



**Executive Board of  
the United Nations  
Development Programme  
and of the United Nations  
Population Fund**

Distr.  
GENERAL

DP/CCF/CHD/1  
7 July 1997  
ENGLISH  
ORIGINAL: FRENCH

Third regular session 1997  
15-19 September 1997, New York  
Item 6 of the provisional agenda  
UNDP

UNDP: COUNTRY COOPERATION FRAMEWORKS AND RELATED MATTERS

FIRST COUNTRY COOPERATION FRAMEWORK FOR CHAD (1997-2000)

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## INTRODUCTION

1. The cooperation framework for Chad covers the period 1997-2000, which coincides with the period covered by the country's Overall Policy Plan and the programme cycles of the United Nations bodies belonging to the Policy Group.
2. The cooperation framework, which is the product of valuable exchanges between the Government and UNDP, is intended to define the modalities of UNDP cooperation for the period covered. It is to a great extent the result of the thought given to the preparation of the Country Strategy Note and is based on extensive national documentation, including the preparatory documents for the forthcoming round table, the planning document entitled "Overall Policy Plan for Chad to the Year 2000", the results of the survey of informal sector consumption in Chad and sectoral evaluations utilizing human development indicators, as well as mid-term reviews and the final evaluation of the fifth country programme.
3. It is also based on the recommendations of recent international conferences, including the United Nations Conference on Environment and Development, the World Conference on Women at Beijing, the World Summit for Social Development and the International Conference on Food and Nutrition.
4. This cooperation framework, prepared by the Government, reflects the consensus already achieved by it and the UNDP office in Chad, as embodied in the Advisory Note.

### I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

5. Chad is a Sahelian country in the heart of the African continent with an area of 1,284,000 km<sup>2</sup>.
6. Its human development indicator for 1996 puts it in 163rd place out of 174, with a per capita gross domestic product (GDP) estimated at \$190 and more than 45 per cent of the population living below the poverty line. This state of general poverty is apparent at every level:
  - (a) The country's 6,193,261 inhabitants are unequally distributed over the national territory; life expectancy at birth is 50.3 years, and the gross birth and death rates (41 and 16 per thousand respectively) are relatively high.
  - (b) With respect to health care, conditions are in general highly unsatisfactory in both the cities and the countryside. The number of hospital beds (61 per 100,000 inhabitants) and doctors (1 per 30,000 inhabitants) is clearly inadequate. Access to drinking water remains a privilege. Housing is in general constructed of non-durable traditional materials.
  - (c) Education and training: the net school enrolment rate is 46.6 per cent. It is 61.6 per cent for boys and only 30 per cent for girls. The adult literacy rate is 18.8 per cent.

(d) Employment: 80 per cent of the active population is employed in agriculture, above all in the informal sector, as the modern sector offers limited employment possibilities. The informal sector represents the only remaining option for income generation. 68.8 per cent of the informal jobs are of the family type.

(e) Environment: Environmental degradation and the loss of biodiversity are other problems confronting the country. To this are added not only a regular and inexorable advance of the desert but excessive deforestation around the large towns in order to meet domestic energy needs.

(f) Governance: Since 1991 Chad has been engaged in a process of democratization. The transition period began in January 1993 with the holding of the Sovereign National Conference, which led to the adoption of the constitution in March 1996 and the holding of free and transparent presidential elections in 1996 as well as legislative elections in 1997. Municipal elections are to be held at the beginning of 1998.

7. Since 1994 the Government of Chad has also embarked on a set of adjustment policies and structural reforms with the support of the Bretton Woods institutions. More specifically, the Government in its overall policy plan for 1991-2000 set as its major goals the following: (a) to promote the welfare of the population; (b) to increase production by making structural changes to promote economic growth, and; (c) to restore macro-economic balances so as to ensure healthy growth.

## II. RESULTS AND LESSONS OF PAST COOPERATION

8. The final review of the fifth programme made it possible to identify the positive results achieved within the framework of Chad/UNDP cooperation. That cooperation was carried out in accordance with the round-table programme, under which six sectoral monitoring consultations have taken place to date, including one on education, training and employment and one on health and social affairs. These have led to financing arrangements highly satisfactory to all the parties. Other important achievements of the fifth programme have been completion of the census, promotion of the associative and cooperative movement, the finding and mobilization of investors in the mining sector and the mobilization of resources in support of the democratization process.

