



Operational Plan 2011-2015

DFID DEMOCRATIC REPUBLIC OF CONGO

Updated June 2013

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Introduction

The UK Government is determined to help end extreme poverty around the world. We believe that international development is not just the right thing to do, but the smart thing to do. Britain has never stood on the sidelines, and it is in all our interests for countries around the world to be stable and secure, to have educated and healthy populations and to have growing economies. DFID aims to end aid dependency through jobs – building the economies of developing countries so that they can stand on their own feet.

No country can develop with only half of the population involved, that is why DFID is scaling up its support for women and girls across all of our country programmes, including an increased emphasis on girls education and preventing violence against women and girls.

We are also focussing on what works, investing in research and taking advantage of new technology to ensure that UK development support has the greatest impact.

DFID is committed to being a global leader on transparency, and in 2012 was ranked the top aid organisation in the world for transparency. Transparency is fundamental to improving accountability both to UK citizens and to citizens in the countries where we work. Transparency also helps us achieve greater value for money and improves the effectiveness of aid. As part of our commitment to transparency we publish Operational Plans for each area of our work setting out what we will achieve and how we will achieve it. In June 2013 DFID launched a new online tool, Development Tracker, to provide an easy way to access information and data about DFID programmes.

With less than 1000 days to go, we will continue to focus our efforts on delivering the Millennium Development Goals, creating wealth in poor countries, strengthening their governance and security and tackling climate change. The prize, in doing so, is huge: a better life for millions of people, and a safer, more prosperous world.



1) Context

The Democratic Republic of Congo (DRC) is the poorest country in the world: bottom of the UN Human Development Index, and significantly off target to meet the Millennium Development Goals. Despite this, DRC has the potential to become an economic powerhouse and therefore play a positive role in supporting peace and development, with vast mineral wealth and opportunities for generating hydropower. Decades of conflict and corruption has left DRC chronically unstable, lacking infrastructure and social services, and falling far short of its economic potential. Notwithstanding steady economic growth over the past decade, per capita GDP remains at just 43% of what it was in 1980 and around 60% of the population live on less than \$1.25 per day. Seven out of 10 people in rural areas do not have access to safe drinking water. Almost one in three children under five are severely malnourished and only 61% of girls and boys aged 6-11 regularly attend primary school.

The state is unable to either provide security, or ensure protection for the whole population: violent conflict and instability continues in the east, where the largest UN mission in the world is attempting to provide some measure of civilian protection. Instability in DRC has already led to Africa's first major inter-state war and continues to pose a threat to the region. The consequence of this wide-scale instability is that the country continues to face one of the most complex and chronic humanitarian crises in the world. There is an estimated 2.5m displaced people in DRC alone. Despite intensive conflict resolution and stabilisation efforts, violence in 2012 threatened both national and regional peace. This upsurge in violence has brought into sharp focus the on-going fragility of the region and the significant challenges to promoting effective stabilisation as a foundation for long-term recovery and development.

DRC is one of the worst places in the world to be born a girl: women and girls are systematically disadvantaged, and the global gender equality index ranks DRC 142 out of 146 countries, this limits their ability to participate as equal members of society. DRC has one of the highest adolescent fertility rates in the world, double the average for similar countries, and an estimated one in 100 births results in maternal death. Nearly two thirds of married women report being physically or sexually abused by their partner. This is overlaid by horrendous incidents of sexual violence in conflict-affected areas. Women and girls lack access to basic services, this is compounded by harmful beliefs and attitudes such as early marriage. An estimated 74% of women aged 15-19 are married and 20% of rural women aged 15-19 are mothers. More than three-quarters of a million babies in DRC are born to girls aged 15-19.

Poverty in DRC does not result from a lack of economic potential, but primarily because of an acute governance crisis: structures at various levels are often unable, and at times unwilling, to finance or provide basic services. Where services do exist, they are primarily financed by international donors and provided by the UN and international and national civil society.

Politics remains defined by ethnic division underpinned by entrenched systems of patronage: corruption is widespread and instrumental in managing services provided by the public sector. Sustaining real progress on poverty reduction is dependent on changing the nature of the relationship between the state and the citizen. Close to 19m people voted in the country's second democratic presidential and parliamentary elections in 2011. However, accusations of mismanagement and human rights abuses undermined the credibility of the electoral process in the eyes of many Congolese and international observers.

The scale of the challenge in DRC is enormous: this is rightly recognised as one of the world's most difficult environments to deliver aid effectively. Both conflict and corruption mean that DRC remains a challenging environment for development programming but the costs of failing to address the needs of the population are great. Independent assessments and evaluations show that, with other donors and development partners, our programmes are making a difference to the lives of millions of people. Our programme is the major component of an overall framework of action by the UK Government to support the Government of DRC and its people to move away from conflict and insecurity.



