

UNCLASSIFIED



USAID
FROM THE AMERICAN PEOPLE

DEMOCRATIC REPUBLIC OF CONGO



PHOTO: USAID

COUNTRY DEVELOPMENT COOPERATION STRATEGY

DECEMBER 10, 2020 – DECEMBER 09, 2025

ACRONYMS

CARPE	Central Africa Regional Program for the Environment
CBO	Community-Based Organization
CDCS	Country Development Cooperation Strategy
CLA	Collaborating, Learning, and Adapting
CSO	Civil Society Organization
CARG	Conseil Agricole Rural de Gestion
C-TIP	Countering Trafficking in Persons
DA	Development Assistance
DO	Development Objective
DRC	Democratic Republic of the Congo
ECW	Education Cannot Wait
ETDs	Decentralized Territory Entities
EITI	Extractive Industries Transparency Initiative
FBO	Faith Based Organization
FY	Fiscal Year
GBV	Gender-Based Violence
GDRC	Government of the Democratic Republic of the Congo
HA	Humanitarian Assistance
HDP	Humanitarian, Development, and Peacebuilding
ICS	Integrated Country Strategy
ISIS	Islamic State of Iraq and Syria
JSP	Joint (State-AID) Strategic Plan
J2SR	Journey to Self-Reliance
LRA	Lord's Resistance Army
MEL	Monitoring, Evaluation, and Learning
M&E	Monitoring and Evaluation
MOU	Memorandum of Understanding
NGO	Non-Governmental Organization
NPI	New Partnership Initiative
NSS	National Security Strategy
OAA	Office of Acquisition and Assistance
PA	Protected Area
PEPFAR	President's Emergency Plan for AIDS Relief
PMP	Performance Management Plan
PP4PP	Privileged Partnership for Peace and Prosperity
PPP	Public-Private Partnership
PSE	Private Sector Engagement
RFZ	Resilience Focus Zone
SBC	Social and Behavior Change
SC	Steering Committee
SEA	Sexual Exploitation and Abuse
TCN	Third Country National
TVPA	The Trafficking Victims Protection Act
TIP	Trafficking in Persons
TO	Transitional Objective
UKAID	United Kingdom's Agency for International Development
USDH	U.S. Direct Hire
USG	U.S. Government
USPSC	U.S. Personal Services Contractor
WASH	Water, Sanitation, and Hygiene

TABLE OF CONTENTS

EXECUTIVE SUMMARY	4
STRATEGIC APPROACH	10
RESULTS FRAMEWORK	15
DO 1: Responsiveness of Public Institutions to Citizens' Needs Improved	15
DO 2: Community Resilience Increased	20
DO 3: Inclusive, Broad-Based, and Sustainable Economic Growth Increased	25
MONITORING, EVALUATION, AND LEARNING	31
ANNEXES	34
ANNEX A: Journey to Self-Reliance Country Roadmap	34
ANNEX H: Geographic Focus Map	36

EXECUTIVE SUMMARY

The goal of USAID/Democratic Republic of the Congo's (DRC's) 2020-2025 Country Development Cooperation Strategy (CDCS) is: *A More Peaceful and Prosperous DRC with Improved Opportunities for Communities and Individuals to Thrive*. This high-level goal encapsulates USAID's long-term vision of a DRC where all communities and people are empowered to move their country closer to self-reliance.

Over the next five years, USAID will partner with individuals, communities, and institutions and increase their ability to generate and achieve locally-led solutions. However, significant obstacles, including pervasive corruption, weak and ineffective state institutions, extreme poverty, an extractives-dependent economy, and ongoing conflict and instability may affect the Mission's ability to achieve this goal. These daunting challenges arise from a lack of capacity as well as weak government of the Democratic Republic of the Congo (GDRC) commitment at both the national and sub-national levels.

USAID's new strategic approach emphasizes three points: partnership, integration, and adaptation. USAID will engage both old and new partners in new ways through opportunities such as the New Partnership Initiative (NPI). The Mission will also apply an integrated approach to programming, building on lessons learned under the previous CDCS. The DRC's difficult and uncertain operating environment, which is subject to recurrent crises, makes programming challenging. Consequently, this strategy will employ an adaptive approach focused on risk mitigation and management throughout the program cycle.

Due to the DRC's immense size and development challenges, the Mission must make strategic choices and focus resources on key issues and geographic areas for maximum impact. Therefore, the integrated strategy includes three Development Objectives (DOs). First, USAID will focus on strengthening the government's ability to provide and regulate services equitably, thereby deepening its social contract with citizens, increasing their trust, and promoting transparency. Secondly, USAID will help citizens become more resilient, gain greater access to basic services, such as health care and education, and demand institutional accountability. Finally, we will expand and diversify access to economic opportunities.

Youth and gender are cross-cutting issues that the Mission will address throughout all programs. Sixty percent of the country's population is under the age of 20, and this percentage will only expand, as DRC is projected to attain a population of 120 million by 2030. Thus, empowering youth is a cross-cutting target for USAID's investments in human capital. Likewise, the marginalization of women and girls makes female empowerment a cross-cutting priority. Gender issues, including higher rates of poverty, less political representation and power, lack of access to healthcare, reduced education and employment rates, and extensive gender-based violence (GBV), are pervasive across development interventions.

Geographically, the Mission will program development assistance (DA) and humanitarian assistance (HA) in key provinces, including South Kivu, North Kivu, Haut-Uele, Tanganyika, Maniema, Haut-Katanga, Ituri, and the Kasais. By focusing on these areas, particularly the Resilience Focus Zone (RFZ) of Ituri, the Kivus, and Tanganyika due to DRC's designation as a USAID Resilience Focus Country, USAID expects to achieve the highest return on its investment. These provinces contain some of the most densely populated areas, with some of the poorest and most disadvantaged populations; but they also hold tremendous human and natural resources, including minerals, forest products, and a burgeoning private sector, which attracts international businesses and investors. However, conflict, corruption, flawed decentralization, barriers to domestic resource mobilization, and recurrent crises that precipitate rapid onset humanitarian aid have contributed to uneven development. The three DOs will not be linked to particular provinces. DO 2, with its resilience focus, is expected to be more active in the RFZ.

However, given the vulnerability of all key provinces to crises and shocks, it will not be limited to those areas.

After coming to power in 2018, the new pro-U.S. GDRC Administration began pursuing progressive, socially responsible reforms. At the same time, USAID has developed a new way of doing business. Last year, USAID strengthened existing and built new, diverse partnerships with nontraditional partners, including indigenous communities, local foundations, the private sector, and faith-based organizations (FBOs). In the private sector, the Mission is scaling up its engagement. An Agency trailblazer in integrated programming, the DRC Mission will use its knowledge to develop a holistic approach, which will concentrate resources and leverage cross-sectoral expertise to multiply impact. The Mission will mitigate risk by diversifying partnerships and refining its approach to integration.

Under the new CDCS, the Mission will foster more active integration and collaboration between the DRC bilateral program and the Central Africa Regional Operating Unit, in particular its Central Africa Regional Program for the Environment (CARPE). The Mission aims to improve multisectoral programming and strengthen HA and DA. For example, global health security will continue to be prioritized in DRC. Integrating and collaborating across health, environment, economic growth, and other programs, including by utilizing USAID's One Health approach,¹ will be critical to preventing and responding to infectious disease threats

The Mission recognizes that USAID must be selective and focused in its investments yet also work collaboratively with the GDRC and other donors to maximize impact. Consequently, the CDCS's goal assumes that the GDRC will continue to pursue reforms and that its international partners will remain committed to coordinating complementary approaches to advance DRC's development.

J2SR Assessment: Commitment and Capacity

Overall, the DRC's Journey to Self-Reliance (J2SR) Country Roadmap portrays a country with multiple constraints impeding its development and leading to slow progress toward self-reliance. The roadmap depicts a country that is extremely low in both capacity and commitment. The DRC performs poorly in almost all sub-dimensions and metrics. Collectively, these metrics portray a nation burdened by poor governance,² pervasive economic and social constraints, and very low levels of human development. This poor governance results in poor performance on other elements of capacity and commitment, including the drivers of economic and social progress, namely *Inclusive Development*, *Economic Policy*, and *Civil Society Capacity*.

Even relatively strong performance in some metrics is not necessarily reassuring. The *Social Group Equality* metric, for example, correctly captures the absence of major differences in civil liberties between groups, but that's only because all groups are similarly exploited by the elites in power. Likewise, DRC's near average performance in the *Economic Gender Gap* metric belies huge gender inequities in the nature of economic pursuits by men and women. For example, women dominate curbside vending activities; but capturing this in the metric as an economic activity incorrectly narrows the gender gap. In reality, this reflects the marginalization of women, who are relegated to less

¹ One Health provides a coordinated approach to counter emerging infectious disease threats at the interface of animal, human, and environment health. USAID's investments in One Health, including through the Global Health Security Agenda, bring together disciplines such as medicine, veterinary medicine, public health, and environmental and ecosystem health to more effectively prevent, detect, and respond to emerging zoonotic infectious disease challenges.

² In terms of governance, the DRC is at or near the bottom of low and middle income countries on the *Government Capacity* and *Open and Accountable Governance* sub-dimensions, reflecting extremely low capacity and commitment. This is echoed in the DRC's performance on the *State Department's 2020 Fiscal Transparency Report* and *Transparency International's Corruption Perceptions Index 2018*.

remunerative pursuits. The country likewise performs very poorly in human development—*Citizen Capacity* and *Capacity of the Economy*.

More positively, the current administration's commitment to reform has gained some traction, as seen in the country's improved performance on *Liberal Democracy* and *Open Government* from 2018 to 2019. There have also been small gains in its scores on *Open and Accountable Governance* and *Civil Society Capacity*. When coupled with the DRC's recent steps on anti-corruption, countering trafficking in persons (C-TIP), and declared commitment to provide universal healthcare and education, the gains represent a new opportunity to address these issues. Although *Tax System Effectiveness* is very poor, tax revenue in the mining sector increased substantially from \$400 million in 2007 to \$1.78 billion in 2015 thanks to oversight from the Extractive Industries Transparency Initiative (EITI). Another positive indicator is that the DRC ranked ninth—up from thirteenth—in *Doing Business in Africa*. In a similar vein, although child mortality remains very high and the human development index very low, these indicators have trended in the right direction since 2000, thanks largely to sustained donor investments.

Strategic Choices

The new CDCS aligns with the U.S. Government's (USG's) National Security Strategy (NSS), the State-USAID Joint Strategic Plan (JSP), and the Embassy's Integrated Country Strategy (ICS). By elevating citizens' voices, reducing suffering, promoting resilience, empowering women and youth, and strengthening good governance and economic growth, the strategy will directly contribute to Pillar IV of the NSS, "Advance American Influence". The strategy will also support Pillar I of the NSS, "Protect the American People, the Homeland, and the American Way of Life", by reducing transnational criminal activities through better natural resource management, peace and stabilization activities, and economic alternatives to resource exploitation.³ The overarching U.S. foreign policy goal in the DRC is a stable, democratic state that is at peace with its neighbors and provides for the basic needs of its citizens.

The *2019 Report on International Religious Freedom* makes clear that discrimination and violence based on religious belief is not a major problem in the DRC. While there are tensions between Muslims and Christians—notably between the nomadic Muslim Mbororo herder population and Christian communities in Upper and Lower Uele Provinces—this conflict is rooted in economic and political concerns rather than religious belief. The one exception is the attacks made by the Allied Democratic Forces—an armed group long-operating in North Kivu province that proclaimed allegiance to the Islamic State of Iraq and Syria (ISIS) in 2017 and was publicly recognized by ISIS as an affiliate in late 2018. While USAID/DRC has programming focused on preventing conflict, it is not specifically focused on religion. The Mission is, however, dedicated to working with FBOs and is working to actively broaden its partner base through its NPI action plan.