9. A number of difficulties were encountered in carrying out the programme, particularly at the level of project execution, where a series of problems were generally identified: a lack of the resources needed to fulfil counterpart obligations; inadequate monitoring by the services responsible for execution; under-utilization of the skills of experts, who were often asked to carry out administrative tasks instead; and the instability of counterpart staff at all levels, which led to a slowing of activities and, consequently, an often low rate of project completion.

### III. PROPOSED STRATEGY AND THEMATIC AREAS

10. In the light of these lessons, the strategic elements of UNDP assistance will be oriented towards the following goals:

(a) to serve as a catalyst in resource mobilization and coordination of the actions of all the partners;

(b) to promote a common understanding of the concept of sustainable human development and strategies which will make it operational, particularly with respect to poverty reduction;

(c) to strengthen national capacities in formulating, carrying out and monitoring policies, strategies and programmes, by promoting the creation of a critical mass of national staff and the development of management tools, especially in the economic area;

(d) to help strengthen the role of civil society, including cooperative associations, in the development process.

#### A. Use of UNDP core funds

11. Within the framework of its revised overall policy plan, Chad has identified a number of strategic goals for the achievement of which a considerable contribution will be expected from the various United Nations bodies, especially UNDP.

12. These strategic goals cover fully the fields of concentration suggested by UNDP and the Government of Chad during the mid-term review of the fifth programme. Within the framework of achieving sustainable human development, Chad is to be supported in the three following areas:

(a) Economic governance and the strengthening of institutions;

(b) Poverty reduction;

(c) Natural resource management and food security.

13. It is envisaged that 20 per cent of resources will be allocated to the first area, 50 per cent to the second and 20 per cent to the third. The remaining 10 per cent will be reserved for additional activities contributing to poverty reduction and the improvement of living conditions, particularly for women and vulnerable groups.

#### 1. Field of concentration I: Economic governance and the strengthening of institutions

14. The Government wishes UNDP to contribute by means of the following two programmes: (a) development management and capacity strengthening; and (b) support of the democratic process.

### Development management and capacity strengthening programme

15. In recent years Chad has received assistance in capacity strengthening from a number of donors, including the World Bank, the African Development Bank (AfDB), France, the European Union and Germany. During previous programme cycles UNDP has concentrated its efforts on aid coordination (round tables, sectoral meetings, NATCAP) and improvement of the planning tool. In view of its priorities and the achievements of previous cooperation, the Government requests UNDP support for (a) establishing a network of socio-economic data bases; (b) strengthening planning, budgeting and resource monitoring capacities and processes; (c) preparation and follow-up of the round table of donors; (d) preparation of an outline plan of national development; (e) support for the completion of the Commercial Code and implementing legislation; (f) the preparation of preliminary studies for the establishment of a single credit "window", a guarantee fund and arrangements for credit facilities for the informal sector and small- and medium-scale enterprises and industries.

16. The results and impact expected from this programme are: (a) the strengthening and improvement of the system of producing socio-economic data; (b) mastery of the analysis and programming aspects of technical cooperation; (c) the creation of national capacities for investment strategy formulation, monitoring and planning; (d) the organization of the round table and increased commitment by the partners to Chad's development; (e) the creation of a development management programme ensuring the consistency and synergy of the activities and the availability of the internal and external resources needed to implement them; (f) training of the officials responsible for management of the economy; (g) encouragement of the private sector, since small- and medium-sized enterprises and industries (SME/SMIs) will benefit from more flexible financing procedures.

### Support of the democratic process

17. Chad has experienced a long period of political and military disorder which ended only recently. In order to consolidate stability and the new democratic order, the Government asks UNDP to provide support for (a) its programme of demobilization and the reintegration of soldiers into socio-economic life; (b) the formulation of a national governance plan.