2) Vision

We aim to address the urgent needs of the most vulnerable and poorest people in DRC now, while working with the Government to enable it to provide and finance basic services in the long-term. Our programmes will be concentrated in six of DRC's 11 provinces, with the aim of achieving better value for money and reducing risk through more effective monitoring, better provincial relationships and creating synergies between our programmes. We do not channel money through the Government, but align our programmes to national and provincial priorities and invest in building state capacity to respond better to the needs of its citizens. We only finance civil society organisations, private sector providers and multilateral agencies that have demonstrably robust financial management systems. To implement this vision, we will make investments in six principle areas.

- **Strengthening the rule of law and tackling the root causes of conflict.** We will contribute to UK Government's objectives by helping stabilise DRC and the wider region through multilateral contributions to UN Peace Keepers (MONUSCO) and EU Security instruments. Our programmes will also contribute by: supporting efforts to improve political governance and promote a more progressive issue based political culture; security sector reform, with a particular focus on community policing, to build safer communities and improve accountability; mining sector reforms aimed at breaking the link between the illicit exploitation of natural resources that fuels conflict, to provide long-term benefits to global security; and developing sustainable infrastructure that supports job creation. .
- **Deliver 2.3m life-saving humanitarian interventions per year.** UK aid is designed to save lives and alleviate suffering, while strengthening resilience and building systems that lead to an overall reduction of humanitarian need, allowing investments to be made in a more sustainable way. We will enhance our approach to address the root causes of conflict, while continuing to respond to the humanitarian needs that it generates.
- **Deliver equitable, inclusive and quality services in the health, education and WASH sectors.** These investments save lives and can transform governance structures by empowering people to participate in decisions that affect their lives and strengthens the state-citizen relationship. We are focused on changing systemic and structural discrimination that women and girls face to help them become equal members of Congolese society.
- **Stimulate economic development.** We will contribute towards developing a healthy private sector through investments aimed at: improving the business environment; increasing access to finance; creating jobs for young people (who might otherwise seek a living through violence) and women and adolescent girls; and constructing essential infrastructure to increase access to markets. We aim to make the mining sector more transparent and accountable given its potential to be an engine for growth and public revenue generation.
- **Support the transformation of the state's ability to resource and deliver services.** To achieve our vision we must understand DRC's political economy and ensure a concerted effort is made to tackle the root causes of poverty and fragility. We aim to develop better public financial management and ways to tackle corruption to maximise state investments, while contributing to the reform of political governance.
- **Promote an open society through empowerment and accountability.** We will support the development of more accountable and stable institutions and empowerment of citizens giving them real choices about the decisions that affect their country, ensuring they have the power to decide on local priorities and are able to hold decision makers and service providers to account.

Underpinning our programme are efforts to transform the way the international community works in DRC, to generate a more coherent approach among donors, and between donors and Government, to increase the effectiveness of international aid. This includes continuing in our role as co-chair of the Donor Coordination Group that consists of around 20 bilateral and multilateral donors that are committed to working together. This broad framework aims to support the aspirations of a nation to become stable, able to meet the needs of its people and to realise its potential as an economic powerhouse.



3) Results

Pillar/strategic priority	Indicator	Baseline (year)	Expected results attributable to DFID up to March 2015
Wealth creation/ infrastructure	Kilometres of roads rebuilt	0	1,435
Wealth creation/ business environment	Indicator to be confirmed June 2013	0	TBC
	Indicator to be confirmed June 2013	0	TBC
Governance/ elections	Number of people who register to vote (of which % women)	26,000,000 (52%)	31,000,000 (52%)
	Number of people vote in elections	18,000,000 (2006)	22,000,000
Governance/ accountability	Number of people supported to have choice and control over their own development and to hold decision-makers to account in 1,025 communities	0 (2010)	1,700,000
MDGs - education/ primary schooling	Number of children supported by DFID in primary education (number of girls)	0 (2010)	198,000 (99,000)
MDGs - health/ malaria	Number of insecticide treated bed nets distributed (number of people reached)	0 (2010)	8,600,000 (at least 13m)
MDGs - health/ reproductive health	Number of births delivered with the help of nurses, midwives or doctors	0 (2010)	318,000
MDGs - WatSan/ rural water	Number of people with sustainable access to clean drinking water sources (number of women and girls)	411,225 (2011)	1,600,000 (at least 800,000)
	Number of people with sustainable access to an improved sanitation facility (number of women and girls)	381,852 (2011)	1,300,000 (at least 650,000)
	Number of people reached with access to improved hygiene (number of women and girls)	377,656 (2011)	1,300,000 (at least 650,000)



3) Results (continued)