The Mission's previous strategy sought to improve good governance by building the institutional capacity of the national-level government, civil society organizations (CSOs), and private businesses. However, given obstacles such as Trafficking Victims Protection Act (TVPA) sanctions and difficulties working with the former government, this CDCS takes a broader approach—working on both the national and sub-national levels to support the development and implementation of policy reforms. The Mission will focus on increasing fiscal transparency and domestic resource mobilization to promote the country's commitment to devoting its resources to finance its own development.

³ USAID's 2018 FAA 118/119 Tropical Forestry and Biodiversity Assessment for CARPE and the DRC highlights specific threats posed by poorly managed natural resources.

The GDRC has made progress on C-TIP, and this has helped move the DRC from the Tier 3 to the Tier 2 Watch List in [*The Department of State's 2020 Trafficking in Persons \(TIP\) Report*](#). USAID will continue to directly support the GDRC, especially the new anti-trafficking agency. A silver lining to USAID's necessary adjustments under Tier 3 sanctions was increased partnerships with non-traditional development actors, such as the private sector, FBOs, and indigenous organizations, which are involved in basic service delivery and expanding economic opportunities at the local level. USAID is now launching programs to take advantage of these partnerships and reach otherwise marginalized key populations, such as youth and women.

Self-reliance will be impossible to achieve unless the DRC's citizens are better able to mitigate, adapt to, and recover from shocks and stresses. This strategy will build the resilience of citizens, communities, and systems in the face of recurrent crises. Transitional Objective 3 under the previous strategy focused on identifying drivers of conflict, implementing solutions to conflict, and providing HA in eastern DRC. This CDCS goes beyond that to mitigate the effect of a broad range of shocks by building more resilient systems and communities and stimulating more reliable and higher-quality basic services.

This strategy also places more importance on social inclusion and cohesion. Vitally important to developing an economy that benefits all Congolese, ensuring inclusion is also critical to achieving results in good governance and resilience. The Mission will explore how gender and age differences create more susceptibility to shocks, prevent many from holding leadership roles, and hinder citizens from holding the government accountable. In accordance with the *U.S Strategy on Women, Peace, and Security*, USAID will support Line of Effort 1, increasing the participation of women in conflict-related decision-making, as well as Line of Effort 2, promoting women and girls' human rights and their safety from violence, abuse, and exploitation. This is particularly important in a country that suffers from one of the highest rates of GBV in the world. To boost the inclusion of women and girls and in support of the Women's Entrepreneurship and Economic Empowerment Act of 2018, USAID will renew its emphasis on reducing gender disparities in economic opportunities, improving women's access to education and health, and supporting women's land tenure rights, the last of which has been shown to be a source of conflict according to the Mission's 2020 conflict assessment.

USAID/DRC will make an intentional strategic and conceptual shift, building on the foundations of the previous CDCS, consolidating the gains made and incorporating lessons learned. The Mission will not massively shift resources, and the geographic focus will remain largely the same. However, it will work in new ways, such as through NPI and transitional contracts. The vast majority of programs are already active in the east with experienced, established partners—private businesses, community-based organizations (CBOs), FBOs, and local non-governmental organizations (NGOs); and the Mission will build upon these partners' experience. USAID's development activities complement its ongoing HA and two-year Ebola response, which clarified that a sustained approach to community engagement must be a core component of all programs.

Goal: A More Peaceful and Prosperous DRC with Improved Opportunities for Communities and Individuals to Thrive



COUNTRY CONTEXT

Despite abundant natural and human resources, DRC has failed to realize its potential due to weak institutions, instability, and a government that is not sufficiently accountable nor responsive to its citizens. These governance failures have resulted in one of the world's [highest levels of corruption](#)⁴ and the highest [poverty rate](#)⁵ in the Central Africa sub-region. DRC is a state that is unable to deliver basic services, such as health; education; and water, sanitation, and hygiene (WASH), nor guarantee the security of its people (including breaking the cycle of violence against women, girls, and other vulnerable populations). Decades of conflict have left the country [extremely fragile](#),⁶ destabilized, vulnerable to epidemics, suffering from high rates of GBV, and in persistent need of HA.

While the DRC's middle class is growing, this growth is tempered by rural-to-urban migration and population pressures due to exponential growth rates. Inadequate services and decrepit infrastructure isolate communities, limit the reach of reforms, and degrade human development. Shocks are pervasive—whether in the health, economic, or conflict arena. The reliance of the GDRC on extractive industries, coupled with a bloated civil service and inflation, calls into question the government's ability to be fiscally responsible and pay civil service salaries that underpin much of the economy.

Furthermore, the health of the Congolese people remains of paramount concern, as the GDRC struggles to provide equitable access to quality, essential health care. The DRC has faced eleven outbreaks of Ebola, and future outbreaks of infectious diseases must be anticipated. The COVID-19 pandemic is currently severely affecting health—both directly and indirectly by disrupting life-saving health services and supply chains, increasing food insecurity, and increasing incidents of GBV. Despite

⁴ Transparency International, 2019 Corruption Perceptions Index: <https://www.transparency.org/en/cpi/2019/results/cod>

⁵ DRC Journey to Self-Reliance Analysis Presentation, slide 59:

<https://docs.google.com/presentation/d/1vkapOTYB5GvEBPVb9gKQ18QrcmtzD41q/edit#slide=id.p59>

⁶ Center for Systemic Peace, State Fragility Index, 2018: <http://www.systemicpeace.org/inscr/SFI/matrix2018c.pdf>

recent progress in reducing preventable child deaths, the DRC remains home to one of the highest child mortality rates in sub-Saharan Africa. An estimated 300,000 children under age five die annually. Declining immunization coverage has led to more frequent outbreaks of measles, cholera, and yellow fever; and high rates of malnutrition are a significant underlying cause of child mortality. DRC is also characterized by a high fertility rate, and the population is expected to grow from 89 million to 120 million by 2030 according to the *2017-18 Multiple Indicator Cluster Survey*. Malaria is among the country's principal causes of morbidity and mortality, accounting for 44 percent of all outpatient visits and 22 percent of deaths in 2018. In addition, there are an estimated 450,000 people living with HIV (UNAIDS 2018). Of these, 62 percent know their status; and 57 percent are on lifesaving antiretroviral therapy.

Conflict fueled by intergroup dynamics is prevalent in the DRC; and Eastern DRC is home to more than 100 armed groups that contribute to general insecurity, population displacements, and tragic levels of GBV. State weakness; poor infrastructure; widespread conflict profiteering; corruption; illicit trade in minerals, charcoal, and other natural resources;⁷ and an absence of economic opportunities and essential services for most people empower conflict entrepreneurs, fuel the violence, and destroy civic trust. These factors operate in a context of long-standing tensions over land and identity, creating a complex and volatile environment. All of this has fed a deep culture of mistrust of government institutions and outside actors that focus on emergency assistance over longer-term development and do not adequately engage local people and institutions. For example, conflict between Bantu and indigenous communities, between Mbororos (nomadic cattle herders) and local communities in the north and east, and with armed groups from neighboring countries operating in DRC underscore the importance of better understanding intergroup dynamics. The Mission's 2019 fragility analysis and 2020 conflict analysis provide a fuller perspective on the constraints to DRC's development.

The DRC's governance challenges are also immense, particularly in the areas of political competition, accountability, government responsiveness and effectiveness, and rule of law. A legacy of authoritarian rule and weak democratic traditions, including the manipulation of electoral processes, have allowed a wealthy minority to use the state's mineral wealth for personal enrichment; while the rest of DRC's population lives in dire poverty without basic services. Surprisingly, given the deeply rooted endemic corruption at all levels and persistent human rights violations, DRC has a vibrant civil society, media, and opposition parties who believe—as does the majority of the population—in a greater national unity and more effective government. The exclusion of women is one of the greatest challenges in DRC's governance, as women have little social or political power and are discouraged from engaging publicly.

GDRC Commitments

The country's first peaceful transition of power in 2018 ushered in a reformist President who promptly [signaled his commitment](#)⁸ to improve relations with the U.S. and attract U.S. private investments. Through the Privileged Partnership for Peace and Prosperity (PP4PP), the United States has become the partner of choice for the Tshisekedi administration. There is renewed U.S. private sector interest in the DRC, demonstrated by the mission's memorandums of understanding (MOUs) with Nespresso as well as the Public Private Alliance for Responsible Minerals Trade with major U.S. firms, including Google, Intel, Microsoft, and Apple. President Tshisekedi has condemned corruption repeatedly, and his administration has taken a few visible steps to bring those responsible for large-scale corruption to justice. His administration has also introduced major initiatives on universal basic education, routine immunization, and primary health care and experienced some initial success in demobilizing armed

⁷ USAID's 2018 FAA 118/119 Tropical Forestry and Biodiversity Assessment for CARPE and the DRC provides details on the relationship between conflict and poorly managed natural resources.

⁸ Privileged Partnership for Peace and Prosperity, Joint Declaration: https://drive.google.com/file/d/1ScN_bwjuZD_DmLWxR_9KFIF8njQq8O-O/view

groups and ‘cleaning house’ in military command, paving the way to resolve conflicts and renew cross-border trade. USAID is cautiously optimistic that the current administration will follow through on its promise to reform key institutions.

President Tshisekedi has also increased investigations and prosecutions of TIP cases, and this helped DRC upgrade to the Tier 2 watchlist in the *The Department of State’s 2020 Trafficking in Persons Report*. His 12-point reform agenda recognizes the enormity of the challenges impeding DRC’s development. The [National Development Plan for 2020-2024 \(NDP\)](#)⁹ sets a 25-year vision for “well-developed extractive and agricultural sectors, with the purpose of building a diversified economy, achieving inclusive growth, and attaining middle income status, with a view to overcoming poverty.” The plan’s medium-term objectives consist of five priority pillars; three are closely aligned with the Mission’s strategic priorities—Human and Social Capital Development, Good Governance and Peacebuilding, and Diversification and Transformation of the Economy. GDRC’s costing of the plan anticipates a financing gap of 56 percent, even with revenue projections that the International Monetary Fund has termed “unrealistic.” The government expects to contribute 70 percent of the projected financing, leaving it to donors to provide the remaining 30 percent. Even these commitments will be challenging given COVID-triggered economic shocks, with projected 2020 economic growth plummeting to -1.9 percent from an original 5.4 percent projection.¹⁰

Transition Planning

With this CDCS, the Mission will build on its institutional strengthening approach by reducing structural impediments to private sector growth and increasing participation in the formal economy, especially by women and youth. The Mission will holistically address the roots of conflict and foster a sustained transition away from HA and toward DA, thereby fostering more resilient communities which are better equipped to withstand shocks. The Mission will continue to prioritize health and education to increase human capital, thus spurring increased productivity, growth, and prosperity. In WASH, the Mission will form linkages between private businesses and the GDRC to increase the population’s access to sustainable services. By successfully implementing this CDCS, the Mission will help the DRC take steps toward self-reliance.

STRATEGIC APPROACH

The CDCS has three main strategic elements: Partnerships, including anchor institutions, private businesses, government, and civil society; Integration; and Adaptation, including risk mitigation.

This CDCS represents an evolution of integrated programming that draws on lessons learned from the previous CDCS and the advantages of new ways of doing business, such as procurement reforms that share risk, increase efficiencies, and increase a sense of ownership for sustainability. By grouping activities around “anchor institutions”, and in well-known USAID-supported locales, USAID can inculcate Monitoring, Evaluation, and Learning (MEL) across sites at the outcome level and in comparable sectors. Moreover, the first year of the CDCS will usher in a new set of awards, which will start at

⁹ RDC, Plan National Stratégique de Développement 2019 - 2024:

<https://drive.google.com/file/d/0BzevZUaqVxlzSGszdXNjV0I4dTFVOWI1Z0YzTI1NDRUhDY3d3/view>

¹⁰ Wilson Center Report: <https://www.wilsoncenter.org/sites/default/files/media/uploads/documents/The%20COVID-19%20Pandemic%20in%20Africa%20-%20Impact%20Responses%20and%20Lessons.pdf>

roughly the same time and enable the Mission to synchronize indicators and work plans more effectively.¹¹

Partnerships

The most salient change in the new CDCS centers on partnerships.

