity and tropical forests and underlying causes; the institutional, policy and legislative framework for environmental management in the DRC; current interventions in the environmental sector, bi- and multilateral donors, non -governmental organizations (NGOs), the private sector and other institutions; and an examination of how the proposed activities in USAID/DRC's Country Assistance Strategy could contribute to conservation needs and includes recommendations for actions related to the strategy's goals.

The Democratic Republic of Congo: An Economic Growth Diagnostic Study
In 2012, two Program Economists from USAID/DRC carried out a study examining the factors that may inhibit economic growth in the DRC using the Hausman-Rodrik-Velasco growth diagnostic framework. The study found three main variables as the most critical binding economic constraints: domestic finance, infrastructure, and microeconomic risk.

Democracy, Human Rights, and Governance Assessment
In July and August 2012, a combined team of outside specialists and USAID personnel undertook three weeks of field research to assess democracy, human rights, and governance (DRG) in the DRC. The assessment team interviewed national, provincial, and local government officials; and representatives of political parties, human rights organizations, women's groups, labor unions, religious institutions, businesses, and international development agencies in Kinshasa, Bandundu, Bas Congo, and Kasai-Oriental. The team also conducted focus group interviews with women, youth, farmers, university professors, and members of Parliament. While travel restrictions rendered the East inaccessible, the team intentionally sought out a number of individuals from eastern Congo to ensure perspective from that region.

YouthMap DRC
In 2013, USAID/DRC undertook a comprehensive youth assessment, to leverage synergy with other stakeholder efforts and to explore youth as "change agents", particularly with regards to unemployment, civic engagement and leadership, and local capacity building. The assessment included a desk survey with key informant interviews, a survey of implementing partners, and an extensive literature review. Additionally, field work in Kinshasa, Katanga, Kisangani, Kasai Orientale, and Kasai Occidental included surveys and focus groups with youth, employer surveys and interviews, and interviews with government, donors, and NGOs.

AgCLIR: Commercial Legal and Institutional Reform Diagnostic of DRC's Agricultural Sector
In 2010, USAID/DRC undertook a diagnostic to understand and address the legal and institutional conditions that affect sustainable growth of agricultural enterprises throughout the DRC, and opportunities for reform activities. The assessment focused on the business enabling environment and its impact on agriculture-led growth opportunities. Through a diagnostic of laws, institutions, and social dynamics, the report provides strategic insights for program reform activities for USAID and other donors relating to legal and institutional reform opportunities. The report also provides insights and recommendations for business enabling environment reform activities for consideration by the Government of the DRC, private sector agribusinesses, non-government organizations, and other stakeholders.

Evaluations
Several health evaluations have contributed substantively to the development of the CDCS. In 2012, USAID/DRC carried out an evaluation of the Advance Social Marketing for Health in the Democratic Republic of the Congo project, using qualitative evaluation methodologies, including conducting over 30 focus groups in four provinces, in-depth interviews, and data review. Additionally, in 2013, USAID/DRC carried out an evaluation of the PROVIC project, which empowers local organizations to plan, manage and deliver quality HIV/AIDS services, contribute to the reduction of HIV prevalence and mitigate its impact on people living with AIDS and their families. The evaluation used a case study design to determine the effectiveness of the PROVIC program and, in particular, the "champion community" implementation strategy and also made recommendations for future community mobilization programming, with an emphasis on Orphans and Vulnerable Children. In December 2012, USAID/DRC began multiple external evaluations of the five-year, $139,767,129 Integrated Health Project (IHP). These evaluations will include a performance evaluation of IHP and a rigorous impact evaluation of IHP's results based financing (RBF) pilot activity. The performance evaluation assesses whether results of the project are being achieved as planned while the impact evaluation will measure the change attributable to IHP's RBF pilot program. Results from these evaluations will be used to design future health interventions in line with the CDCS.

Similarly, USAID completed a rule of law evaluation and is procuring evaluations on good governance and agriculture, all of which will feed into program design furthering CDCS Objectives.

Literature Reviews
In 2012, Mission staff carried out literature reviews of topics including agriculture and food security, business climate, democracy and governance, donor coordination, economic growth, education, health, humanitarian assistance, natural resources management, peace and stability, political economy, and youth. These reports covered recent literature from USAID partners, NGOs, institutions, donors, etc.; recent developments; areas of agreement/disagreement in the literature; major knowledge gaps; major deficiencies of government and donors; and special opportunities to make advancements in the next five years.

Annex 3: Alignment with USAID Corporate Policies

Global Health Initiative (GHI) Principles

USAID/DRC's 2011-2014 GHI strategy improves the health of the Congolese people with a particular focus on the most vulnerable groups (i.e. women, girls, newborns, and children under-five) and reducing the communicable diseases causing the highest burden of disease. Under this vision, USAID strengthens the delivery and utilization of quality healthcare services by focusing on three cross-cutting areas: strengthening human resources for health, improving supply chain management systems, and supporting results based financing.

GHI directly aligns with GDRC's National Health Development Plan with the goal of moving toward sustainable health systems and health care services, by making the health zone network the key implementation unit, and increasing health zone program efficiencies, effectiveness, and mutual accountability. In addition, USAID interventions provide an opportunity to address women, girls, and gender equality and form strong partnerships with GDRC and other development partners around similar issues.

Feed the Future (FtF) Strategy

Although the DRC is not currently an FTF focus country, USAID has strategically aligned its portfolio with the FTF global objectives of reducing extreme poverty, under-nutrition, and hunger. USAID agriculture activities are currently being re-designed, but will consider support for national and provincial policy reforms to facilitate implementation of GDRC priorities in its National Agricultural Investment Plan. In addition, USAID may leverage public private partnerships to increase food security in targeted areas, and will continue support for innovative development in the rice value chain. USAID will also explore potential linkages between agriculture and health programming to reduce malnutrition.

Youth Development and Young African Leaders Initiative (YALI)

The empowering emphasis of this CDCS takes into consideration the need to ensure that "Youth have a stronger voice in, and are better served by local and national institutions, with more robust and youth-friendly policies" (p. 1).[112] USAID/DRC's guiding principle on inclusive stakeholder engagement highlights the need to engage youth in the program cycle, from inclusion of their voices in the development of the CDCS and project design to soliciting their opinion on evaluation findings.