Evidence supporting results

- **Scale-up current or previous programmes that have proven effective:** programmes on road building, water and sanitation improvements, access to healthcare, distribution of bed nets, humanitarian response, and core elements of community recovery. The expected results are based on a good understanding of what works in DRC and are considered highly achievable in a wide range of possible future scenarios.
- **Using international experience of what works and adapting for DRC:** programmes that support primary education, reproductive health, the business environment, accountability elements in the community recovery programme, public finance management, civic education, and media design. This evidence has been assessed for its transferability to DRC and expected results have been estimated by adjusting international evidence to accommodate differences and their likely implications. Continued stability in the political environment is important, but subject to this, the results are considered achievable.
- **Pursuing innovative approaches:** programmes on stabilisation, and police and mining sector reform. There is either limited international evidence on these types of approaches, or limited transferability to DRC, which means the evidence is weak. However, international evidence indicates that progress in these areas is critical to achieve meaningful transformation of the institutions of state. Political will and stability are extremely important and these results will be the most challenging to achieve. We will ensure robust approaches to monitoring and evaluation are embedded in these programmes, including independent impact evaluation where appropriate, contributing to global evidence.

Value for money rationale

Value for money of our programme is one of the key factors used in determining priority areas and our level of investment. Despite high transport and logistics costs, the scale of need and response offers the opportunity to exploit some economies of scale in procurement. The programme has been designed to ensure synergies between programmes can maximise value for money. This includes concentrating our programmes in six of DRC's 11 provinces. To improve communication with implementing partners and authorities, and to facilitate better monitoring of our programmes, we plan to establish Risk Management Offices to cover each of these provinces. The shape and form of the office will depend on the provincial context and breadth of UK interests.

Multiplier effects between programmes, e.g. building roads to improve access to border posts that have simpler trade procedures, will make the value for money of the package stronger. Our new approach to stabilisation in the east aims to ensure that previous and current investments are better protected from conflict. Our support to high level reforms, e.g. in the area of public finance management, will create a better enabling environment for other parts of the programme, e.g. planning in education with a view to reducing fees. Value for money from our programme will also be maximised by leveraging contributions from others where possible.



4) Delivery and Resources

We do not channel aid through Government systems: though not a direct recipient of UK funding, the Government is a key partner for coordination and policy dialogue and our programme will be aligned to national priorities and policies, and where possible, we work with Government at an operational level. There has been incremental progress, under challenging conditions, in strengthening donor-government relations. Recent efforts to agree common priority areas for engagement with the Government are positive.

Our programme is delivered through a range of partners: chosen to reflect programme objectives and risks to ensure effective management. Our partners include multilaterals, civil society and the private sector. We manage these partnerships and when there is poor performance we seek alternatives. In 2011, we launched an innovative annual partner survey to get feedback on our own performance direct from implementing partners. This is designed to identify how we can improve as a donor and creates incentives for our teams to be outward-facing and open to external views, opinions and feedback. We will ensure we are open with partners on what works and share examples of failure to ensure that lessons that are identified are learnt.

Stabilisation in the east: we have invested in multilateral stabilisation efforts in eastern DRC under the UN-led International Strategy for the Support to Security and Stabilisation (I4S) through its support for infrastructure, particularly the construction and rehabilitation of roads. We provide support for the construction of the Centre Negoces and for les Forces Armees de la Republique Democratique du Congo (FARDC) garrisoning in line with I4S priorities. DFID continues to make significant investments in community recovery and development, health, police and mining reform, and continues to support humanitarian response. We will develop new programmes to address the root causes and drivers of conflict as a core element of our new framework for engagement in the east. We are establishing our first Risk Management Office in DRC in the east to ensure effective management and oversight of our work.

Women and girls: we will ensure the priorities of women and girls are prominent in all key programmes by: systematically taking account of gender inequalities and of the different roles of men and women; designing programmes to address the disadvantages faced by women and girls; working with men and women to change discriminatory practices, such as favouring boys' access to school; and ensuring results are disaggregated by gender where possible. Ensuring this focus requires systematic engagement on integrating women's and girls' priorities in the design and implementation of our programme. We will develop and implement a cross-office strategy to highlight opportunities to improve our existing programme and pilot new and innovative initiatives to support women and girls' empowerment.

We regularly update our conflict analysis to inform current and future interventions and ensure our programme is in line with fragile states principles, particularly the commitment to do no harm. The analysis is used to monitor conflict dynamics in DRC on an annual basis and complement our risk management and external environment monitoring work.

We are structured into three programme teams: Governance and Security; Humanitarian and Social Sectors; and Wealth Creation. The office is supported by cross-cutting advisers, responsible for improving performance on results, risk and financial management, value for money and transparency. We employ 67 staff, 23 of whom are UK Civil Servants.