Anchor Institutions

One of USAID's most important partners will be anchor institutions with the capacity to facilitate or complement USAID's programming in specific locations and/or sectors. With historic significance in all corners of the DRC, anchor institutions include community, private sector, government, and non-governmental entities with close connections to local communities, long-term presence, security resources, inclusivity, and the institutional capacity to facilitate cooperation across development sectors.¹² Faced with inadequate state presence, anchor institutions frequently act as providers of services, such as security, basic health, and basic education. Their presence at the local level inspires trust and predictability within the community.

Unlike implementing partners who *manage* USAID activities, anchor institutions exist independent of USAID support; and, given their critical role within their region, *enable* USAID programming by providing services that are prerequisites or corequisites for USAID investments in certain locations and/or sectors. Anchor institutions make it possible for USAID to operate in areas that would otherwise be too costly, too risky, and/or non-permissive. Partnering with these institutions enables USAID to leverage their knowledge and experience, building on their existing relationships and ensuring interventions are sustained beyond the duration of USAID's programming. Recognizing that anchor institutions frequently do not address (or even recognize) gender disparities or employ gender equitable principles and practices, USAID will strive to engage anchor institutions in improving gender equality.

Private Sector

USAID recognizes private businesses as fundamental solution builders that can accelerate DRC's path toward inclusive, broad-based social and economic development. The thin, crisis-prone Congolese economy disincentivizes risk-taking, stifling economic growth. USAID will realign commercial and regulatory incentives and focus on market-based solutions as a sustainable, inclusive means by which the

¹¹ The turnover of a large number of awards happened due to TVPA sanctions that delayed one to two years of planned activities. Fortunately, this enables the Mission to be more deliberate in its initial set-up of programs, coinciding with the advent of the new CDCS.

¹² Examples:

- A. Protected areas (PAs), such as national parks and wildlife reserves, located in eastern DRC have long been targets of armed groups. By providing security within the PAs, and coordinating with security agencies in the wider region, PA management authorities provide stability beyond their boundaries. The relative security within these 'buffer zones' creates an opportunity for USAID to deliver DA in partnership with the organizations managing these PAs.
- B. FBOs are major service providers in the DRC. More than 70 percent of all primary schools in DRC are operated by FBOs. In many communities, these are the only providers of health and education services. FBOs are thus prospective anchor institutions in areas where they are the principal service providers.
- C. Businesses use market-based solutions to provide sustained access to goods and services. By meeting a self-identified need among Congolese households and communities, enterprises form a sustainable bedrock for social and economic development.
- D. Industrial mining companies hold long-term concessions in the mineral-rich provinces of Eastern DRC. International companies are beholden to shareholders abroad, who are increasingly concerned with corporate best practices. Companies may benefit from and share strategic interests with USAID (e.g. reduced armed conflict and improved stability). As key drivers of provincial economic development, mining companies invest heavily in stimulating basic services, infrastructure, and community development. They maintain close working relationships with surrounding communities and political officials. One particular shared challenge is how to address the two million artisanal miners who operate in areas surrounding industrial concessions. USAID has existing programs and MOUs with various companies, which provide models for other companies and communities.

DRC can move from dependence on HA toward self-reliance. In its work with the private sector, the Mission will also address obstacles to women's economic participation, including lack of access to credit and the disproportionate female involvement in the informal sector, which results in reduced pay and social security.

The DRC's private sector is characterized by a major paradox: an abundance of international businesses (e.g. Google, Nespresso, General Electric, etc.) in an economic terrain otherwise populated by a plethora of small businesses, many of which operate informally due to insufficient rule of law and unpredictable business policies and regulations. USAID's partnerships with international businesses present immediate opportunities for inclusive economic growth, particularly as international firms are better able to manage risk and weather the challenging enabling environment than local businesses. These actors' 'deep pockets' and strategic interest in stable supply chains create opportunities to strengthen local governance and socio-economic development. For example, USAID's partnerships with mining companies enable businesses, local communities, and local authorities to transparently allocate resources toward inclusive, community-development aims.

The country's burgeoning, albeit economically precarious, middle and entrepreneurial class is critical for supporting systems that transparently collect and manage public revenue to improve the quality of and access to critical public goods and services, including health, education, WASH, natural resource management, and crisis response. Coordinated engagement with these actors will strengthen economic governance. Non-state, private actors play a key role in providing critical services. Therefore, USAID will work to increase the capacity and reach of these private entities. Finally, USAID will work to incorporate market-driven connections and cost-effective approaches in its livelihoods promotion activities, including those targeting women and youth. Within this context, USAID will build on successes to incubate social enterprise models that provide financially-sustainable, low-cost, high-quality goods and services. Close collaboration with the USG will remain paramount, most notably with the Embassy's "Deal Team", Development Finance Corporation, and the broader consortium of USG actors supporting Power Africa and Prosper Africa.

However, partnering with private sector actors in DRC is not without risks and challenges. Given the clear relationship between capital accumulation and political power, USAID is committed to astute decision-making that weighs the political-economy risks of investing resources at local and national levels. Given the potential for DA and HA to weaken local markets¹³ and the viability of sustainable livelihoods, USAID will continue to ensure that our assistance has positive multiplier effects on local markets and service delivery.

Redefining the Relationship

USAID will continue to provide assistance focused on building more effective health, education, financial, and natural resource management systems. But, in addition to capacity building, USAID, working closely with the interagency, is also exploring a new generation of opportunities and entry points to help the GDRC drive its own development. In some cases, this entails working with the GDRC to ensure that domestic resources are effectively mobilized and managed. In others, it means working alongside other donors, private businesses, FBOs, and USG actors to spur the GDRC at both the national and subnational levels to increase its commitment to taking actions necessary for progress. The Mission may develop new working groups dedicated to specific actions or work through existing groups.

¹³ For example, during the Ebola outbreak in the east in 2018-2020, local health workers received salary top-ups for the response; and, after the outbreaks ended, they were expected to provide the same services without this payment.

Civil Society

USAID will engage and partner with DRC's vibrant civil society, which has experienced improved conditions under the current government. But, there's still more work to be done. Thus, USAID will seek to build the capacity of a wide variety of CSOs, ensuring that they have the necessary tools and ability to help the country take steps towards self-reliance. Foremost among those tools and capacities will be the ability of CSOs to hold the government accountable and responsive to citizens' needs. This partnership will increase leadership roles for women within CSOs and ensure that CSOs are better able to address women's issues, highlighting why this is critical for achieving progress across the development spectrum.

Integration

The DRC is a challenging operational environment with complex development problems, requiring a multi-sectoral approach to achieve results. Issues such as poor school attendance, resulting from multiple factors including extreme poverty and lack of healthcare, cannot be tackled effectively by employing a single-sector approach. Therefore, each DO is designed around a multi-sectoral approach to a development challenge; and each also contributes to the other DOs' outcomes:

- DO 1, Responsiveness of Public Institutions to Citizens' Needs Improved, will improve the responsiveness and accountability of government institutions while increasing citizens' trust and their ability to have their needs met. Improved governance and development policies will lead to healthier and better-educated citizens, a stronger and more productive workforce, a more inclusive economy, and more resilient citizens and systems.
- DO 2, Community Resilience Increased, will enable citizens to better participate in the workforce and hold their government more accountable. Stronger community structures will also lead to improved service delivery.
- DO 3, Inclusive, Broad-Based, and Sustainable Economic Growth Increased, contributes to DO 2 by building a stronger, more inclusive economy that will propel citizens' and systems' resilience and improve the business enabling environment and economic performance. Coupled with better management of natural resources, this will increase revenue, which is necessary to expand service delivery.

While operationalizing an integrated strategy is challenging, the Mission is well aware of the demands involved, as it has experience implementing a previous cross-sectoral strategy. Operationalizing this new strategy will require carefully thinking through the best means for achieving results, whether through joint results frameworks, common indicators, collaborative work planning, cross-sectoral financing, and/or multi-sectoral project and activity designs. The strategy's Management and MEL Sections lay this out in greater detail.

A significant area of integrated programming will be the nexus of humanitarian-to-development contexts. For more than 20 years, USAID has had a large HA program in the DRC, especially in the east and southeastern provinces where USAID currently works. Nonetheless, the size and scope of recurrent shocks in the DRC—whether natural or human-caused—are expected to become more frequent and severe. If not properly addressed, these crises will endanger the GDRC's reform agenda and negatively impact the progress of development activities. Until the root causes precipitating crises are addressed, HA and short-term fixes will continue to absorb an inordinate percentage of foreign assistance to the DRC.

If progress is to be made on the J2SR, there must be coherence between HA and DA. HA is designed to be flexible, short-term funding that assists individuals and communities in emergencies. It cannot address the structural causes of recurrent, protracted crises; and it can sometimes weaken local markets and institutions, foster dependency, and have higher operational costs.

USAID will increase its efforts to address emergency situations and the factors that precipitate them by integrating, layering, and sequencing our HA and DA programming. Some recent examples of nexus programs include the Food for Peace development platforms, which address chronic food insecurity in the Kasais and eastern Congo. They work in concert with the health and economic growth development programs to improve access to services and markets. During the Ebola outbreak, “wraparound” activities helped address food security and youth vocational training in the Beni-Butembo corridor.

Thus, the Mission will promote longer-term multi-sectoral programming in conjunction with emergency efforts. For example, in the case of food insecurity, the Mission will develop integrated programming that combines HA short-term emergency nutrition programming with DA livelihoods, health, WASH, and education programming to address the underlying causes of vulnerability. In some cases, this may mean co-locating or developing joint risk analyses. In others, it may mean designing a joint activity that combines the two types of assistance—an innovative approach that has been piloted in Somalia.

Women and girls suffer disproportionately from crises, including conflict. Increasing their resilience requires a multi-sectoral approach. This is especially the case in regard to reducing GBV. Achieving this objective requires not only taking a sequenced, layered approach to HA and DA programming, but also integrating governance, education, and health interventions.

Adaptation and Risk Management

DRC’s dynamic operating environment often confounds donors’ expectations. Regions that seemed on an upward trajectory to stability can suddenly slip into conflict, jeopardizing programming. To counter this tendency, this strategy will employ a flexible, evidence-based management approach that will emphasize the need for flexible designs and shock-responsive and adaptable awards, including crisis modifiers. The Mission will increase its emphasis on context monitoring, contingency planning, emergency preparedness, and disaster risk reduction. USAID also will have a robust approach to MEL and logistics contracts. This emphasis on a strong MEL approach is particularly important, given that the complex operating environment creates unique risks and challenges, including sexual exploitation and abuse (SEA). The Mission is implementing muscular risk mitigation policies and practices to both reduce SEA and ensure a no harm approach that prevents the reinforcement of harmful gender norms or the widening of gender gaps and inequities.

The relative uncertainty of the DRC and past experience with quickly shifting security environments often translates into a risk profile that inhibits the type of innovative investments that will ultimately improve the operating environment. In addition to the flexible, adaptable approaches mentioned above, the Mission will manage risk by carefully selecting partners, integrating programs, and mobilizing technology, as well as strengthening the resilience capacities of people and systems to absorb, adapt, and recover from a myriad of shocks and stresses. In partnering with the private sector, USAID will effectively share risks with and strengthen the resilience capacities of other entities that are also constantly identifying and mitigating operational risks. This will improve USAID’s programs’ capacity to anticipate and effectively manage crises. Through this integrated approach, recurrent risk and resilience monitoring, conflict assessments, and other tools, USAID will improve its understanding of the broader development picture in target zones. In line with USAID’s new Digital Strategy, the Mission will

increasingly mobilize technology to assess the context and monitor programs, particularly when health or security conditions impede planned monitoring visits.

In summary, the Mission's strategic approach does not include stopping any of its current activities. Instead, this CDCS builds on those activities and the lessons learned during their implementation. As a result, activities will be done in a smarter way to have greater impact. The broader application of the anchor institution concept is an example where the Mission has seen the effectiveness of partnering with solid, locally established partners. Partnering with these institutions enables USAID to leverage their knowledge and experience and build on their existing relationships and positive reputation. It also ensures that interventions are sustained beyond the duration of USAID's programming.