While developing the CDCS, the Mission conducted a youth assessment to better gauge the perceptions and needs of youth throughout the country. The assessment found that though young people generally eschew political engagement, they make up for it in civil society, where they find "real support" and can "concretely contribute to social change." As described throughout this document, USAID plans on capitalizing on youth's clear desire for a better future and their willingness to act to achieve it when given the opportunity. Furthermore, the assessment highlighted the gap between youth's current skill levels and market needs. As stated earlier, USAID will invest in developing youth's skills in microenterprise development in order to address one of youth's principle grievances- unemployment. Ultimately, USAID expects to improve the capacity of youth to contribute to the development of their nation, in line with corporate policy goals.

USAID is also working closely with U.S. Embassy counterparts on the implementation of the Young African Leaders Initiative (YALI). USAID will lead the development of opportunities for Washington Fellows when they return to DRC. The Mission will support the Congolese YALI Fellows network at the country level and leverage opportunities through the YALI inter-agency working group. These

[112] See United States, Agency for International Development, *Youth in Development: Realizing the Demographic Opportunity*.

opportunities will support the Fellows' ongoing development as leaders by linking them with existing USG programs or local opportunities.

Gender Policy

While the GDRC has ratified most of the international legal instruments on gender equality and have translated those agreements into national laws, policies, strategies and related action plans, gender inequities remain a serious issue. In addition to the low social, economic, and legal status of women, the impact of conflict has particularly challenged women's development and the ability of the government to deliver even the most basic services to its citizens and protect vulnerable populations, especially women and children. To address these issues, several USAID's programs are specifically focused on women and girls (for example, gender based violence programs and a girl's education program), while others integrate activities promoting gender – whether it is working with women in agriculture or ensuring women are getting adequate healthcare through health programs. The Mission has also issued a Mission Order outlining how the gender policy should be implemented in the DRC. The Mission's full-time Gender Specialist works with technical teams to determine how best to integrate USAID's policy across all mission activities.

The Development Response to Violent Extremism and Insurgency

While violence in eastern DRC is not typically described as violent extremism or an insurgency, the conflict mirrors some aspects of instability in other parts of the world particularly as it relates to the "push factors" of violence: social marginalization, poorly governed spaces, repression and human rights violations, corruption and impunity (p. iv).[113] Therefore, the Mission is adopting a strategic approach to identify the root drivers of conflict in the East that emphasizes country ownership of solutions. USAID will use this analysis to inform interventions designed to address those root problems and to mitigate the spread of violence. The Mission is working with both interagency and external stakeholders in the design and implementation of the Transition Objective.

In an effort to stay abreast with security, programmatic, and political events that affect eastern DRC, the Mission convenes a weekly Eastern Congo Situation Meeting where staff from across USAID's technical offices and the interagency discuss a range of topics. USAID also has an ad hoc working group tracking staff and implementing partner security and is considering options for third-party monitoring of activities in the non-permissive environments of eastern DRC.

Building Resilience to Recurrent Crisis

The conflict in eastern DRC can be characterized as a stress that produces recurrent crises and undermines development gains, but the stresses and shocks in eastern DRC are not as predictable or preventable as the environmental disasters (such as drought leading to famine) which much of the Agency's resilience programming addresses. The TO in this CDCS recognizes that USAID will have to invest both humanitarian and development resources in eastern DRC in order to reduce chronic vulnerability of communities. USAID will accomplish this by identifying and mitigating drivers of conflict as well as assisting community recovery efforts with an emphasis on livelihoods. Programming in eastern DRC, such as the provision of mobile courts, clinics, or classrooms, will also be tailored to the conflict environment in order to ensure the continuation of services despite population movements.

The Mission takes an integrated approach to programming in vulnerable zones, particularly in the East. Development and humanitarian staff work side-by-side to coordinate activities and improve the resilience of beneficiaries. In addition, the Eastern Congo Situation Team will continue to bring together development, humanitarian, and interagency staff to conduct joint analysis and planning of programs in the East.

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[113] See United States, Agency for International Development, *The Development Response to Violent Extremism and Insurgency*.

Strategy for Democracy, Human Rights, and Governance
The lack of democratic institutions and equitable governance systems are major barriers to achieving development objectives and form the cornerstone of the CDCS. USAID's programs focus on building the capacity of the DRC to deliver basic services to the Congolese people in line with citizens' expectations and available resources. These programs also strengthen the capacity of Congolese citizens to engage in governance at all levels and participate responsibly in civic and political processes.

Improving governance, particularly through institution building, is a key cross-cutting theme at the forefront of this strategy. Funding from all technical sectors will be used to develop participatory, inclusive, and accountable institutions. Through its principle of inclusive engagement, USAID fundamentally supports the empowerment of individuals "to contribute to the decisions that shape their own societies" (p. 17).[114] In order to achieve this, USAID will support civil society's engagement with government institutions, while also strengthening internal structures and processes to help create sustainable local organizations.

Education Strategy: Opportunity through Learning
As a "Room to Learn" focus country, USAID will provide increased equitable access for out of school boys and girls in the DRC. This program is the main avenue by which the Mission plans to operationalize the Agency's Education strategy. USAID has committed to address significant barriers to achieving Millennium Development Goal 2 (universal primary education) and to help meet USAID's Goal 3 (Increased equitable *access to education in crisis and conflict* environments for 15 million learners by 2015) of its Education Strategy. During the CDCS period, USAID will ensure that almost half a million out of school youth are back in the primary education system.

The education system in the DRC is characterized by relatively low coverage and dramatically defective quality at the primary school level as reflected by extremely poor student learning outcomes. USAID will strike a balance between providing essential inputs to address quality of and improve access to education, while at the same time supporting broader sector reform interventions, such as developing learning standards and pre- and in-service training policies, to progressively establish Congolese capacity for improved educational quality.

Biodiversity Policy
Approved March, 2014, the Biodiversity Policy names both the DRC and Central Africa Regional as Tier One priority countries/regions. The Biodiversity Policy represents our strengthened commitment to conserve biodiversity through: 1) strategic actions to conserve the world's most important biodiversity, such as stamping out global wildlife trafficking; and 2) a new focus on integrating biodiversity and other development sectors for improved outcomes. The policy recognizes that biodiversity loss can be driven by unsustainable development, that there are trade-offs between conservation and development goals that must be understood and managed, and that biodiversity conservation itself can be a critical tool for achieving sustainable development. Currently, highest priority biodiversity threats in DRC are addressed under the CARPE program, however, outside the CARPE zone of action the mission will work to mitigate biodiversity loss, particularly as associated with agriculture and extractive industries interventions.