We have created a shared Corporate Services Team covering the majority of corporate functions. A cross-Embassy voluntary departure scheme was run in 2010, which resulted in significant savings in administration costs and a reduction in 32 posts, all of which were co-funded by DFID and the Foreign and Commonwealth Office. Further work on aligning business processes and achieving greater efficiencies will continue.



4) Delivery and Resources (continued)

Planned Programme Spend

Pillar/ strategic priority	2010/11 (£,000)		2011/12 (£,000)		2012/13 (£,000)		2013/14 (£,000)		2014/15 (£,000)		Total 2011/12-2015/16 (£,000)	
	Resource	Capital	Resource	Capital	Resource	Capital	Resource	Capital	Resource	Capital	Resource	Capital
Wealth creation	1,800	17,000	2,000	17,000	3,519	10,677	10,000	12,000	12,000	9,000	27,519	48,677
Climate change	0	0	0	0	0	0	0	0	0	0	0	0
Governance and security	20,000	0	20,000	0	19,599	0	15,000	0	18,000	0	72,599	0
Education	4,900	0	0	0	37	0	5,000	0	10,000	0	15,037	0
Reproductive, maternal and newborn health	12,700	0	15,000	0	24,913	0	25,000	0	35,000	0	99,913	0
Malaria	3,500	0	10,000	0	3,300	0	12,000	0	12,000	0	37,300	0
HIV/Aids	700	0	1,000	0	0	0	0	0	0	0	1,000	0
Other health	4,500	0	0	0	0	0	0	0	0	0	0	0
WASH	10,900	0	10,000	0	8,171	0	22,000	0	23,000	0	63,171	0
Poverty, hunger and vulnerability	11,700	0	15,000	0	16,170	0	13,000	0	15,000	0	59,170	0
Humanitarian	43,600	0	50,000	0	48,888	0	36,000	0	36,000	0	170,888	0
Other MDG's	80	0	0	0	0	0	0	0	0	0	0	0
Global partnerships	0	0	0	0	0	0	0	0	0	0	0	0
Sub-total	114,380	17,000	123,000	17,000	124,597	10,677	138,000	12,000	161,000	9,000	546,597	48,677
Total	131,380		140,000		135,274		150,000		170,000		595,274	

Note: Figures for: 2010-11 and 2011-12 are actual outturn; 2012-13 are provisional outturn; 2013-14 and 2014-15 are planned budgets



4) Delivery and Resources (continued)

Planned Operating Costs

	2010/11	2011/12	2012/13	2013/14	2014/15	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Frontline staff - pay	1,825	2,177	2,990	2,735	3,410	11,312
Frontline staff - non-pay	1,571	1,796	1,640	1,614	1,592	6,642
Administrative - pay	541	472	487	439	473	1,871
Administrative - non-pay	306	269	192	271	242	974
Total	4,243	4,714	5,309	5,059	5,717	20,799

Note: Figures for 2010-11 and 2011-12 are actual outturn; 2012-13 are provisional outturn; 2013-14 and 2014-15 are planned budgets"

A number of factors could affect these figures, including: exchange rates; outcome of negotiations on our Service Level Agreement with the FCO; reduction in availability of UN flights; and changes to hardship classification. Non-pay frontline staff and administrative costs alters by year, due to the costs associated with staff rotations. These figures do not include the costs associated with establishing Risk Management Offices.

Planned Efficiency savings

Category	Details	Residual cost
Strategic reprioritisation	Exiting HIV, less effective partnerships (£58.8m)	£10,800,000
Further examples of programme efficiency	Re-designing Security Sector Reform/Police and Education programmes	£43,400,000

Administrative cost savings initiative	2011/12		2012/13		2013/14		2014/15	
	Pay £'000	Non-pay £'000	Pay £'000	Non-pay £'000	Pay £'000	Non-pay £'000	Pay £'000	Non-pay £'000
Reduction in consultancy payments								
Reduction in travel								
Reduction in training								
Estates and property costs								
Office restructure	83	147						
Other reductions	17	20						
Total	100	167	0	0	0	0	0	0

We have already implemented substantial savings in operating costs, cutting expenditure from £6.1m in 2009/10 to £4.3m in 2010/11. This leaves limited scope for further reductions.



5) Delivering Value for Money

Challenges: the operating environment means delivery costs are sometimes greater compared to other countries in which DFID operates. Systemic factors that raise unit costs include:

- **Working outside Government systems** administration and management overheads are therefore higher
- **Weak infrastructure and logistics** transport costs are therefore higher
- **Security constraints** affect the security of people and assets adding to implementation costs
- **Challenging environment** both to work and live in makes attracting and retaining good staff expensive
- **Lack of reliable national data** means we need to invest in data systems to be able to monitor both results and cost effectiveness.