The choice of institutional partners will likewise be a function of tactical considerations and building on effective, established relationships. This is particularly significant at the national level, where the mission will seek partners with the capacity and commitment to pursue relevant interventions related to DO 2 and DO 3. DO 1 also builds on past success in engaging with provincial and sub-provincial authorities for improved public financial management and service delivery, for example.

The Mission is also developing a more streamlined and efficient management structure to oversee this integrated approach.

RESULTS FRAMEWORK

Goal Statement: A More Peaceful and Prosperous DRC with Improved Opportunities for Communities and Individuals to Thrive

This high-level goal encapsulates USAID's long-term vision of a DRC where all of its communities and people are able to thrive and are empowered to take steps to move the country closer to self-reliance. Achieving results requires overcoming challenges, such as pervasive corruption, conflict, weak and ineffectual institutions, and a lack of basic services stemming from a deficit of capacity and commitment at both the national and sub-national levels. Widespread GBV and discrimination, greater poverty, and reduced access to services makes this situation even more dire for women and girls. Over the next five years, USAID will focus on building the capacity and resilience of individuals (particularly women and youth), communities, and institutions to generate locally-led solutions to these development challenges and support them to effectively see these solutions through to fruition.

DO 1: Responsiveness of Public Institutions to Citizens' Needs Improved

IF USAID assists the DRC to improve the effectiveness of public and private institutions to deliver services so that those institutions are better equipped and more committed to meeting citizens' needs; and IF USAID empowers the Congolese people to hold institutions more accountable so that these services are more inclusive, more equitable, and of higher quality; THEN, USAID will meaningfully contribute to improving the responsiveness and resilience of government institutions, thereby increasing trust in the GDRC so that the DRC will become more self-reliant and prosperous.

Decades of mismanagement have severely diminished the state's ability to deliver basic services (such as health, WASH, and education) and respond to the needs of its citizens. The J2SR roadmap and secondary metrics reveal that the state's limited capacity prevents it from efficiently providing basic services, thus eroding trust in public institutions and creating instability. This particularly impacts woman

and girls due to poorly performing institutions and prevailing conditions¹⁴. Under DO I, USAID will promote more responsive and resilient institutions that tangibly improve all peoples' lives. This requires continued support to strengthen institutions at the national, sub-national¹⁵, and community levels—the 'supply-side'—while empowering civil society, the private sector, and citizens to demand a more accountable and committed government—the 'demand-side'. In addressing both the demand and supply sides, USAID will work to strengthen institutions' capacity to adapt and recover from shocks and stresses.

Under the previous CDCS, progress was hindered due to the DRC's lack of commitment to meaningful reform, which reduced USAID's impact. However, the new reform-minded government offers an opportunity to promote more participatory, inclusive, transparent, and accountable institutions and rebuild the social contract between the citizens and the state. Without a civically engaged, socially mobilized citizenry, progress is impossible.¹⁶ The development hypothesis for DOI thus reflects the increased importance the Mission places on citizen-led, citizen-demanded change.

To capitalize on the renewed U.S.-DRC collaboration under the PP4PP, USAID, under DO I, will target public institutions at all levels with the potential to undertake meaningful reforms in line with the DRC's *National Development Plan for 2020-2024* and other sectoral plans and policies. USAID will continue to engage with key ministries and decentralized institutions that are responsible for equitably delivering public services to citizens.¹⁷

USAID will also build on positive public perceptions of the U.S.¹⁸ to proactively counter malign interests in the DRC. Unlike the previous regime, which aligned with China due to deteriorating U.S. relations, the current regime seeks close U.S. relations. USAID will combat the influence of Chinese corrosive capital by promoting enhanced 'demand side' oversight of the extractives sector and public services by empowering civil society and the media (IR 1.2). Under IR 1.1, USAID will promote greater transparency and accountability, including in the mining sector, by reforming policies (sub-IR 1.1.1) and improving public resources management (sub-IR 1.1.2) and the capacity of oversight bodies, such as the EITI (sub-IR 1.1).

IR 1.1	Effectiveness of public and private institutions to deliver health and other social services increased
Sub-IR 1.1.1	GDRC's capacity to advance policy reforms in target sectors improved
Sub-IR 1.1.2	Public resources management improved
Sub-IR 1.1.3	Capacity to deliver public services increased
Sub-IR 1.1.4	Oversight of public institutions increased
Sub-IR 1.1.5	Capacity to partner with the private sector and civil society increased

¹⁴ USAID's 2020 Gender Analysis states that these obstacles include fees; cultural norms; distance from service providers; gender imbalance in providers; GBV; burdensome administrative procedures; and inconvenient hours, locations, and layouts.

¹⁵ Decentralization in the 2006 constitution is subdivided into provinces and then further into decentralized territorial entities, which include cities, communities, and chiefdoms.

¹⁶ The most recent electoral cycle demonstrated the potential of citizen movements as a catalyst for change. Democracy, Rights, and Governance Assessment of the DRC. DPI-MCI. July 2020.

¹⁷ These include the Ministries of Decentralization, Health, Education, Youth, Social Affairs, Agriculture, Mines, and Energy, as well as institutions that are relevant to implementing the Water Law.

¹⁸ A USAID September 2019 national public opinion poll found that 72 percent of respondents held a favorable or somewhat favorable view of the United States. Public Opinion Survey: Residents of DRC. International Republic Institute. September 2019.

USAID's Country Roadmap and its Financing Self-Reliance Snapshot shows DRC performs poorly on indicators related to domestic revenue mobilization, public financial management, and fiscal transparency and accountability. Under Intermediate Result (IR) 1.1, USAID will bolster capacity by partnering with the GDRC to plan, finance, and implement solutions to the country's development challenges.

Under Sub-IR 1.1.1, USAID will partner with the GDRC to develop the country's policy making process to improve the availability, responsiveness, and quality of public services.¹⁹ To ensure effective reform measures, USAID will regularly engage with GDRC institutions and utilize political economic analyses to identify opportunities to strengthen existing policies, prioritize new reforms, and/or strengthen regulatory systems. USAID's priorities include supporting universal basic education and healthcare (including regulating counterfeit medicines); preventing, detecting, and responding to infectious disease threats and outbreaks; providing continuous and quality WASH services; reforming the security and justice sectors; and spurring cross-cutting reforms in public administration, public financial management, and decentralization. USAID will especially champion women leaders and adapt processes to enable their participation so that they can engage, collaborate, and contribute to the reform process. Sub-IR 1.1.1 is linked to Sub-IR 3.1.3, which focuses on promoting a more transparent and efficient business enabling environment through policy reform.

The DRC's \$10 billion 2020 budget is insufficient to finance the development needs of its 87 million²⁰ inhabitants. Sub-IR 1.1.2 will support the GDRC in financing its self-reliance by improving domestic resource mobilization and public financial management across institutions. USAID will boost resource mobilization by streamlining tax collection procedures at the local level and supporting civil society-led campaigns to raise taxpayer awareness under Sub-IR 1.2.3. Building on changes in the 2018 Mining Code, which could improve mining sector revenue collection, USAID will engage with the EITI and the National Multi-Stakeholder Group²¹ to promote greater transparency related to collecting and using royalties, countering Chinese companies' influence in the extractives industry. USAID will also seek to ensure that domestic resources are allocated in ways that benefit women and youth. This Sub-IR will contribute to Sub-IR 3.4.1, which aims to increase transparency in the minerals trade.

Sub-IR 1.1.3 will ensure that these increased resources translate into improved services for citizens by strengthening the institutions mandated to deliver them. USAID will continue to build the capacity of targeted provincial and local institutions to plan, budget, and implement programs to improve the quality and availability of equitable public services, particularly for those with the greatest needs, including women and children.

USAID will work at all levels of government to enhance the management and use of data information technology in the entire supply chain of essential medicines to prevent frequent stockouts that limit basic health care. The Mission will also expand GDRC essential basic prevention and treatment services for survivors of sexual violence. To address preventable mortality, USAID will continue to invest in improving the coverage and quality of services, such as maternal health care (essential given high fertility), immunization, malaria treatment, etc. USAID will also train health care workers and administrators at all levels on gender, GBV, and human rights and integrate WASH programming, as appropriate, within broader rural and urban health activities.

Increasing the number of boys and girls who attend school is meaningless unless quality improves. Therefore, USAID will focus on the foundational skills that are attainable in primary school. This is

¹⁹ In doing so, USAID will consider the differential impact that these reforms may have on men and women and work to ensure that they both do no harm and target principal factors preventing women and youth's access.

²⁰ World Bank Data 2019. This is an approximate figure, as DRC's last official census occurred in 1984.

²¹ The Multi-Stakeholder Group comprises the Ministries of Mines, Hydrocarbons, Finance, Environment, and Planning.

achievable by strengthening local and provincial teacher training systems. Under Sub-IR 1.1.3, USAID will support the GDRC’s effort to improve access, equity, and student retention. To achieve this, USAID will expand or supplement local professional development efforts and use existing and supplementary reading material to strengthen teachers’ capacity in early language and literacy development. USAID will also continue to support the GDRC’s Alternative Learning Programs by providing out-of-school youth with primary school certificates upon completion of a three-year program. Through Safe Healing and Learning Spaces, girls, boys, women, and men become active participants in making decisions that affect their lives. When they are provided with the possibility to make these decisions, women and girls identify propositions that—if accepted and implemented in the communities—will help to reduce their burden and leave room for individual growth.

DRC is ranked 126 of 128 countries on rule of law by the World Justice Project due to the country’s lack of checks and balances on executive power, including auditing capabilities.²² While DRC has improved some of its legal framework, including on women’s inheritance and domestic violence, laws are not applied consistently or equally. Despite donor efforts, access to justice services is still a problem, especially for women. Thus, sub-IR 1.1.4 will focus on improving the oversight of public institutions and accountability. USAID will analyze how justice services are accessed and how they impact women and girls. USAID will also work to increase women’s representation and elevate female voices in justice reform and government and civil society forums.

Given Congolese public support and the demonstrated commitment of the GDRC to crack down on corruption, this is an opportune moment to address anti-corruption measures, including by establishing a national Anti-Corruption Agency. USAID will seize this opportunity to build networks of champions, including magistrates, GDRC officials, parliamentarians, CSOs, journalists, private businesses, youth, and women to strengthen independent justice and oversight bodies and capitalize on recent citizen anti-corruption movements. The Mission will also strengthen the new Anti-Trafficking Agency to improve its coordination and oversight role for C-TIP activities, such as developing and passing comprehensive anti-trafficking legislation, investigating and prosecuting traffickers, and protecting victims.

Given the important role the private sector plays in sustainably building public revenue collection and management systems, USAID will use its convening authority to strengthen relationships between the GDRC and private businesses under Sub-IR 1.1.5. USAID will build on its successes, including the 2019 USAID-supported establishment of a Ministry of Health private sector unit, which develops and reinforces relationships with the private sector. USAID will extend this approach to other sectors, such as WASH, to work with water service providers, etc.

IR 1.2	Citizen’s empowerment to hold institutions accountable increased
Sub-IR 1.2.1	Citizen’s ability to select and replace their leaders through periodic, free, and fair elections increased
Sub-IR 1.2.2	Citizen’s knowledge and skills necessary to engage in civic life increased
Sub-IR 1.2.3	Civil society organizations’ capacity to provide oversight improved
Sub-IR 1.2.4	Rights of women and marginalized groups advanced

²² World Justice Project Rule of Law Index 2020.

To harness the Congolese's commitment to their own agency,²³ IR 1.2 will build on DRC's robust media and civil society sectors²⁴ to empower citizens, amplify their voices, and allow them to engage with the state by offering feedback, communicating priorities, providing oversight, and strengthening GDRC commitments.