Global Climate Change and Development Strategy
Mission's climate change activities are primarily implemented through the Central Africa Regional Program for the Environment (CARPE), one of the Agency's largest biodiversity and climate change programs. Initially focused on biological diversity and forest conservation in selected Central African

[114] See United States, Agency for International Development, *USAID Strategy on Democracy, Human Rights, and Governance.*

countries, CARPE has evolved to become the USG flagship program in Africa for climate change mitigation through the reduced emissions from deforestation and forest degradation (REDD+) approach. The majority of landscapes, or natural parks, where CARPE works are located in the DRC or the Republic of Congo. USAID/DRC and USAID/CARPE collaborate closely and will co-program if GCC or biodiversity funding becomes available. In addition, USAID/DRC will work across sectors to develop and integrate coping mechanisms to a changing climate.

Water and Development Strategy

In the DRC, access to potable water remains a constant issue. The Mission continues to implement, evaluate, and report on water investments, primarily through health and sanitation related activities, including the IHP. IHP is carrying out WASH activities in nine health zones within the Kolwezi health district to facilitate access to drinkable water and basic sanitation. The activities integrate two approaches: Community Led Total Sanitation and Participatory Hygiene and Sanitation Transformation. Both help communities take ownership of water issues and develop an action plan to address them, with IHP providing the necessary knowledge about hygiene and sanitation.

Sustainable Service Delivery in an Increasingly Urbanized World

In addition to the targeted provinces, USAID will establish urban programs in the largest cities of Kinshasa, Lubumbashi, and Kisangani during this CDCS. Programs, particularly in health and education, will both improve the provision of services, as well as increase the institutional capacity and governance of service providers. Urban areas will be targeted in sectors, such as HIV/AIDS and Tuberculosis, where urban populations are disproportionately affected by the burden of disease. USAID will also conduct programs, such as behavior change communication, that benefit from the large-scale reach that is unique to urban areas.

Evaluation Policy

The Mission has prioritized the role of evaluation in our programming. The Monitoring, Evaluation, and Learning section indicates that a minimum of five percent of program funds will be set aside for M&E activities focused on analyzing outcomes, disseminating results with partners, and applying lessons learned in ongoing and future programming. To support this the Mission has organized an M&E working group that will operationalize the evaluation policy.

Management Considerations:

During the CDCS, USAID will refer to the following list of management considerations outlined in the above-mentioned policies to ensure compliance with agency guidance.

USAID Policy/Strategy	Key Mission Responsibilities in Policy/Strategy
Global Health Initiative	• Focus on woman, girls, and gender equality. • Encourage country ownership and invest in country-led plans. • Strengthen and leverage other efforts. • Increase impact through strategic coordination and integration. • Build sustainability through health systems strengthening. • Promote learning and accountability through monitoring and evaluation. • Accelerate results through research and innovation.
Feed the Future	• Feed the Future, the USG Global Hunger and Food Security Initiative, applies the following approach to address extreme poverty, under-nutrition, and hunger: o Supporting the food security priorities of our partner countries

	and helping build their capacity for sustainable development. o Promoting collaboration at the U.S. and international levels. o Empowering women, who are vital to driving agricultural growth. o Embracing innovative partnerships with the private sector, civil society and the research community. o Fostering policy environments that enable private investment. o Advancing big ideas and climate-smart agriculture through research and innovation. o Integrating agriculture and nutrition, with a particular focus on mothers and children. o Maximizing cost-effective results that create the conditions where our assistance is no longer needed.
Youth Development	• USAID Missions that prioritize youth should designate a youth portfolio lead to ensure high standards and evidence based approaches to youth programming, address policy implementation issues in country, promote local youth input into USAID planning, liaise with Washington based youth activities, and to facilitate interagency coordination. Missions prioritizing youth are strongly encouraged to establish youth working groups composed of technical sector experts to ensure cross-sector synergy in youth activities as well as adequate funding. • Improved collaboration among USG agencies and other development agencies through, for example, joint funding or programming around youth development will advance expected outcomes.
Gender Policy	• Adopt, revise, and periodically update, a Mission Order on Gender that: describes how the mission will implement the Agency's Gender policy; ensuring that the three Gender Sub-Key Issues are reflected in budget attributions in Operating Plans(OPs); ensuring that appropriate gender indicators are reported in Performance Plans and Reports; assigning specific and detailed roles and responsibilities to mission staff; and ensuring that all required staff receive gender training. • Hold implementing partners responsible for integrating gender into programming, developing indicators that measure specific gender equality goals for each activity, and consistently report to USAID on results related to gender equality and female empowerment. • Appoint a Mission Gender Advisor who provides appropriate guidance to technical and program staff to ensure that the policy is successfully implemented at the mission. • Be accountable, through the Mission Director, for implementation of the Gender Equality and Female Empowerment policy in mission portfolios and staff performance plans.
The Development Response to Violent Extremism and Insurgency	• Assess the drivers of violent extremism and insurgency and identification of potential development responses. • Consider host country (government and population) commitment and capacity to address the development related drivers of violent extremism and insurgency and for possible program responses. • Determine there is an appropriate and critical role for development assistance in preventing or mitigating drivers of violent extremism or

	insurgency. • Determine that an adequate level of security exists to permit implementing partners to operate, monitor programs, and communicate with USAID. • Identify risks to the Agency, its partners, and the development investment (i.e. that it could be undermined by destabilizing elements), and determination that reasonable steps can be taken to mitigate those risks. • Consider program, resource, and management plans required for implementation.

Building Resilience to Recurrent Crisis	• With this policy and program guidance, USAID has committed to ensuring that integrated teams of humanitarian and development assistance experts undertake:
	  o Joint Problem Analysis and Objective Setting
	  o Intensified, Coordinated Strategic Planning around Resilience
	  o Mutually Informed Project Designs and Procurements
	  o Robust Learning
	• These efforts will be supported by:
	  o Leadership Action to Address Barriers to Change