Economies of scale to some extent offsets the impact of these factors on average unit costs, therefore the programme can still deliver excellent value for money.

Response: we will undertake a systematic approach, by implementing our value for money action plan. This commits us to:

- **Make value for money a key consideration in project design and appraisal:** undertaking cost benefit/effectiveness analysis and developing a series of metrics for all interventions, and set appropriate benchmarks (within and outside of DRC) for each intervention to test and challenge assumptions.
- **Establish monitoring and evaluation systems that capture and report on:** value for money information; performance against the metrics (reviewing how they evolve against estimates and comparators); and findings to be fed back into implementation and into a database to inform future work.
- **Continuous improvement:** ensure we have correct systems, procedures and practices to improve financial management, including forecasting.
- **Manage fiduciary risks** associated with increasing programme and administrative expenditure, including through spot checks.
- **Take a commercial approach** in managing administrative and programme resource, strengthening our procurement and improving the management of contracts and other financial arrangements with service providers.

To do this we will build capacity of our:

- **Programme team:** when conducting and using value for money analysis through in-house coaching, including specific training on evaluating budget proposals.
- **Implementing partners:** so they understand and share our vision for results-oriented programme management and are able to work with us to improve value for money. The size of our investment via our partners should help us leverage this change.

Over the long-term our programme will tackle some of the challenges faced, helping to improve future UK investments in DRC. Where there are data limitations to ensure sufficient robustness of value for money metrics, monitoring and evaluation systems can capture the information needed to review and refine these.



6) Monitoring and Evaluation

Monitoring: our Results Framework provides both an overview of programme implementation and reports against the DFID Business Plan. It has indicators and targets to track how we are delivering against poverty reduction, fostering positive state-citizen relations and supporting peace. Our Monitoring, Operational Research and Evaluation Strategy supports teams develop results, logframes and monitoring and evaluation systems. It also supports logframe reviews and data quality assessments to ensure that our commitments are measured and reported. Annual reviews enable us to appraise commitments and delivery through monitoring and evaluation, to identify where and how we can support partners.

Evaluation: independent impact evaluations of a number of programmes will be conducted to systematically and objectively assess them against the intended aims and objectives. A range of methods will be used to provide evidence on whether a programme has had a positive effect on people's lives and whether outcomes are attributable to our programme. These evaluations will be quality assured and delivered through DFID-issued contracts to independent teams (e.g. police reform, and regional trade) or through contracts issued by the lead implementing partner (e.g. community-led recovery, rural water and sanitation, and roads) and once finalised, published. Some programmes include a proportion of spend on evaluation and monitoring systems of between 3-5%. A comprehensive impact evaluation has already been conducted on community-led recovery in the east, and more are planned in other sectors (e.g. WASH, malaria, cash transfers and the effects of abolishing user fees on uptake of health services).

Capacity building: through a range of training we are strengthening capacity for teams to monitor results, and generate and use evidence. This includes training on logframes, research and evaluation ethics and the broader DFID results agenda. We will make links to existing institutions where possible, and encourage greater demand for high quality information when making decisions about spending to embed evaluation in the long-term. A donor monitoring and evaluation network initiative, that we are part of, will be launched in 2013 with USAID. We will work with partners to provide advice, support and technical assistance to help them develop robust systems for monitoring and evaluating outcomes and performance quality, ensuring they can respond to our demands for more and better quality evidence.

The absence of reliable data and weak information management systems in DRC means we are often reliant on partners to supply information about results, effectiveness and performance. Beyond programme specific activities, we are supportive of wider efforts to develop the Congolese statistical and poverty monitoring systems. Starting from the principle that we should be using data that corresponds with, and supports the development of national information systems, we use, to the extent possible, Government data as the basis for monitoring and evaluating our programme. However, national capacity levels vary, so other data sources are used to validate and triangulate data. We work with partners and the Government to strengthen their data systems where possible.

We have pushed for DRC to be one of the first pilot countries under the DFID-World Bank Statistics for Results Facility and engage with this process in-country through the Statistics Thematic Group. Our programmes provide other opportunities to strengthen how the Government uses information, including the health programme that include an information systems strengthening component, and the mining sector reform programme that supports the National Statistics Institute in undertaking a household income and consumption survey.



7) Transparency

Transparency is one of the top priorities for the UK Government. We will ensure that we continue to meet our commitments under the UK Aid Transparency Guarantee including publishing detailed information about DFID projects, including programme documents. and we will provide opportunities for those directly affected by our projects to provide feedback.

The UK Aid Transparency Guarantee is expected to:

- Improve the effectiveness of aid in reducing poverty and improving development outcomes
- Create pressure to improve and demonstrate value for money
- Give people the power to hold donors and partner governments to account
- Ensure UK taxpayers can better see where aid money is spent
- Help improve coordination of aid among donors
- Help developing country governments know what aid they will receive so it is easier for them to plan budgets.