Despite the previous flawed electoral cycle,²⁵ Congolese have faith that the electoral process can bring change and increase government accountability.²⁶ Under Sub-IR 1.2.1, USAID will empower citizens to participate in free and fair elections, support civic and voter education, partner with domestic and international observation groups to monitor and improve the electoral process, and promote the greater participation of women and youth in political life.²⁷ Women accounted for only 10.3 percent of those elected to the National Assembly in 2018; this is only a small improvement from 2011 (8.9%) and 2006 (8.4%).²⁸ USAID will also provide targeted technical assistance to key public institutions, such as the Independent National Electoral Commission, and judicial actors involved in electoral dispute and resolution under Sub-IR 1.1.3.

Under Sub-IR 1.2.2, which complements IR 1.1, USAID will partner closely with CSOs and CBOs to raise awareness among communities about the expected availability, cost, and quality standards of services, thereby better enabling citizens' demand. To address barriers to women's information access, USAID will analyze and use learning regarding differential gender needs and incorporate them into programming. Building on existing social and behavior change practices, USAID will deliver messaging using community radio stations, community-level dialogues, etc. to target specific populations, such as men, women, youth, and marginalized communities.

Despite a new opening of political space and tangible improvements,²⁹ USAID's research³⁰ has underscored the continued constraints to CSOs, such as a lack of financial sustainability and weak organizational capacity. Under Sub-IR 1.2.3—which will also contribute to IR 2.2—USAID will build the capacity of CSOs, increasing their resiliency and ability to mobilize and engage citizens, ensuring state oversight, and advocating for improved governance. USAID will build citizens' capacities for government engagement, including creating local development plans and planning and executing budgets, thus ensuring that they better understand how government works and can participate in its processes. USAID will also promote women's engagement in public life, including policy-making, leadership, and reform, by analyzing and addressing constraints to their involvement.³¹ To promote a sustainable, professional media sector, USAID will partner with over 300 independent, community-owned and operated radio stations.

Despite reduced state crackdowns under the new government, the human rights situation continues to be dire. Under Sub-IR 1.2.4, USAID will continue to advance the rights of Congolese. While this Sub-IR focuses on women and vulnerable groups, gender gaps are significant in all sectors in DOI and will be addressed in each IR. USAID will also support human rights defenders who monitor, report, and support victims of human rights violations; enhance access to justice for victims, including survivors of

²³ An IRI poll found that 56 percent of respondents believe ordinary people can influence decisions in their country. Public Opinion Survey: Residents of DRC. International Republic Institute. September 2019.

²⁴ V-Dem's Civil Society and Media Effectiveness sub-indicators 2019.

²⁵ DRC 2018 Harmonized Presidential, Parliamentary, and Provincial Elections. Expert Mission Report. The Carter Center. 2019.

²⁶ Democracy, Rights, and Governance Assessment of the DRC. DPI-MCI. July 2020.

²⁷ USAID will work to mitigate major obstacles to women's participation in political life, including lack of education and financial resources.

²⁸ Democracy, Rights, and Governance Assessment of the DRC. DPI-MCI. July 2020.

²⁹ USAID's 2019 Civil Society Sustainability Index (CSOSI)

³⁰ Facilitating Financial Sustainability. Synthesis Report. Peace Direct. 2018.

³¹ Constraints include low literacy and education rates, deeply embedded cultural norms that limit women's autonomy and movement, negative stereotypes around women in leadership, disproportionate household burdens, and restricted access to financial resources.

GBV, by providing legal aid, trauma health, and other rehabilitation services; and advance the human rights of indigenous people.

Assumptions:

- Low-level political instability will continue but will not significantly affect service delivery.
- Significant corruption will continue, but there will be some high-level accountability.
- The GDRC will make sufficient progress in combating TIP, enabling USAID engagement.
- The global economic contraction will shrink public revenue streams, especially in extractive industries.
- The GDRC will continue committing to budget devolution and deconcentration of select services.
- The GDRC will promote inclusive dialogue so that women and youth voices are heard.
- The GDRC will postpone the long-awaited local elections to 2023.
- Central, provincial, and local governments will remain committed to decentralization.
- Population growth will put pressure on peri-urban areas and the informal economy.
- The GDRC is ready to implement key legislative laws, such as the Water Law.

Risks:

- Expanding conflict may prevent activities from taking place.
- Discrimination may reduce the roles and voices of women and youth.
- Institutional weakness in the east may continue to benefit malign actors.
- Government capacity and commitment may be overwhelmed by pandemics/epidemics.
- TVPA restrictions may impede USAID's ability to work with the GDRC.
- Electoral reform may be hijacked to serve the interests of non-democratic elites.
- National elections may diminish the USG's ability to constructively engage the GDRC.

DO 2: Community Resilience Increased

IF USAID programming assists the DRC to increase local solutions to conflict, strengthen community structures and capacity, and increase the well-being of vulnerable populations, THEN USAID will contribute to the increased resilience of communities and community structures, resulting in the Congolese people—especially those in the east—being able to meet their health, livelihood, and educational needs. This will allow communities to overcome challenges, better anticipate shocks and stresses, and mitigate vulnerability.

DRC ranks at the bottom on measures of health, political violence, and civil conflict; its people suffer from high rates of food insecurity, extreme poverty, and displacement. Chronic conflict and neglect have stripped many communities of their security, livelihoods, and social safety nets, leaving them ill-equipped to cope with shock and in persistent need of HA.

DO 2 focuses on communities' resilience and self-reliance, creating a space for transition initiatives across the humanitarian, development, and peacebuilding (HDP) space. USAID will facilitate sustainable, local solutions that mitigate conflict; reduce armed group violence; expand access to resources and quality public and private health, education, and WASH services; carry out early warning and response activities; improve livelihoods; and alleviate human suffering. DO 2 will help to prevent TIP, assist victims of trafficking, and support out-of-school youth, including child soldiers.³² In keeping with current best practices and [guidance](#),³³ USAID will layer, integrate, and sequence HDP assistance to achieve collective

³² The 2020 USAID Gender Analysis revealed that lack of school fees is a powerful contributing factor to girls' recruitment by armed groups. Girls are also less likely to return to school due to the shame associated with GBV.

³³ [Policy & Program Guidance - Building Resilience to Recurrent Crisis, 2012](#);

impact, particularly—although not exclusively—in the RFZ³⁴ using adaptive management and award-based, shock-responsive mechanisms, such as crisis modifiers. Transitioning from HA to sustained, inclusive development will require building programmatic adaptability into the design and implementation of each activity, coordinating with government reformers, and linking to and learning from other national and international efforts related to demobilization, disarmament, and reintegration.

Although closely related to the previous CDCS’s Transitional Objective (TO) 3, Foundation for durable peace strengthened in eastern DRC, DO 2 will not solely focus on the east. TO 3 presumed that eliminating conflict in eastern DRC was a prerequisite for adopting a full development agenda. In contrast, USAID now intends to implement and concentrate development interventions in tandem with HA in relatively stable enclaves and adapt as conditions shift.

DO 2 will help vulnerable communities and organizations cope with recurrent crises, including disease outbreaks, conflict, displacement, school closures, and natural and man-made disasters. USAID will empower communities and households through advocacy and conflict resolution, build capacity to allow citizens to access a wide range of services through state and non-state service providers, develop stronger local organizations and markets, and provide livelihood opportunities. DO 2 will have a particular focus on GBV—a chronic, widespread problem particularly in eastern DRC³⁵ that requires both preventive and responsive measures. USAID will provide assistance to meet immediate needs in health, food security and nutrition, shelter, WASH, and portable skills (e.g., literacy, numeracy, and vocational). There are also a multitude of effective programs that are funded and/or planned by other donors, private businesses, and the GDRC that serve similar target populations.³⁶ IR 2.3 will increase USAID’s work with these actors, including through strategic alliances and new partnerships.³⁷

IR 2.1	Local solutions to reduce conflict increased
Sub-IR 2.1.1:	Communities’ empowerment to identify drivers of conflicts increased
Sub-IR 2.1.2:	Cooperation across diverse populations increased
Sub-IR 2.1.3:	Communities’ empowerment to advocate with economic and political elites increased

Decades of poor governance and elite predation have destroyed civic trust. Armed groups, at times supported by regional powers or the national government, contribute to persistent insecurity and incentivize communities to form their own self-defense forces. This leads to an inter-communal arms race that exacerbates class and ethnic tensions. In this tense environment, relatively small shocks result in extremely violent outcomes. Historically, much of this violence has been directed at women. But, the

³⁴ RFZ consists of North and South Kivu, Ituri, and Tanganyika. In 2019, DRC became a Resilience Focus Country, agreeing to invest 100 percent of its DA Agriculture funds in the RFZ and prioritizing the use of other resources as appropriate; but, the Mission is not required to invest all of its funds in the RFZ.

³⁵ USAID’s 2020 Gender Analysis revealed that a third of women and men and up to 61 percent of children have been impacted by GBV.

³⁶ Examples include the European Commission’s Humanitarian Office; the United Kingdom’s Foreign, Commonwealth, & Development Office; the United Nations’ International Children’s Emergency Fund; The United Nations’ Office for the Coordination of Humanitarian Affairs; the World Food Program, and the Global Partnership for Education.

³⁷ USAID has recently developed strategic alliances with the UK’s Agency for International Development (UKAID) and the World Bank to address eastern DRC’s stability. Another example of a new partnership is the Education Cannot Wait (ECW) fund—the first global fund dedicated to education in emergencies and protracted crises, which is presently allocating \$22 million to DRC. USAID, a top ECW global funder, has been the sole donor member of the local ECW Task Force since 2017, representing U.S., UK, and Canadian interests. In this role, USAID will continue to bridge the gap between development and humanitarian actors and influence ECW so that its activities are focused on priority zones which complement USAID’s wider efforts, such as those in Tanganyika.

new government, which has prioritized stabilizing the east, is taking tangible measures, including regional diplomacy, to address this complex issue. The USG, using a whole-of-government approach, is supporting and coordinating these efforts.

Through Sub-IR 2.1.1, USAID will empower communities, institutions, and systems actors to engage with and drive reforms, including by identifying common understandings of the root causes of conflict, both within and between communities. Through conflict analysis, dialogue, trauma awareness, civil society strengthening, and other community-based initiatives, USAID will promote those understandings at the level of the conflict-affected communities. These efforts will contribute to the U.S. Strategy on Women, Peace, and Security, specifically Line of Effort 1, support the preparation and meaningful participation of women around the world in informal and formal decision-making processes related to conflict and crisis, and Line of Effort 2, promote the protection of women and girls’ human rights, access to aid, and safety from violence, abuse, and exploitation around the world.

Through Sub-IR 2.1.2, USAID will extend successful peacebuilding programs, such as the conflict early warning network, to other geographies. This will encourage armed group defections, reunite abducted individuals with their families, and help to reintegrate former combatants.

To increase cooperation among populations, Sub-IR 2.1.2 focuses on education, health, WASH, and livelihood investments to build civic trust and help communities move forward once peace and stability take root. USAID will build on successful initiatives, such as the medical, social, and security needs of survivors of GBV, which have helped sustain two of eastern Congo’s most dynamic local organizations, HEAL Africa and the Panzi Foundation. These investments have defended the basic rights of women and confronted a scourge that divides communities.

Under Sub-IR 2.1.3, USAID will leverage civic trust dividends to empower local reformers and civil society actors and expand communities’ ability to advocate for their interests with elites at the local, provincial, and national levels. USAID will ensure that local solutions inform and drive efforts to address higher-level causes of conflict, such as elite predation, corruption, and inter-state conflict. USAID will incorporate mechanisms for community participation throughout its designs and subsequent implementation. Actively soliciting input from communities will strengthen DRC’s young democracy and improve its capacity to lead its own development. Democratic participation is vital. It infuses sub-IR 2.1 and creates links to DO 1.

Experience suggests that Congolese women more quickly transcend their political and ideological differences for the benefit and interest of the larger population. As such, USAID will champion women as leaders across IR 2.1 interventions. In collaboration with DO 1, IR 2.1 will proactively ensure that provincial-level service delivery encompasses ‘Do No Harm’ and conflict sensitive approaches.