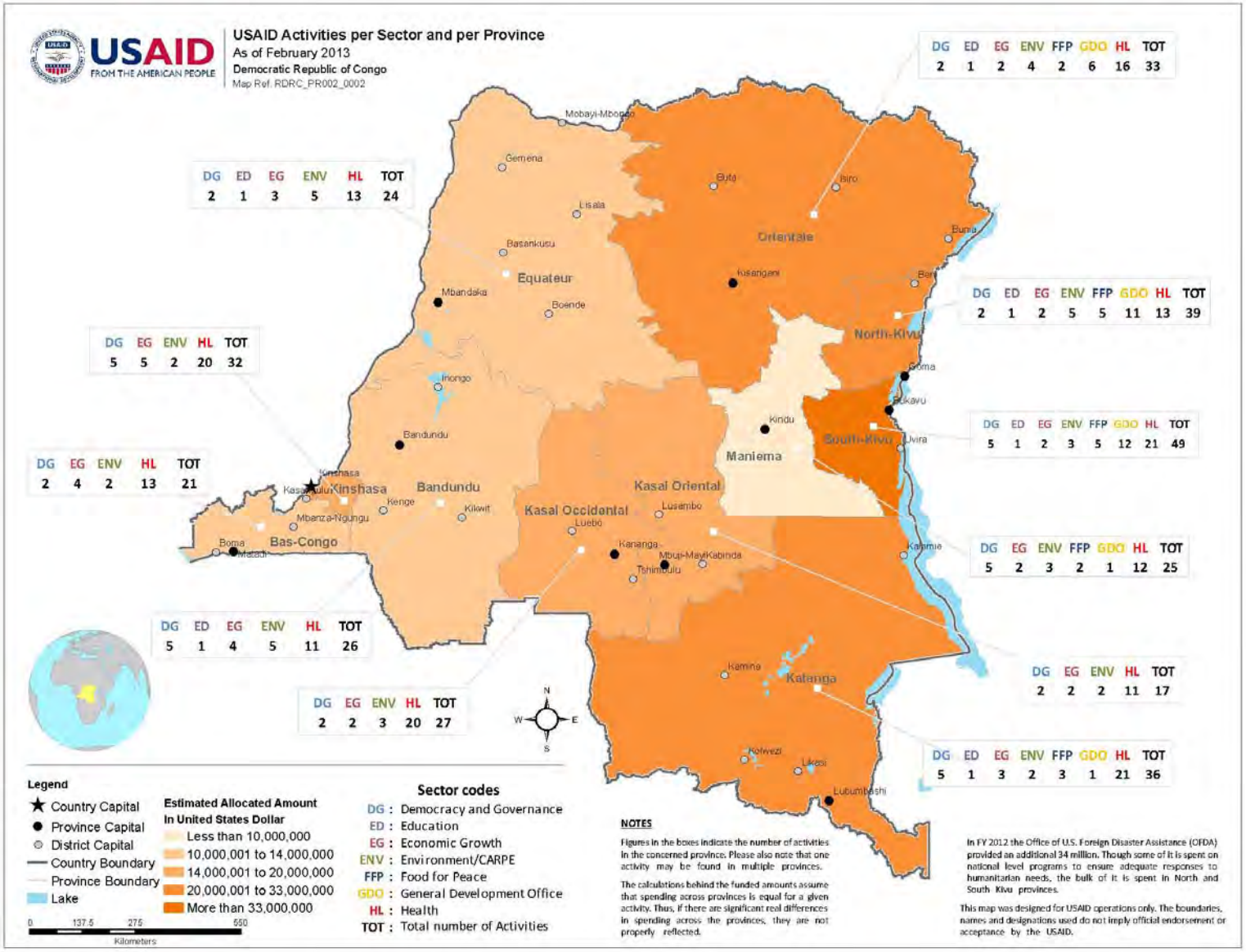
Strategy for Democracy, Human Rights, and Governance	• USAID Missions, under the direction of Mission leadership, will:
	  o Analyze the host-country development context and ensure alignment with this strategy.
	  o Implement the DRG strategy throughout the Program Cycle and across Mission portfolios and performance plans.
	  o Serve as leaders to promote cross-sectoral and integrated approaches to development.
	  o Serve as a strong voice for DRG and integrate with the Ambassador and others in the country team.
	• Within Missions, DRG field officers will carry out the following specific functions:
	  o Implement the core tenets of the strategy throughout the DRG program portfolio, as highlighted in DOs 1- 3.
	  o Work with all Mission offices to encourage the integration of DRG principles and practices into a range of programs and deeply understand other technical areas to contribute to the overall USAID strategy.
	  o Participate actively in the Public Financial Management Risk Assessment Framework and related processes in the context of identifying risks to using country systems and devising appropriate mitigating measures, and also participate in the design of government to government programming.
	  o Liaise with political officers in the Embassy to coordinate on DRG related matters, including Democracy, Human Rights, and Labor and International Narcotics and Law Enforcement Affairs programming.

Education Strategy: Opportunity	• USAID missions must focus resources on and will be held accountable for the achievement of reading gains at the primary grade levels.

through Learning	
Biodiversity Policy	• Manage and report on CARPE implementation • Incorporate protection of biodiversity in bilateral programs, particularly associated with agriculture and extractive industry interventions
Global Climate Change and Development Strategy	• Address priority climate vulnerabilities in country development cooperation strategies as funding permits. • Relevant mission staff in priority countries have climate change-related work objectives and/or performance measures.
Water and Development Strategy	• Missions are responsible for programming water investments, managing for results, and for evaluating water projects in order to meet their development goals as articulated in their CDCS. Missions are also responsible for continuing to provide data through existing reporting processes to enable USAID to present a consolidated report to external stakeholders on USAID's overall water investments, as well as inventory best practices. • In budget requests and CDCS submissions, Missions proposing food security and global health programs should consider, as relevant and appropriate, how water interventions help support their program objectives. Missions proposing WASH programs should consider linkages between WASH programs, and food security and global health efforts. • Missions must increase the proportion of water investments focused on sanitation services, as sanitation is critical to health and access lags far behind that of water. In countries that are off track to meet the MDG for sanitation, and where diarrheal disease and under-nutrition are prevalent, Missions must add sanitation as a key element of their water, health, and nutrition activities.
Sustainable Service Delivery in an Increasing Urbanized World	• This Policy encourages Missions to incorporate urban assessments into CDCS, apply existing USAID financial system assessments to subnational areas, and build capacity in using subnational indicators and GIS to improve program design. • Missions should apply more rigorous criteria to improve focus/selectivity at the local level and offer tools to gain a deeper understanding of subnational issues that shape project sustainability. • Adapt infrastructure to local environmental and technological conditions - USAID Missions should continue to adjust their programming to local environmental conditions and hazards, locally-suited technology and skills, and long-term operations and maintenance needs. • In Missions and in Washington, the Policy emphasizes supporting local capacity to meet the enormous demands for basic human services that emanate from an increasingly urban world. By closely collaborating with developing countries and municipal institutions, this approach will position the Agency to better achieve the seven core development goals identified in the USAID Policy Framework 2011-15. • Projected level of urban service needs in the DRC (2010-2025) is rated as high. • The Policy encourages Missions to support programs that will improve