We will play our part in meeting DFID's commitment to publish more and better quality information and will play a leading role in promoting transparency to drive greater accountability among donors, partners and Government in DRC. We will do this in three ways.

- **Publishing high quality information:** we will provide information on UK aid commitments to the Government of DRC via its 'Aid Management Platform' and encourage them to develop this system to make information easier to access and available to a wider audience. We will ensure that all key documents for public release are written in French and English, and in clear language. There will be lines of accountability and responsibility (linked to the performance objectives of staff) to ensure an appropriate level of management time is given to quality assurance.
- **Working with our delivery partners to enhance transparency:** we will continue to work with all our partners to develop a shared understanding of our responsibilities under the Transparency Guarantee. We will work with new and existing partners to increase understanding of our requirements, keeping them up dated with our transparency commitments and ensure they know how they affect them. We will encourage all partners to aim for similar standards of aid transparency and accountability. This is a two-way process and we will take opportunities to allow partners and beneficiaries to provide us with feedback and hold us to account, such as our annual partner survey. We continue to encourage partners to find ways to allow people to provide them with feedback. Some of our programmes already have built-in community accountability mechanisms and we will explore the possibilities of extending this.
- **Support to civil society:** the intention of the Transparency Guarantee is to support recipient country's citizens in holding their own Government to account. We will continue to use our programme to strengthen civil society to provide greater opportunities for people to voice their priorities and demand more accountability from their Government.



8) UK Human Rights Assessment

The UK recognises that the realisation of all human rights underpins sustainable development. The UK aims to support civil society and governments to build open economies and open societies in which citizens have freedom, dignity, choice and control over their lives; and institutions that are accountable, inclusive and responsive.

Context

Economic and social rights: DRC as the poorest country in the world is off track to meet the MDGs. Despite steady economic growth and unparalleled natural resources, 60% of the population live on <\$1.25 per day; only 61% of children aged 6–11 regularly attend primary school; 70% of people in rural areas do not have access to drinking water; and almost one in three children under the age of five are severely malnourished (sources as per earlier slides in this Operational Plan).

Non-discrimination: DRC is bottom of the 2012 Gender Inequality Index; maternal mortality rate is 540 per 100,000 live births; adolescent fertility is 201.4 births per 1,000. Women's representation in the National Assembly is 9.4%; and only 23% of girls are able to access secondary education. Women and girls continue to suffer from 'staggering' levels of sexual and gender based violence (UN sources). Culturally, discrimination against sexual minorities remains strong, though regionally disaggregated data are not available.

Civil and political rights: Harassment of journalists, political activists and civil society organisations remain and were underlined during the 2011 elections. Reports include apparently politically motivated arbitrary and illegal arrests and detentions, and significant curtailment in freedom of expression, including the arrests of journalists. The significant structural weaknesses in security and judicial institutions are contributory factors. Some developments are of note such as the promulgation of the recent law for the Electoral Commission (CENI) and the establishment of the National Commission on Human Rights (CNDH), actions to improve mining regulations, and increased recognition of the independence of human rights defenders.

The Universal Periodic Review (UPR) reported in January 2010 and the Government of DRC accepted 124 of the 163 recommendations, but rejected 11 (the government accepted a further eight recommendations in March 2010). Implementation of recommendations will be reviewed at the next UPR process in 2014.

Direction of travel: DRC is considered a country of concern for the FCO. Social and economic rights: DRC is at the bottom of the Human Development Index and there are no signs of any significant improvement. Inequalities and women and girl's human rights: DRC is one of the most difficult places in the world to be born a girl and although there are incremental improvements any change is unlikely to be transformative in the coming years. Civil and political rights: Respect for human rights remains a significant challenge with serious abuses being committed with relative impunity. The main contributory factors are widespread corruption, the conflict in the east, the presence of armed groups and an ingrained culture of impunity.

UK Response: the British Embassy (FCO and DFID) in Kinshasa works with the UN Stabilization Mission in DRC (MONUSCO), the UN Joint Human Rights Office (JHRO) and the EU to increase and advocate for the international community's understanding of human rights issues. The UK Mission to the UN (New York) and the Human Rights Council (Geneva) work to ensure a focus on the human rights situation: the UK has pressed for DRC to remain on the agenda at the UN Human Rights Council. Civil and political rights: We provide support for addressing impunity through promoting improvements in the military justice system and we invest in police reform with a specific focus on respect for human rights. We maintain a strong commitment and focus to building greater empowerment and accountability. Social and economic rights: Our community recovery programme (Tuungane) focuses on promoting empowerment of communities in decision making in their development needs and prioritises reaching vulnerable or marginalised groups. Our health, education, water and sanitation and humanitarian programmes improve access to basic services for some of the poorest communities. We work to improve transparency in the mining sector and in the management of natural resources so that future revenues are used more equitably to meet the needs of all Congolese. Inequalities: We maintain a strong commitment to addressing the needs of women and girls and have put in place new programmes in this area; we expect to reach at least 12,000 victims of sexual and gender-based violence with medical, psychological and economic support. DRC is also a priority country for the FCO Preventing Sexual Violence Initiative.