IR 2.2	Community structures’ capacity strengthened
Sub-IR 2.2.1	Delivery of quality health, WASH, and education services by non-state actors increased
Sub-IR 2.2.2	Access to diversified funding sources increased
Sub-IR 2.2.3	Individuals’ capacity to participate in local organizations increased
Sub-IR 2.2.4	Demand for and utilization of quality health, WASH, and education services increased

Under IR 2.2, USAID will focus on building the capacity of communities and local structures. Community structures are defined as associations, institutions, or organizations that are managed or led by citizens. These structures may include CSOs; FBOs; sub-provincial level savings and loan organizations; customary associations; banks and micro-finance institutions; and service delivery agents, such as education centers, parent teacher associations, and health clinics or posts, including those that serve low-income populations.

Sub-IR 2.2.1 will strengthen community structures' capacity to deliver essential primary health care, WASH, and education services, which the government is currently unable to adequately furnish in some locales. This begins by entities embarking on the tasks associated with identifying their organizational development needs—an area where USAID and its implementing partners have a comparative advantage and are well-positioned to assist with. To more effectively deliver services, USAID will accompany local groups as they strengthen and practice the ability to use evidence-based learning and evaluation, propose gender-sensitive solutions, and establish strategic plans to address constraints. Importantly, IR 2.2.1's capacity-building activities will improve community structures' ability to better plan and implement programs, manage resources, and comply with policy and legal frameworks. A direct result of this locally-led development by non-state actors is greater integration of and assistance for youth, indigenous groups, and people with disabilities.

Sub-IR 2.2.2 will build on the previous sub-IR by moving community structures towards diversified funding sources and financial services (e.g., government, donors, lenders, and private sector entities). This sub-IR will reduce the risk profiles of micro and other income-generation activities and their associated revenue streams. Access to diversified funding sources will strengthen these community structures' long-term viability and, in consequence, provide more flexible services to communities. This sub-IR will also allow market forces to increasingly determine and influence supply and demand as the ability of the local population to pay for services increases.

Through Sub-IR 2.2.3, USAID will focus on the capacity of current and future leaders of community structures, improving their ability to manage resources and implement programs. USAID will support leadership training and networking, ensuring that females are included and that women participate in various grassroots associations and CSOs. USAID will improve community structures' ability to budget, manage, and allocate resources in a transparent manner—a lifelong and versatile skill that underpins democratic decision-making and the efficiency of organizations.

Sub-IR 2.2.4 complements efforts under Sub-IR 2.2.1 to improve the delivery of quality health, WASH, and education services. It achieves this by increasing the adoption of constructive lifestyle behaviors and critical decision-making habits. For example, social and behavior change (SBC) interventions can increase both the use of health services and the practice of healthy behaviors within households and communities. However, many health interventions do not effectively address existing socio-cultural barriers to health seeking behaviors. When individuals, families, and communities participate in high-quality, targeted SBC interventions, they are more equipped to practice better behaviors and utilize available health and education products and services; and this improves development outcomes.

USAID's close cooperation with FBOs, local NGOs, women's groups, and other local associations will result in increased service delivery, stronger organizational capacity, and more robust individual capacity. In times of crisis and emergency, the combination of these characteristics is invaluable, since public health experts, clinicians, humanitarian staff, CSOs, FBOs, and others will be equipped to collect and transfer real-time data to district and provincial leaders. These leaders, in turn, can then communicate and advocate with national leaders and readily implement emergency response plans. DO 2's

interventions require an enabling environment that is receptive to and responsive to the identified needs of a wider constituency, and DO 1 will facilitate this.

IR 2.3	Well-being of vulnerable populations increased
Sub-IR 2.3.1	Disaster risk management (to shocks and stresses) improved
Sub-IR 2.3.2	Household food, water security, and resilient livelihoods increased
Sub-IR 2.3.3	Equitable coverage and quality of health services improved

IR 2.3 encompasses a range of interventions: life-saving emergency-disaster assistance, early recovery and development, household food and water security, and risk management. To better respond to both the short-term and long-term needs of those affected by complex emergencies and natural disasters, including internally displaced persons, DO 2 will intentionally layer HDP activities.

Shocks necessitating critical supplies come in many forms in Congo—not only conflict and health epidemics, such as measles, cholera, Ebola, and COVID-19—but also economic shocks; agricultural shocks related to drought, flooding, and pests like Fall armyworm; not to mention prolonged interruptions to education that result in millions of out-of-school students. Moreover, many households and communities are impacted by multiple idiosyncratic shocks and stresses concurrently.

Women and girls often experience different vulnerabilities, have different under-addressed needs, and have increased responsibilities in the face of these shocks; and gender inequalities are often exacerbated as a result of shocks. USAID is acutely aware of the need to examine the differential needs of girls and boys within IR 2.3 to ensure that interventions equally benefit both and meet their unique needs and challenges.³⁸

Sub-IR 2.3.1 encompasses disaster risk management and aspects of the Mission’s nexus programming. The Bureau for Humanitarian Assistance’s (BHA) platforms will address the chronic food and water insecurity of vulnerable populations in the Kasais and Eastern Congo. Cross-disciplinary programming has already proven successful in Congo. For example, during the tenth Ebola outbreak, the Mission programmed “wraparound” activities for food security and primary education in the Beni-Butembo corridor. Post-Ebola, the Mission improved survivor support and infection prevention and control, strengthening local health systems. The Mission will continue to promote BHA, health, nutrition, education, and economic growth working in concert to improve responses to shocks and stresses.

Priming for other avenues for collaboration, under sub-IR 2.3.2, USAID will purposefully strengthen a nexus approach in and around the buffer zones of Congo’s volatile parks regions. This includes using geographic cluster working groups within the Mission and shared financial commitments to co-created awards. Such measures will build-on BHA inputs to better secure long-term access to water sources and food production while promoting peace and livelihoods development on the foundation of well-managed, protected landscapes. Sub-IR 2.3.3 bridges naturally to the Mission’s prioritization of flexible awards and proactively engaging new partners—ranging from indigenous organizations and foundations to private businesses and large networks associated with FBOs.

³⁸ For example, while women and girls are more likely to be refugees and IDPs, to die in a disaster, and to be exposed to GBV in conflict settings, men and boys are more likely to be forcibly recruited by armed groups and be the victims of gunfire, leaving women as the heads of households.

The well-being of vulnerable populations is a direct outcome of Sub-IR 2.3.3. This sub-IR will target youth and livelihood interventions in areas characterized by complex challenges, such as Ituri, where USAID's humanitarian actors have traditionally found themselves working alone. Youth represent more than 65 percent of the population and are an absolute priority under Congo's new administration. Within this context, the Mission's future activities are poised to increase health service delivery to this critical population and expand the reach of non-formal, skills-building opportunities, psychosocial support, and work-based learning.

Assumptions:

- The provincial government and local authorities will remain stable and available partners.
- The GDRC will remain stable and reform-minded.
- Economic fallout will not upend DRC, worsening poverty and other problems.
- Economic corridors will remain fully functioning.
- Parks will continue to be interested in engaging with USAID and share similar goals.
- Parks and park buffer areas will provide relative stability and security.
- The east will not become so unstable such that development activities are interrupted.
- Infrastructure, particularly roads, will continue to be poor, reducing the ability to achieve development impact.
- Female empowerment interventions will be knowingly designed to Do No Harm.
- There will continue to be strong incentives for rural to urban migration.
- Routine service delivery (e.g. for maternal and child health, malaria, family planning, and primary education) will not experience protracted interruptions due to COVID-19 or other disease outbreaks.
- Political support for promises on universal primary health care and universal education will endure and remain adequately resourced.

Risks:

- The GDRC will not demonstrate sufficient commitment to engaging with the community.
- Disease outbreak in regions other than the east may siphon off HA and donor attention.
- Elites and others may have incentives to continue conflict.
- Conflict and instability may increase.
- Elements external to communities may play too great of a role in conflicts.
- There may be increased political instability and armed group operations in USAID's programming areas.
- Violence may prevent USAID's partners from accessing communities.
- Eco guards may be accused of human rights abuses.
- Sexual exploitation and abuse may continue, threatening trust and undermining donors' reputations and USAID's ability to achieve results.

DO 3: Inclusive, Broad-Based, and Sustainable Economic Growth Increased

IF USAID assists the DRC to create a more transparent and efficient business-enabling environment and increase trust and social capital, accelerating the transformation of the agricultural, rural enterprise, and private sectors and creating greater economic opportunities, and IF USAID builds social and financial inclusion into each of its activities and Congolese institutions and systems, THEN USAID will contribute meaningfully to more inclusive, broad-based, and sustainable economic growth, thereby enabling a more peaceful, prosperous, and healthy DRC with improved opportunities for communities and individuals to thrive.

The DRC’s developmental progress requires developing its human resources. Increasing participation in the formal economy by traditionally marginalized groups, such as women, youth, and indigenous populations, would help to expand the private sector's reach into the broader Congolese population and propel the economy toward its full potential. While the extractives sector has supported a decent average gross domestic product growth rate of about 6 percent over the past ten years; unemployment rates have remained alarmingly high, especially among youth ages 15-24 who make up the largest segment of the workforce. Furthermore, the country’s human capital index is among the lowest in the world.

IR 3.1:	Transparent and efficient business enabling environment strengthened
IR 3.2:	Health, social capital, and human development, especially among vulnerable populations, increased
IR 3.3:	Transformation of local enterprise accelerated
IR 3.4:	Natural resource management improved

DO 3 will contribute to improving the *Inclusive Development*, *Economic Policy*, and *Government Capacity* sub-dimensions of DRC’s J2SR Roadmap. Specifically, IR 3.2 will address *Inclusive Development*; whereas IRs 3.1, 3.3, and 3.4 will tackle *Economic Policy* and *Government Capacity*. USAID will redefine its relationship with the GDRC by leveraging other development partners to create a coordinated and sustained push for economic policy reforms. Additionally, USAID will work with the GDRC and private sector actors to build their capacity and incentivize them to take the lead in developing market systems and strengthening the resilience of markets and market actors, thus enabling the DRC to sustainably finance more of its development and prevent development backsliding.

Given the potential for entrepreneurship to drive sustainable development solutions, the strategy prioritizes private sector engagement (PSE). USAID will support the private sector to broaden the range of economic opportunities for women, youth, and vulnerable populations. Congolese women lack access to finance and have limited ability to exercise decision-making or to participate in the formal economy, and tackling these challenges is important to the Mission. The Mission will also strategically partner with others where interests are aligned, such as collaborating with companies that produce nutrient-rich foods, working with service providers to increase access to sustainable WASH services in communities and health facilities, and encouraging conservation-friendly enterprises to partner with conservation organizations to sustainably manage resources. USAID will also support for-profit health providers to enable them to offer sustainable care where the government cannot provide coverage. Finally, USAID’s PSE will seek to expedite new technologies and platforms for digital finance, credit, service provision (utilities), etc. that will facilitate economic growth.

The Mission recognizes that President Tshisekedi’s twelve-point agenda and [NDP 2020-2024](#)³⁹ provides an unprecedented window of opportunity to build momentum for reform in DRC. DO 3 will support the NDP’s pillar III: *Diversification and Transformation of the Economy*, as well as point 1, *Promote Foreign Direct Investment*), point 6, *Revitalize the Mining Sector*, point 7 *Diversify the Economy*, and point 10, *Mainstream Gender*. USAID will work at the national and subnational levels with the Ministries of Agriculture, Mining, Health, and Energy; the investment promotions agency; and the Congolese Chamber of Commerce to address these priorities. At the decentralized level, the Mission will also

³⁹ RDC, Plan National Stratégique de Développement 2019 - 2024: <https://drive.google.com/file/d/0BzevZUaqVxlzSGszdXNjV0I4dTFVOWIIZ0YzTlNDRUhDY3d3/view>

work with decentralized territory entities (ETDs) for WASH and health activities, health area development committees, and community-based committees for health-related activities.