	governance, encourage accountability, and bolster capacity to manage service delivery systems. • CDCSs could better examine how urban growth will provide key opportunities to achieve development outcomes. To facilitate this, this Policy encourages the development of new urban assessment tools to the extent feasible, and use of existing assessments so that Missions can apply these tools in the CDCS process.
Evaluation Policy	• Identify a key point of contact for evaluation. • Encourage staff to participate in relevant communities of practice/Invest in Training. • Develop, as needed, the guidance, tools and contractual mechanisms to access technical support specific to the types of evaluations required for the country, region or topical area in the domain of the operating unit. • Prepare on a yearly basis an inventory of evaluations to be undertaken during the following fiscal year, as well as those completed. In general, the evaluations will be identified through the preparation of Performance Management Plans, through the Program Office (as defined in ADS 100), a budget estimate for the evaluations to be undertaken during the following fiscal year. On average, at least 3 percent of the program budget managed by an operating unit should be dedicated to external evaluations. • Ensure that scopes of work evaluation reports (draft and final) adhere to quality standards and are assessed by an in-house peer technical review, and that comments are provided to the evaluation teams. • Ensure that evaluation final reports and their summaries are submitted within three months of completion to the Development Experience Clearinghouse at http://dec.usaid.gov. • Maintain a mission database for evaluations. • Integrate evaluation findings into decision making about strategies, program priorities, and project design. • Make available all relevant information for technical audits of evaluation practices. • Participate in the Agency-wide process of developing an evaluation agenda.

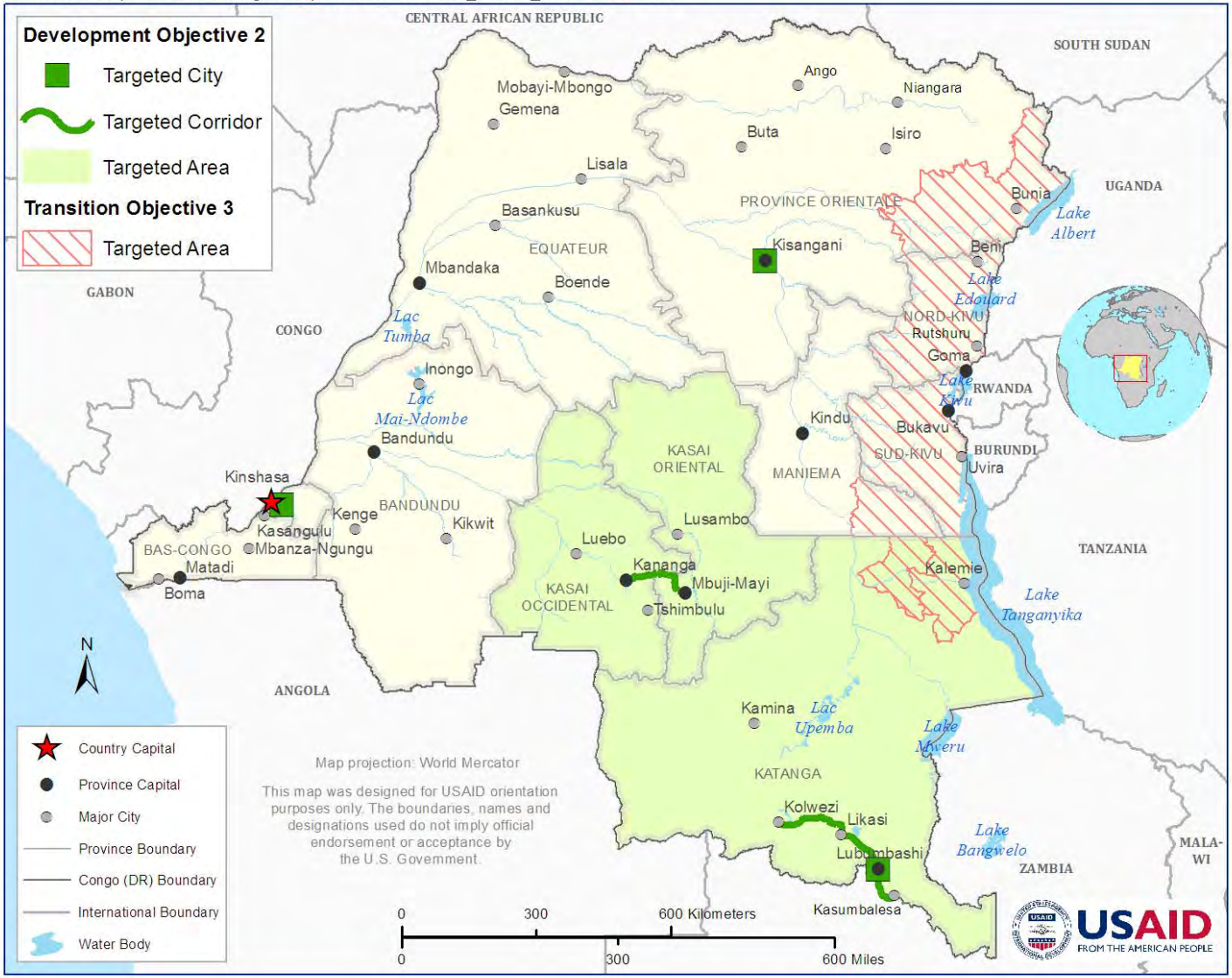
Annex 4: Pre-CDCS Map



Annex 5: CDCS Map

USAID's Country Development Cooperation Strategy (CDCS) Geographic Target Map

Democratic Republic of the Congo / Map Reference: CDRC_PR006_0028 / March 2014



Annex 6: What it would take to increase impact upon extreme poverty in the DRC?

"The United States will join with our allies to eradicate extreme poverty in the next two decades: by connecting more people to the global economy and empowering women; by giving our young and brightest minds new opportunities to serve and helping communities to feed, power and educate themselves; by saving the world's children from preventable deaths; and by realizing the promise of an AIDS-free generation." President Barack Obama, State of the Union Address, February 12, 2013

Extreme Poverty

The Administrator's definition of extreme poverty goes beyond that normally used by economists. He has stated "Extreme poverty is not a precise measure of income or the amount of food consumption today. It is more powerfully understood as the denial of basic freedoms and basic human dignity."[115] If this expanded definition is used then USAID/DRC's new CDCS is fundamentally an extreme poverty eradication strategy because of its explicit focus on improving deep-seated governance issues while addressing the urgent need to increase the number of school-age children receiving an education, decreasing the number of preventable child deaths, focusing on reducing the transmission of HIV/AIDS to the next generation, and promoting more inclusive gender-sensitive development. Dr. Shah further expounds that "Embracing President Obama's call to end extreme poverty …is about creating pathways of partnership, security, and resilience for the world's most vulnerable people." In other words, adopting a new model of development.