Annex A: Revisions made to Operational Plan 2012/13

We have made the following changes to the DRC Operational Plan:

1. Re-cast our vision by highlighting the 6 principle areas where DFID will intervene and the decision to concentrate our programme in 6 Provinces.
2. Annexed a page on our geographical focus, the rationale behind that decision and some information on the specific provincial contexts.
3. DFID remains committed to delivering in the DRC, however, we have stretched our original Operational Plan commitments over an additional year – we plan to spend £790m up to March 2016, rather than 2015. This change is to reflect the reality of delivering in this challenging context. We have, therefore, also re-forecast our results up to 2015 to correspond to this change in spending. On results, we have also removed the headline results relating to the cost and time to start a business relating to work on Private Sector Development. Our planned programme is still under development. We will have the updated indicators in place by June 2013. Finally, we have also revised our water, sanitation and hygiene results downwards to reflect operational realities and an increase in the unit cost of delivery.
4. Provided an update on progress against our headline operational plan results.
5. Added a human rights assessment, updated with more recent human rights indicator data and a subsequent review of the direction of travel.



Annex B: Results Progress

Pillar/strategic priority	Indicator	Expected results attributable to DFID		Achieved results by financial year end 2012/13 (% of 2016 target met)
		2015	2016 cumulative	
Wealth creation/ infrastructure	Kilometres of roads rebuilt	1,435	1,700	239 (14%)
Wealth creation/ business environment	Number of new firms set up	2,000 (initial estimate only)	8,000 (initial estimate only)	0 (0%)
	Number of new jobs created	11,000 (initial estimate only)	43,000 (initial estimate only)	0 (0%)
Governance/ elections	Number of people who register to vote (of which % women)	31,000,000 (52%)	N/A	32m (103%)
	Number of people vote in elections	22,000,000	N/A	18,900,000 (86%)
Governance/ accountability	Number of people supported to have choice and control over their own development and to hold decision-makers to account in 1,025 communities	1,700,000	N/A	1,370,000 (80%)
MDGs - education/ primary	Number of children supported by DFID in primary education (number of girls)	198,000 (99,000)	322,000 (161,000)	0 (0%)
MDGs - health/ malaria	Number of insecticide treated bed nets distributed (number of people reached)	8,600,000 (at least 13,000,000)	9,000,000 (at least 13,500,000)	4,400,000 (49%)
MDGs - health/ reproductive health	Number of births delivered with the help of nurses, midwives or doctors	318,000	393,000	160,000 (42%)
MDGs - WatSan/ rural water	Number of people with sustainable access to clean drinking water sources (number of women and girls)	1,600,000 (at least 800,000)	1,900,000 (at least 975,000)	750,000 (40%)
	Number of people with sustainable access to an improved sanitation facility (number of women and girls)	1,300,000 (at least 650,000)	1,600,000 (at least 800,000)	480,000 (30%)
	Number of people reached with access to improved hygiene (number of women and girls)	1,300,000 (at least 650,000)	1,600,000 (at least 800,000)	570,000 (36%)



Annex C: Women and Girls

DRC has one of the least-educated female populations in the world: DRC is bottom of the Gender Inequality index (186 equal with Niger). Only 23% of those able to access secondary education are female. The education gender gap is estimated to result in a loss of \$301m per year in growth for DRC. Women are disproportionately affected by corruption in DRC, were 90% of rural women traders report paying 'informal taxes' at the border. Women have little power to influence decision making at any level. Within the household men own and decide on the use of almost all assets. Women make up only 9.4% of Parliamentarians and the number of female candidates running for parliament decreased from 13.8% in 2006 to 12.1% in 2011. Maternal mortality is 540 deaths per 100,000 and adolescent fertility is 201.4 births per 1,000 women aged 15-19.

We will focus on the four women and girls target areas in the DFID Business Plan and the New Strategic Vision for Women and Girls:

- **Assets for women and girls:** implement business environment reforms (starting a business, accessing credit and trading across borders), to promote opportunities for entrepreneurs to develop their businesses.
- **Preventing violence against women and girls:** work at the national level and in three pilot provinces to support Government, the police and civil society to improve the quality of services for survivors of sexual violence, while providing services to survivors of sexual violence in our humanitarian interventions.
- **Getting girls through secondary school:** improve the quality, equity and accountability in education, while responding to the economic, social and educational barriers for girls.
- **Delay first pregnancy:** improve access to maternal and reproductive health services, including contraception.