USAID will also help the GDRC to make a clear choice in favor of development partnerships that are mutually beneficial and maximize opportunities and well-being for Congolese citizens. Industrial mining under Chinese ownership is poor at creating local jobs. Diversifying the economy into other sectors, such as agriculture, will allow more Congolese to participate in the economy and help mitigate Chinese exploitation. Likewise, USAID’s support for transparent and responsible minerals supply chains will generate Congolese entrepreneurship and counteract Chinese-induced smuggling and child labor abuses.

For USAID to leverage a unified front and encourage more significant policy reform by the GDRC to achieve this development objective, the Mission must engage other development actors. Through donor coordination meetings and technical roundtables, USAID will engage vital donors who share similar interests, such as the European Union, the United Kingdom’s Agency for International Development (UKAID), The German Society for International Cooperation/German Development Bank, the World Bank, and United Nations’ organizations. USAID will continue to partner with environmental conservation organizations, the Wildlife Conservation Society, the World Wildlife Fund, African Parks, and the Virunga Foundation and support private sector investment from worldwide companies such as Nespresso, Starbucks, and General Electric.

Four IRs contribute to the DO and help to advance the country’s trajectory toward self-reliance.

IR 3.1:	Transparent and efficient business enabling environment strengthened
Sub-IR 3.1.1:	Transparent business registration process increased
Sub-IR: 3.1.2:	Rationalized business regulations increased
Sub-IR: 3.1.3:	Implementation of the GDRC’s policy reform agenda at the national and provincial levels improved
Sub-IR: 3.1.4:	Land tenure and property rights improved

Strengthening a transparent and efficient business enabling environment will allow private enterprises to prosper and foster entrepreneurship and innovation. However, legislation, taxes, governance, and corruption are critical constraints that must be addressed.

In the DRC, specific legislation impacting the private sector either does not exist or is not implemented. For example, the Agriculture Law and Mining Code are not implemented nor enforced. Donors are working with the GDRC to reform public procurement laws to include preferential provisions for Congolese women entrepreneurs. Two new regulatory agencies oversee the energy sector, but clear plans and procedures are not yet established to promote private sector investment. The WASH sector’s regulatory fragmentation has caused regulatory reforms to differ in substance, scope, and timing across provinces.

The DRC ranks 180 out of 190 in the World Bank’s Doing Business paying taxes indicator due to the multiplicity of taxes, a lack of coordination between the different tax agencies, the high cost of tax compliance to business operations, and the onerous requirement for newly-minted businesses to pay taxes even when they are not profitable. High taxes have caused companies like Nestle, Chevron, and others to close their businesses in the DRC.

Corruption is a significant challenge which limits investment. For example, government officials charged with licensing private businesses often expect bribes. Companies that refuse to pay bribes face retaliatory measures, such as deliberate delays in licensing and permitting, which prevent start-up and create severe disincentives to investment.

To address these challenges, USAID will increase transparency in the GRDC’s business registration processes at all levels, improve women’s ability to register businesses, clarify regulatory authority and tax nomenclature, and improve the implementation of relevant policies at the national and sub-national levels. USAID will also improve land tenure and property rights, which have been significant constraints to greater investment and private sector development, particularly in the agricultural sector. Given that the DRC is at the bottom of the Global Gender Gap Report for women’s access to, control of, and ownership of land, USAID will particularly focus on applying a gender lens to land tenure issues. By improving the relationship between the Congolese public and local governments, USAID will help to build a foundation of support for reforms. Strategic partners include the DRC National Agency for Investment Promotion, the Federation of Private Enterprises in Congo, foreign investment agencies, trade associations, and chambers of commerce. Finally, USAID will explore new and/or non-traditional partnerships, including public-private partnerships (PPPs) between local governments and private sector entities.

IR 3.2:	Health, social capital, and human development, especially among vulnerable populations, increased
Sub-IR 3.2.1:	Skills and learning outcomes of vulnerable populations increased
Sub-IR: 3.2.2:	Market linkages for vulnerable population-serving institutions increased
Sub-IR: 3.2.3:	Health, nutrition, family planning, and WASH outcomes for families and communities improved
Sub-IR: 3.2.4:	Barriers to women’s and youth’s participation and leadership reduced

IR 3.2 will increase health, social capital, and human development, especially among vulnerable populations, including indigenous groups; people with disabilities; lesbian, gay, bisexual, transgender, and intersex individuals; women (who comprise up to 60 percent of DRC’s workforce), and youth—the largest, fastest-growing segment of the workforce. USAID will support fair wages and marketable skills for these Congolese so that marginalized groups may be integrated into the formal economy. USAID will also promote productivity by helping to prevent rape and harmful gender and social norms; support survivors; and improve nutrition, WASH, and other health outcomes.

Since barriers to women’s and youth’s participation and leadership in private sector firms inhibit the full range of labor and skills available in the market, USAID will partner with national and local stakeholders to mitigate these barriers. Strategic partners include the Ministries of Youth, Education, Health, and Social Affairs; youth-led CSOs, religious leaders; women and youth community leaders; and the media. Donors include the DRC Education Donor Group and Inter-Donor Health Group.

IR 3.2 is closely related to DO 1, especially Sub-IR 1.1.3, Capacity to deliver public services increased. By increasing the capacity of the GDRC to deliver services, more Congolese citizens will gain access to basic, quality services, such as education, health, and WASH. It is also related to IR 2.2, Community structures capacity strengthened, which focuses on increasing the capacity of non-state actors to provide basic quality services as well as the ability of individuals to access these services. IR 3.2 highlights the fact that an inclusive economy requires a healthy, educated workforce that possess the skills

required by employers.

IR 3.3:	Transformation of local enterprise accelerated
Sub-IR 3.3.1:	Market opportunities and livelihoods increased
Sub-IR: 3.3.2:	Agricultural productivity and profitability of selected value chains improved
Sub-IR: 3.3.3:	Equitable access to financial services for local private sector actors increased

While the DRC has approximately 80 million hectares of arable land, only 10 percent is cultivated. This land could potentially be used to grow food that would feed 2 billion people. However, the DRC is currently facing the second-largest hunger crisis after Yemen, with 13 million people classified as food insecure. In terms of subsistence farming, families produce approximately 42 percent of the food they consume.

Through IR 3.3, USAID will accelerate the transformation of local enterprise by addressing value creation and market opportunities. DRC has vast agricultural potential but relies extensively on food imports. USAID will support diversification into agriculture to alleviate the DRC's reliance on the extractives sector and create economic opportunities in rural communities. USAID will seek to address women's limited access to financial services, markets, agricultural inputs, and decision-making, as broad-based growth will be impossible to achieve without doing so.

Despite the numerous technical, economic, and institutional constraints, the Congolese agricultural sector has considerable potential and offers remarkable opportunities given favorable climatic and ecological conditions and an expanding urban market of over 100 million inhabitants in DRC and neighboring countries. Furthermore, the renewed interest of the GDRC and its partners in the agricultural and rural sectors presents an opportunity for agricultural development.

Strategic partners include the National Agency for the Promotion of Investments, importers, processors of agricultural products, the Conseil Agricole Rural de Gestion (CARG) within the Provincial Ministries of Agriculture and Rural Development, the National Agricultural Study and Research Institute, technical service providers, farm colleges, CBOs (youth, credit, and producer organizations), cooperatives, unions, and associations. Donors include the World Bank, the African Development Bank, and the African Growth and Opportunity Act.

Since the GDRC regulates agriculture in a decentralized setting, with primary responsibility devolved to local authorities, USAID will strengthen the capacity of local organizations, such as agricultural development CSOs, the CARGs, and local governments' development committees, to align their local agricultural development plans with the National Agricultural Investment Plan. USAID will also help CSOs and ETDs to communicate with the provincial assemblies and improve their ability to vote for provincial agricultural legislations.

IR 3.4:	Natural resource management improved
Sub-IR 3.4.1:	Transparent minerals trade increased
Sub-IR: 3.4.2:	Compliance with international extractive industry governance requirements improved
Sub-IR: 3.4.3:	Sustainable management of forests and wildlife increased
Sub-IR: 3.4.4:	Water and energy resources management improved

Finally, IR 3.4 addresses the Congolese manifestation of the paradox of plenty: Congo has abundant natural resources yet poor development outcomes. The DRC’s endowment of mineral resources—including copper, gold, tin, tungsten, and cobalt located largely in eastern Congo and estimated to be worth over \$24 trillion—could drive the economic development of the entire country. A well-regulated minerals sector and both industrial and small-scale, artisanal mines will build on the tax and business reforms described in the previous IRs. USAID will continue to support responsible minerals trade and promote compliance by leveraging increased end-user demand for conflict-free minerals. USAID will also help the GDRC comply with standards and industry best practices promulgated by the EITI, the Natural Resource Governance Institute, and other organizations promoting transparency in the industry. USAID will support increased disclosure of contracts, profit-earning mine owners, audited financial statements, and declarations of taxes and royalties paid to government agencies. These disclosures will help to mitigate corruption and alleviate the erosion of the tax base.

Since the majority of rural communities rely on forests for their livelihoods, improving natural resource management is critical for DRC’s long-term ability to achieve self-reliance. Threats to biodiversity,⁴⁰ such as bushmeat hunting, poaching, wildlife trafficking, harvesting timber for fuel, logging, and expanding smallholder agriculture, increasingly contribute to deforestation and defaunation. To minimize biodiversity and habitat loss and increase economic opportunities for local communities, USAID will support efforts to strengthen sustainable natural resource management and create an improved business environment that incentivizes conservation-friendly practices.⁴¹ Applying a gender lens to consider ways to empower women in regard to natural resource management will be critical. USAID will leverage CARPE’s investments by co-locating activities and partnering with PA authorities, which serve as anchor institutions for surrounding communities.

While nine of ten DRC citizens are without electricity, Congo’s abundant renewable natural resources, particularly water and sunlight, could meet the country’s unmet demand for electricity and support economic development. USAID will improve the business and regulatory environment, access to finance, and vocational training to bolster emerging grid and off-grid companies in the energy sector. USAID will also support the GDRC to strengthen the development and application of regulations, sectoral planning, and a competitive energy market. The Mission will also provide technical, legal, and financial assistance to companies and utilities to increase the amount of reliable, affordable energy to citizens and businesses.

⁴⁰ USAID’s 2018 FAA 118/119 Tropical Forestry and Biodiversity Assessment for CARPE and the DRC provides a list/details on key threats to biodiversity and forest.

⁴¹ USAID’s 2018 FAA 118/119 Tropical Forestry and Biodiversity Assessment for CARPE and the DRC highlights additional opportunities and recommendations by linking them to the specific drivers or threats USAID will intend to target.

Assumptions:

- The GDRC will demonstrate a continued and credible commitment to reforms.
- The impacts of COVID-19 and other health emergencies will be manageable.
- PAs and National Parks will maintain or increase security.
- The Central Bank will generally remain favorable to innovation, including for digital financial services.
- Armed conflict will be contained sufficiently at USAID project sites to allow more inclusive, equitable private sector activity to occur and women and youth-led small businesses to develop.

Risks:

- Operating environments may be made more difficult by devastating impacts from COVID and/or other epidemics.
- Macroeconomic instability may undercut the investment climate and lower opportunities for inclusive economic growth.
- Conflict may endanger programming and discourage and deter investments so that the DRC will continue to be perceived as a place that is difficult to do business.
- Climate change may have a significant negative impact on already fragile value chains.
- Economic and political elites may resist reforms that run counter to their financial and political interests.
- Conflict-related GBV may prevent women and youth from engaging in agricultural development and sustainable management of wildlife and forest resources.
- L'Institut Congolais pour la Conservation de la Nature may not sign new PPPs for PA management, thus reducing the effectiveness of PAs as anchor institutions.

MONITORING, EVALUATION, AND LEARNING

To address DRC's complex development challenges, USAID/DRC has developed a highly integrated strategy, which demands a robust and adaptive MEL strategy to ensure programming is achieving results and that the Mission remains alert and responsive to changes in the operating environment, a frequent occurrence in the DRC. This strategy will utilize a wide range of performance monitoring and evaluation (M&E) as well as collaboration, learning, and adapting (CLA) tools and activities to track progress and inform decision-making in a timely fashion.