In response to a question about the nexus between security and development at the same Brookings Institute event, the Assistant Administrator/Policy Planning and Learning stated "…the answer to your question in many ways starts with the fundamental realization that the single most salient characteristic that differentiates countries that are doing well developmentally from those that are not is about governance." He continued "…there are institutions in even the most challenged states that work and can work and that have leadership, that have capacity, and there are other institutions, perhaps next door, that are terrible and led by corrupt ministers and are not going to get you what you need. And the ability to differentiate and find partners with whom you can succeed, even in environments that overall are challenged, is critical to our ability to find success in these environments."[116]

As noted elsewhere in the CDCS, extreme poverty will remain the status of most Congolese unless the country becomes better able to harness its extraordinary natural resource base and check the kleptocratic culture that has plagued the country since pre-Independence. All of the main development obstacles are present in the DRC: low-capability; corrupt government; poor transport and energy infrastructure; high prevalence of disease; protracted conflict which displaces people and deters economic activity; and low educational achievement. Reducing extreme poverty requires a multi-sectoral approach that recognizes the complexity inherent in such an undertaking. This is the focus of the Mission's CDCS. At the same time a number of positive factors exist as well. These include a reform-minded government; strong macro-economic growth in recent years led by mining, agriculture, and manufacturing (although growth rates of the latter are less than they should be); renewed interest in donor coordination; and considerable interest in public-private partnerships by investors in the DRC.

The most comprehensive document answering the question "what does the DRC need to accelerate growth?" is the World Bank's 2012 *Resilience of an African Giant*. The report discusses at length the main avenues for growth, including infrastructure, construction, natural resource management, security and stability, governance, agriculture, urban planning, and access to finance. The report also focuses on binding

[115] See United States, Agency for International Development, "Ending Extreme Poverty in Fragile Contexts."
[116] Ibid.

constraints within the agriculture sector (lack of safety, infrastructure, and finance) and non-agriculture sectors (poor governance, lack of access to finance, and lack of electricity).

DRC remains severely constrained not only by the enormous number of individuals below the $1.25 a day extreme poverty threshold but also by the number of people who are far below this threshold. A recent Brookings Institute paper notes that, "for the majority of those starting below 70 cents however, the $1.25 mark stands too far in the distance." For countries like DRC, where the average daily consumption of the poor currently stands at under half the global poverty line, moving individuals across the extreme poverty threshold could take generations.[117]

While the CDCS will focus on governance interventions and institution strengthening within several key sectors including health, education, democracy and governance, it is sorely constrained by budgetary earmarks from being able to have any transformational impact on extreme poverty as defined at $1.25/day. The Mission intends to use its convening power to leverage other donors and private sector partners as described briefly below but also could use additional funds in specific sectors if USAID is to have a greater impact on extreme poverty reduction and economic growth. The Mission recognizes that increased growth does not always parlay into a reduction of extreme poverty. Activities designed under this strategy will emphasize inclusive growth, where possible both increasing country output while also assisting the poorest of the poor.

Analytics

Despite some analysis regarding a long-term path to economic prosperity in the DRC, there remains much to learn. First, the needs are so great that learning which interventions work and how they stack up against alternatives can have large effects on future economic activity. Choosing a better intervention bundle could alter the time it takes to reduce extreme poverty by years or even decades. Second, the DRC looks a lot different than it did even ten years ago, and ten years before that. There is not a large amount of existing research about what detailed approaches are appropriate in the DRC. Thus, listed below are some questions that would greatly aid the long-term goal of eradicating extreme poverty:

- What sort of benefits accrue to those in extreme poverty when royalties from natural resources grow? How can the DRC best translate the wealth into welfare for citizens?
- What would the return on investment look like for roads and other transport infrastructure in key agricultural corridors in the DRC?
- What electrification schemes are most appropriate for reaching those in extreme poverty in the DRC? How do these compare with one another?
- How much extreme poverty reduction spill-over is there from governance, health, and education programs? How long does it take to be discernable?
- What rate of growth and for how long would the DRC need to grow with its current income distribution to reduce the percentage of Congolese living on less than $1.25 a day to three percent or less?

Agriculture

Agriculture's ability to meaningfully impact both economic growth and extreme poverty reduction in the DRC is substantial with the vast majority of the population engaged in subsistence agriculture. The DRC boasts excellent ecological and climactic conditions for agriculture production, including 52 percent of all fresh water resources in sub-Saharan Africa, two growing seasons, and fertile soils. Currently, the country uses only 10 percent of approximately 80 million hectares of arable land for cultivation. Agriculture production grew slowly but steadily over the past decade, following the official end of the war in 2003. This growth had a significant impact on DRC's economy; between 2006 and 2010 agriculture was responsible for a quarter of all GDP growth.

[117] See Chandy, Laurence, Natasha Ledlie, and Veronika Penciakova.

However, the sector is plagued by a poor agribusiness enabling environment, deficient or absent road and power infrastructure, lack of technical capacity, and lack of public and private investment. Domestic farms export a negligible volume of agriculture products and approximately one-third of the food consumed in the country is imported – resulting in a negative net trade balance. If the DRC were to fully exploit its agriculture potential, the country could feed approximately one billion people – greater than the estimated population of all of sub-Saharan Africa.

Private and public investment in the sector is extremely limited. The government disburses between two and three percent of its total budget to the sector, well below its ten percent Comprehensive Africa Agriculture Development Program (CAADP) commitment. Additionally, the agribusiness enabling environment is particularly unfriendly to foreign direct investment, presently requiring that all enterprises be at least 51 percent Congolese-owned.