Wherever targets indicate that women/girls will benefit equally with men/boys, we will commit to taking concerted action to ensure equal outcomes in the face of existing inequalities. We will design and implement small scale, innovative pilot programmes focused on the economic empowerment of women and girls. The lessons identified will build an evidence base and feed into better programming for women and girls, by DFID and our partners.

Key results

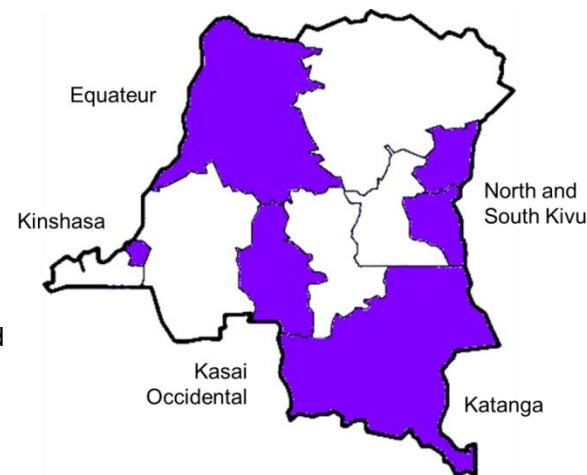
- Improved living conditions for 8,000 female headed households
- Increase by 30% the proportion of women in target areas who feel safe
- Get 150,000 girls into primary school, reducing drop out rates from 8% to 5%, with a further 122,000 girls benefitting from direct support to primary schools
- 66,000 girls to benefit from improved teaching and learning of basic literacy
- More than 75,000 women per year to receive bed nets and intermittent preventative malaria treatment during pregnancy
- More than 75,000 births per year to be attended by skilled health personnel
- At least 6.7m women and girls to be protected by bed nets
- Provide clean water and sanitation to at least 800,000 women and girls
- Register at least 16m women to vote, and have at least 11m voting



Annex D: Geographic focus

We will concentrate our programmes in six provinces, allowing us to improve value for money by:

- **Developing a better contextual understanding:** we will commission analyses to build our understanding of the governance arrangements, stakeholders and political economy. This could include a better understanding of provincial priorities and planning processes and identifying the best ways to respond.
- **Deepening key relationships:** with provincial Government, civil society, humanitarian actors and donor groups, underpinned by regular visits by staff.
- **Maximise opportunities for synergies between programmes:** e.g. building roads to improve access to DFID-funded health centres could improve value for money in both programmes.
- **Reduce costs by jointly monitoring programmes:** logistical challenges make field monitoring expensive and time-consuming. Co-locating programmes where possible will enable us to reduce programme implementation costs.



Contextual differences between these six provinces provide a range of opportunities and challenges:

North and South Kivu: are key to conflict prevention and stabilisation efforts. Our existing programme focuses on humanitarian, security, community driven reconstruction, WASH and public financial management reform.

Kasai Occidental: estimated to be the poorest in DRC with the lowest GDP per capita. It is difficult to access and poverty is widespread. Our existing programmes (health, WASH and security) will be scaled-up.

Equateur: estimated to have: the highest incidence of poverty in DRC (93.6%); and the lowest: rates of literacy for young women (32%); use of improved water sources (12%); assisted delivery (44%); and secondary school attendance (18%). Existing and planned programmes in Equateur provides an entry-point for us to increase our presence through new health and education programmes.

Katanga: mining centre with huge economic importance for DRC and strong trade links to Southern Africa, with potential for a range of new programmes to complement our existing ones, including mining sector reform, WASH and community driven reconstruction.

Kinshasa: second most populous urban area in sub-Saharan Africa and home to an estimated 8.7m people, 41% of whom are estimated to live in poverty. The population is expected to grow to 15m by 2025. Our headquarters is located in Kinshasa, minimising the costs of designing and monitoring programmes in the city. These programmes provide an opportunity to demonstrate the impact of UK aid to the Government of DRC.

Provincial programmes: by strengthening our presence in this way will:

- Respond to acute needs that are not being addressed by DFID or other donors
- Maximise synergies and coherence between our programmes and those funded by other donors
- Support interventions that reduce operating costs of our partners, such as repairing roads needed for access to programme sites
- Undertake pilots that could be scaled-up or integrated into our existing programmes if shown to be good value for money
- Strengthen provincial and sub-provincial level institutions
- Establish a coherent approach to empowerment and accountability to ensure views of individuals/communities shape our programmes design and management.