Mission Learning Priorities

USAID/DRC is undertaking a new strategic approach focusing on 1) partnerships, 2) integration, and 3) adaptation and risk management. Assessing the effectiveness of these approaches for achieving the desired development outcomes and accelerating the DRC's J2SR will be central to the Mission's learning agenda. Thus, Mission M&E efforts will examine whether and how integrated programming contributes to greater development outcomes, particularly in regard to the transition from humanitarian to development programming. A second line of inquiry will concentrate on partnerships and their effectiveness including the extent to which partnering with anchor institutions, the private sector, and sub-national government leads to more resilient populations, better service delivery, and enhanced state presence. Third, through its M&E and CLA investments, USAID/DRC will ensure that its programming and management are effective and results-driven. Under the Performance Management Plan (PMP), USAID/DRC will develop a detailed learning agenda outlining specific questions and sectors to be addressed.

M&E and CLA Approaches

USAID/DRC recognizes that it is inherently difficult to adequately measure results when implementing a multi-sectoral strategy in a complex and challenging operating environment. But, having previously implemented an integrated strategy, the Mission will draw upon this knowledge to overcome these challenges. Overcoming these difficulties will necessitate a very intentional and deliberate approach to M&E and CLA, with a real dedication to being a learning-focused organization. The Mission will monitor sectoral and multi-sectoral indicators to track progress and outcomes related to achieving IRs and the DOs. Equally important will be developing methods for tracking and assessing the quality and effectiveness of multi-sectoral collaboration. In addition, USAID/DRC will utilize contextual indicators, enhancing understanding of the operating environment and significant factors which may promote or inhibit programmatic success. To assess improvements in the DRC's commitment to and capacity for self-reliance and in the resilience of populations, the Mission will develop proxy measures. These will focus on fundamental self-reliance building blocks, such as improved local governance, strengthened institutions, and improved business enabling environment. Further, the Mission will develop indicators to assess the capacity and commitment of its partners, which will be key for appraising the effectiveness of the anchor institution model.

The M&E systems will be specifically geared to the highly integrated nature of the three DOs and the corresponding need to simultaneously measure multiple development outcomes and accurately assess their collective impacts. Through its evaluations, the Mission will determine the extent to which an intervention is effective with a measurable, sustainable impact, gaining actionable knowledge that can be used to make timely decisions.

USAID/DRC's learning will be informed by geographic information systems and a wide variety of assessments and analyses using multiple data sources. Given the volatility of the DRC's development context, the Mission anticipates that this will need to be an iterative process with analyses regularly being updated or superseded by newer analyses. The Mission will also draw on data generated by other stakeholders, such as the GDRC, other bilateral donors, and multilateral institutions (i.e., the United Nations, the World Bank, and the International Monetary Fund) as necessary and appropriate. Approaching M&E and CLA in a collaborative fashion, the Mission will work with partners, including implementers, government counterparts, donors, anchor institutions, CSOs, and others, to gather and analyze data and disseminate findings to improve development outcomes. To spark stakeholder engagement and ensure inclusiveness, the Mission will utilize participatory methods, including listening tours and stakeholder consultations, particularly with beneficiaries. To further build local capacity and ownership, the Mission will increasingly involve local organizations in third party monitoring, performance monitoring, and other tasks. In this and other aspects, the Mission will strive to integrate a gender-sensitive lens in M&E activities.

Ultimately, the purpose of these M&E and learning activities is to provide timely, relevant, actionable data that can inform programmatic and operational decision-making and improve development outcomes. The Mission will build pause and reflect opportunities across the program cycle, including portfolio reviews, midcourse stocktaking, learning sessions, and partner meetings. Given the integrated nature of the strategy, it will be especially important to ensure that these activities are multi-sectoral in nature. The Mission will also seek to ensure that learning and adaptive management are integrated into regular USAID operations. In an environment marked by frequent crisis, it is important that the Mission is flexible, agile, and able to act on data and make course corrections quickly.

Resources for M&E and CLA

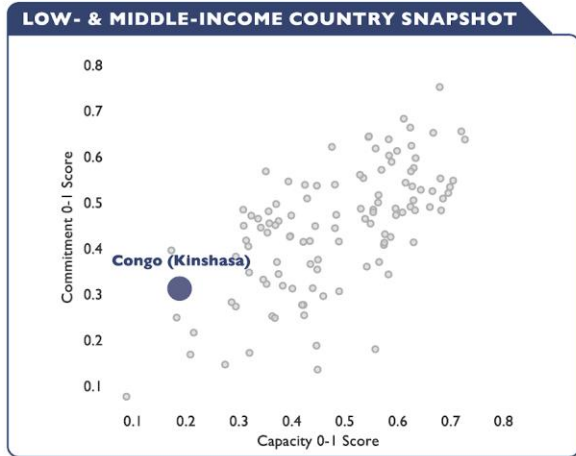
The Mission will use its current MEL contract and its planned successor award as the principal platform for advancing this effort. The Mission will also continue to increase its participation in and contributions to donor coordination platforms and use its convening authority to support coordinated approaches among major stakeholders, including the GDRC, to MEL on a national level. The Mission will coordinate with agency colleagues to leverage resources for major assessments and midcourse stocktaking. These resources may include additional funding and Washington support. To maximize learning, the Mission will ensure that all awards include adequate financial resources, directives, and conditions to ensure the timely, cost-effective collection of quality performance data that constitutes the linchpin of the learning agenda. Mission policies regarding field visits and reporting will be revisited to assess how well they contribute to learning and adaptation regarding both program management and operations. Joint, cross-office field visits will be encouraged to maintain the ethos of integrated DA and realize modest efficiencies in program oversight.

ANNEX

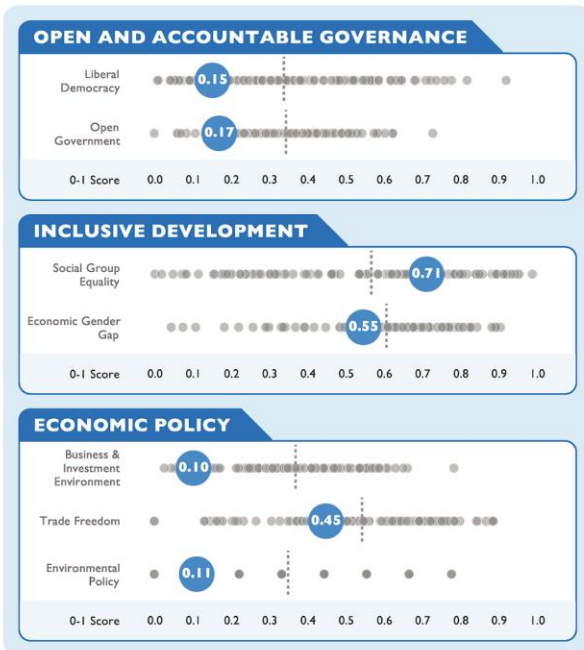
Annex A: Journey to Self-Reliance Country Roadmap



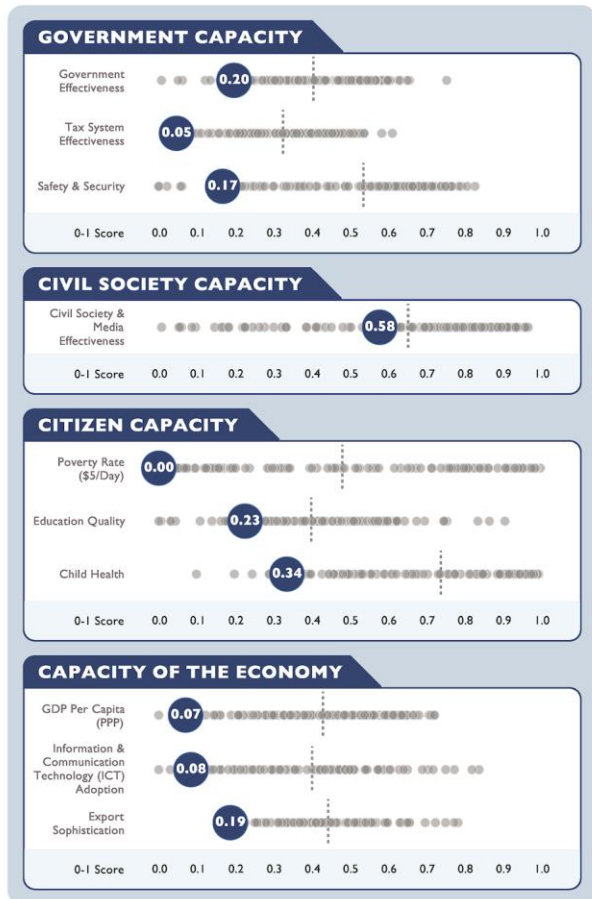
CONGO (KINSHASA) JOURNEY TO SELF-RELIANCE: FY 2021 COUNTRY ROADMAP



COMMITMENT



CAPACITY



CONGO (KINSHASA)

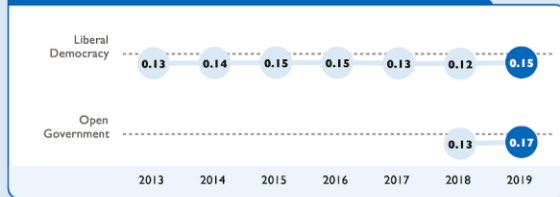
JOURNEY TO SELF-RELIANCE:
FY 2021 COUNTRY TRENDS

LEGEND

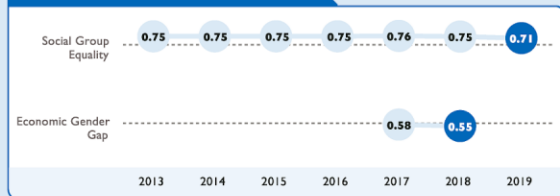


COMMITMENT

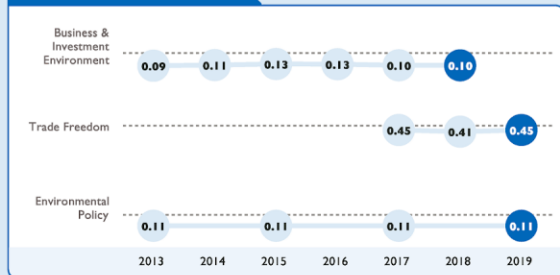
OPEN AND ACCOUNTABLE GOVERNANCE



INCLUSIVE DEVELOPMENT



ECONOMIC POLICY

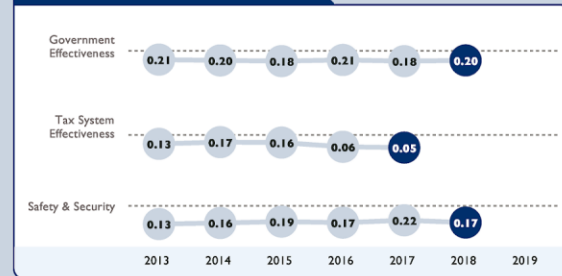


METHODOLOGICAL NOTES

FY 2021 Country Roadmap results (darker shaded points) and prior year results (lighter shaded points) are normalized in the same manner to ensure comparability. In some instances, USAID has taken several additional measures to maximize comparability of results across time, including adjusting source reporting year to actual year of measurement and removing historical data that are no longer comparable due to methodological revisions. For more detail, please see the [USAID J2SR Country Roadmap Methodology Guide](#)

CAPACITY

GOVERNMENT CAPACITY



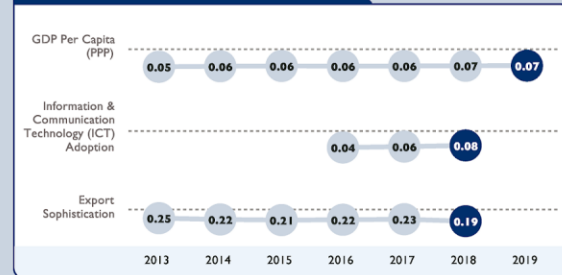
CIVIL SOCIETY CAPACITY



CITIZEN CAPACITY



CAPACITY OF THE ECONOMY



Annex H: Geographic Focus Map