USAID currently programs about $8 million per year of agriculture funding in the DRC although the proposed FY 2015 budget is a mere $4 million. Given the large need and potential for agricultural development, USAID hopes to make the case for a robust program in the longer-term. In order to best utilize existing resources and prepare the basis for a larger future program, USAID will conduct a thorough assessment to determine how to re-orient and reinvigorate agricultural programming to obtain the best value for money. It will be essential to gauge the GDRC's political will to implement the necessary policy and legal reforms and make the investments in infrastructure in order to unlock growth in the sector and meet CAADP commitments. Additional analytical work is required to determine what USAID's niche should be with limited and hopefully eventually greater resources. Should the focus be on policy reform or on agricultural research? Will there be greater impact by working at national or provincial levels? Should there be one small value-chain project to demonstrate potentially "scalable" approaches in the DRC through innovative pilot efforts or would funds be better used leveraging public-private partnerships?

USAID plans to undertake evaluations and assessments of ongoing activities during FY 2014 to determine how best to allocate FtF funds in the future. USAID's value-chain project is outside of the planned CDCS geographic area and will end early to allow the Mission to concentrate activities. USAID will also closely monitor a coffee Global Development Alliance in South Kivu to determine whether there is potential to expand this kind of activity elsewhere in the east.

Should the DRC adopt pro-investment policies for agriculture, USAID/W may want to consider increasing resources to this sector. There is considerable interest from both expatriates based in the DRC and outsiders in investing and leveraging considerable private funds for agriculture is extremely promising.

Extractive Industries/Natural Resource Management

Governance and institutional reforms can serve as the foundation for inclusive growth in the DRC. Nowhere is this more evident than in the extractive industries sector, whether referring to minerals, petroleum, or forestry. This sector can foster massive development gains in a relatively short amount of time through increased responsible investment in the mining sector and the proper management of revenues from natural resource exploitation. As the Assistant Administrator/Policy Planning and Learning has noted, "If there is a silver bullet in the long term to the eradication of extreme poverty around the world, it is that countries will be able to access their own resources to do that."[118] Prudent decisions regarding the use of the wealth derived from natural resources offers the potential to rapidly decrease extreme poverty if inclusive development approaches are adopted.

While funding to date has focused on conflict minerals in the east, the USG could play a broader leadership role encouraging enhanced governance in extractive industries not just for mining but also for oil resources likely to be developed soon. Natural resource management in the DRC remains much weaker than the

[118] See United States, Agency for International Development, "Ending Extreme Poverty in Fragile Contexts."

heralded systems of Chile (copper), Botswana (diamonds), or Norway (oil; the standard-bearer for good governance of natural resources), which all have state-owned and/or parastatal companies in charge of operations. Government revenues in the DRC are not fully transparent. In 2012, this resulted in a dismal score of 18 out of 100 on budget transparency from the International Budget Partnership (although the score has risen from a zero in 2010).[119] With small amounts of additional resources, USAID would be better positioned to engage in policy dialogue and reform efforts for the entire extractive industries sector.

USAID's work with the Responsible Minerals Public Private Alliance has enabled the USG to play a leading role in implementing Dodd-Frank requirements in the DRC and the region. As conflict is a major source of displacement and prevents people from leaving extreme poverty, the Mission's work on responsible mineral trade both increases individual's incomes as well as creates an environment that promotes broader growth in the east.

Energy

Energy needs in the DRC are immense. Currently, only nine percent of the population has access to electricity (35 percent in urban areas and less than one percent in rural areas).[120] USAID is programming $7.8 million in FY 2013 funds to work in the energy sector primarily to support the development of Inga 3. These funds could be used in a variety of ways but are insufficient to strengthen the PMO and the Ministry of Energy to make sound policy and regulatory decisions, to improve governance of the parastatal energy company, SNEL, to guide a proposed new institution to oversee Inga and/or to seek financing for promising hydro-electric schemes to deliver energy much sooner than 2022 when Inga would begin generating power. The Mission recognizes that INGA will not address extreme poverty even in the medium term. Furthermore, long term effects on extreme poverty reduction are contingent on responsible management of the generated electricity and royalties. Current funding, if maintained, will allow the Mission to address policy issues that affect all hydro sectors, including micro-hydro which will likely have more impact on the extremely poor.

Convening and Leveraging Partners

A major constraint in the DRC is bad economic governance including the problems of corruption, taxes, customs, and the poor overall business climate. With corruption, 66 percent of businesses in the DRC report pressures to give gifts to public officials to "get things done" and indicate that they receive informal payment requests during public transactions.[121] With taxes, there are major problems with the total tax rate and with profit taxes. For instance, the corporate tax rate approaches 60 percent, three times higher than the Sub-saharan African average of 18 percent. Customs clearance processes are cumbersome, lengthy and more expensive than many other countries. The poor business climate is characterized by the high cost of business start-up procedures, a long timeframe to start a business (31 days), the percentage of firms identifying labor regulations (20 percent), and the percent of firms identifying licensing and permits (32 percent) as major constraints.[122] Without addressing the broader business climate, growth in sectors that create employment will be limited. Without increased employment opportunities, families will continue to be focused on subsistence production and have limited avenues to increase incomes.

A number of other donors have significant resources to tackle some of these issues. Nonetheless, the approach taken is not always supportive of private investors. For instance, donor discussions with the GDRC frequently focus on the need to increase revenues which the government, in turn, does by levying additional taxes on the miniscule formal sector, particularly any of the businesses able to make a profit and reinvest in the economy. The private sector has requested that USAID play a larger role dialoguing with the government on key reforms in the business climate and perhaps even to manage private funds to implement

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[119] See International Budget Partnership.
[120] See Democratic Republic of the Congo, Sustainable Energy for All, and the United Nations Development Program.
[121] See International Finance Corporation and World Bank, "Enterprise Surveys."
[122] Ibid and see International Finance Corporation and World Bank. "Economy Profile: Democratic Republic of the Congo."

reform programs for taxation, customs and retrocession. Absent any economic growth funds, it will not be possible to leverage potentially significant private sector resources. USAID will continue to convene discussions and try to influence government policy where possible.

Conclusions

By collaborating with other donors, the private sector, civil society, and approaching development with a new model, USAID will be able to contribute in a measurable way toward the elimination of extreme poverty in the DRC. Programs to enroll children in basic education, reduce maternal and child mortality, reduce the transmission of HIV/AIDS from mother to child, enhance governance, and empower women will all increase basic freedom of choice and improve the human dignity of Congolese citizens. Limited resources for responsible minerals, agriculture, peace and security, and energy will make modest contributions toward economic growth and extreme poverty reduction but the American people's commitment to the lofty goal of eradicating extreme poverty by 2030 would be much greater with additional resources.

Annex 7: Eastern DRC Programming Possibilities

After twenty years of conflict in the DRC, the next one-to-three years can be decisive in consolidating peace and security in the east, improving governance through credible elections, and professionalizing the security forces so that Congo can protect its territory and citizens. This is a moment of opportunity. Improved military performance by the Congolese armed forces and robust support from UN peacekeepers have led to the defeat of the M23 and greater pressure on other armed groups. Intensified diplomatic efforts such as the regional Peace Security and Cooperation Framework and the work of the team of Special Envoys have added to the pressure to address root causes of the conflict. Meanwhile, the electoral cycle leading to presidential elections in 2016 offers an opening to advance democratic reforms.

Active U.S. engagement would bolster prospects for success. Yet, resources are lacking focused on these urgent objectives – elections, eastern Congo stabilization, security assistance – to have the necessary impact at this moment of opportunity. There is also a lack of flexible implementing instruments – particularly regarding stabilization – to respond quickly and in a tailored fashion to consolidate peace in communities that are recaptured from armed groups. Under the normal budget request cycle, it will be impossible to obtain needed resources in time to have impact during this critical 2014-2016 period.

Short Program Descriptions:

Elections

With additional funding, U.S. support for the upcoming DRC electoral cycle could play a role in restoring and strengthening the credibility and transparency of the 2016 national elections, as well as the 2015 local and provincial elections if the funds are received in FY 2014. A funding commitment of this size by the United States could potentially encourage greater buy-in from donor countries that remain wary about committing funds to the UN basket fund or as support for the current elections plan. U.S. support would be prioritized as follows.

Elections Observers:
USAID plans to support a leading Congolese election observation organization to strengthen their institutional and technical capacity to conduct credible election observation. With additional funds, USAID could finance the deployment of domestic observers and advanced elections observation techniques (potentially to include Parallel Vote Tabulation) to increase the credibility of the process. USAID would also fund an international observer mission.

Building CENI Capacity:
The UN Needs Assessment Mission, CENI, and the GDRC itself acknowledge that enormous gaps in CENI's logistical, technological, and subject matter expertise will constrain its ability to organize three separate elections across a country with little infrastructure, poor communications, and a largely unskilled labor force. U.S. resources would train and provide technical assistance to CENI officials to prepare them to undertake the variety of tasks needed for managing the electoral roll, transporting elections materials to polling stations, tabulating votes, reporting results, and other responsibilities to ensure a clean, fair, and transparent election.

Civic/Voter Education:
This assistance would finance voter education activities conducted by Congolese CSOs, including public sensitization on how the electoral process functions, voter education on citizen expectations, rights, and responsibilities, and activities to mitigate conflict and hate messages during the campaign season. This activity would also seek to strengthen existing linkages between CSOs and the CENI in order to strengthen the latter's accountability and transparency to the public. The CENI President has specifically asked USAID to provide this kind of assistance.

Justice Sector:
Training for magistrates who will be charged with settling elections disputes is a high priority. This could be an appropriate area of focus for the UNDP through their basket fund elections project.

Stabilization/Transitions Programs

In view of the USG policy priority accorded eastern Congo, an additional funds would be used for (1) a flexible stabilization instrument to permit rapid community development and restoration of state authority in areas newly recaptured from armed groups; (2) programs to address the illicit trade in conflict minerals that continues to fuel the conflict; (3) continuation of critically needed programs to counter sexual and gender based violence that persists as a weapon of war; and (4) justice programs to combat the cycle of impunity. Failure to proceed swiftly to address these issues comprehensively risks loss of momentum on eastern Congo peace initiatives and a return to extensive conflict.

Stabilization/Transition Program and Operations Research:
USAID proposes launching a new flexible stabilization/transition program to address emerging opportunities to reinforce peace processes in eastern DRC and transition to longer-term development. Program objectives, including sectoral and geographic targeting, would be adapted to needs identified during the program launch and adjusted through frequent strategy reviews as the situation changes. Depending on the evolving situation and local conditions, the program would conduct livelihoods, local governance and peace-building activities. In areas emerging from conflict such as Rutshuru, the program would provide USAID the capacity to quickly conduct activities to help restore state authority and help communities recover.

Projects that advance DDR and land conflict resolution could be expanded with additional funding, either as part of the new stabilization/transition program or through separate implementing mechanisms. Current USAID-funded programs implemented by the UN (UNICEF and UNHABITAT) target DDR and land conflict and will end in 2014 without additional resources. DDR and land conflict remain key areas that require focus in order to bring greater stability to eastern DRC.

Many current programs address the end result of conflict but not the drivers of conflict. In order to address underlying causes of conflict in eastern DRC operations research and analysis are necessary to inform the design of programs and diplomatic initiatives to further peace processes. Furthermore, OR will strengthen the ability of the international community to support MONUSCO's new ISSSS.

Responsible Minerals Trade/Alternative Livelihoods:
Additional funding for USAID will have a significant direct impact on reducing illegal trade of minerals and increasing trade of responsibly sourced minerals, while also leveraging GDRC and regional country commitment and resources as well as that of other donors. This would enable the USG to lead, influence, and promote responsible minerals trade development in the Great Lakes Region. USAID would scale up efforts to enhance civilian regulation of the DRC minerals trade, provide alternative livelihoods and technical capacity building to artisanal miners and communities, and strengthen regional and international cooperation.

Sexual and Gender Based Violence (SGBV):
Current, high-profile SGBV treatment and prevention programs will be scaled down in 2014 without additional resources. New resources will allow USAID to continue and expand existing SGBV programs focused in North and South Kivu, Maniema, and Orientale provinces, reaching approximately 10,000 people per year with SGBV treatment services and more than 2 million per year with behavior change messaging to prevent SGBV and reduce stigma against survivors. These programs are key to addressing the results of impunity in the eastern DRC, as they assist victims to return to a life with dignity and rebuild their livelihoods.

Judiciary Reform:

USAID has worked to strengthen the independence and effectiveness of the Congolese judiciary since 2009. This assistance focused on establishing the High Council of Magistrates (known by its French acronym, CSM), the national body that supervises all judges and plays a lead role in formulating budget and policy for the judiciary, as well as on building capacity in twelve courts in four provinces and working with NGOs to increase access to justice. USAID is designing a new project that will have two main objectives: improving the administration of justice and increasing access to justice. With additional funds, the project will be expanded to include eastern DRC, enabling USAID to target more individual courts for capacity building, to finance more legal aid for citizens trying to access the courts and potentially train judges that serve on 'mixed courts' for war crimes.

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