### Demobilization and the reintegration of soldiers

18. As a complement to the activities supported by France and the World Bank, the Government asks UNDP to support the activities of organizing demobilized soldiers into groupings and cooperatives, training and recycling, and providing social services and assistance to reintegration through the extension of micro-credits.

19. The impact sought is: (a) the integration of the soldiers into economic life and the improvement of their living conditions and those of their families; (b) the reduction of public expenditures on the army; (c) a reallocation of resources towards priority sectors for poverty reduction (education, health, rural development, infrastructures); (d) the establishment of security and political stability and the consolidation of peace.

20. National governance plan: UNDP action should make it possible to identify needs with respect to strengthening the legislative, executive and judicial bodies and the organizations of civil society.

21. Taking into account the need to ensure complementarity with the contributions of other partners (in particular France), UNDP and the rest of the United Nations system could contribute to the following activities: (a) civic information and education about the democratic reforms and the main documents relating to decentralization; (b) the planning and implementation of information programmes for parliamentarians, recycling programmes for staff of the National Assembly and specialization programmes for judges; (c) technical assistance in the planning and management of development programmes.

2. Field of concentration II: poverty reduction and promotion of employment

22. Taking into account its experience, and the level of resources available, UNDP will continue and intensify its assistance through the following programmes:

Strategic poverty reduction initiative

23. In conjunction with the development management and capacity strengthening programme, the Government has asked UNDP to assist in refining its information-gathering tools and to prepare a poverty reduction programme. This activity, which will be financed through other resources supplementary to regular UNDP resources and carried out in conjunction with the activities supported by the World Bank, is intended to include: (a) carrying out a study of access to basic social services; (b) a review of the level and nature of resources allocated by the Government and its development partners to basic services and their actual accessibility; (c) beginning the establishment of a data base for human development indicators (as a prerequisite to the preparation of national reports on sustainable human development); (d) planning a national strategy and framework programme for poverty reduction.

24. The intended impact will be (a) to achieve better understanding of the dimensions of poverty (in terms of incidence by sex and urban or rural background), and (b) the formulation of a national poverty reduction programme and the implementation of specific activities in favour of the most vulnerable sectors of the population.

Framework education/training/employment (ETE) programme

25. The national strategy with respect to education, training and employment gives priority to the primary education of young people and adult literacy, as well as to vocational training linked to employment.

26. UNDP support during this cooperation programme will complement that of the other partners already involved in the programme, including the World Bank, France, the AfDB and the European Union. It will be a part of its programme of assistance for the implementation of the ETE strategy approved in May 1994 for a

four-year period, and will consist of: (a) institutional support (expertise and equipment) of the structures involved in the ETE strategy; (b) the expansion of vocational training; (c) support of elementary education through the establishment of a unified school list and the production of non-print teaching materials; (d) technical expertise for the school construction financed by the World Bank and the AfDB.

27. The impact expected will be: (a) the quantitative and qualitative improvement of basic education and an increase in the total rate of school enrolment and that of girls in particular; (b) improvement of the capacities of vocational training structures; (c) the adoption of an employment policy; (d) more reliable educational statistics and better allocation of expenditures for education.

28. More generally, this assistance should contribute to attaining the national goals set for the year 2001 of raising the total school enrolment to 60 per cent (as against 46.6 per cent in 1995) and the school enrolment rate for girls to 50 per cent (as against 30 per cent in 1995).

#### Framework programme for the promotion of cooperative groups and associations

29. The approach chosen by the Government to implement its poverty reduction programme is through participation and self-help. To that end, it intends to encourage the consolidation of existing economic groupings and the formation of new ones.

30. The Government requests UNDP to continue its support of the associative and cooperative movement, in particular its support of the national programme for the promotion of cooperative groups and associations. That programme has four components: (a) strengthening the structures involved in the management and staffing of cooperatives (ministerial departments, local NGOs, etc.); (b) developing savings and credit cooperatives; (c) support of handicrafts associations in the iron-working and welding sectors, and; (d) reorganization of the women's weaving cooperative (CETIMAF). This programme should have the support of other partners, in particular Cooperation française and Canada, which have already shown their interest in it. More specifically, UNDP support will be directed to the following goals: (a) reorganization of the National Committee of Support for the Associative and Cooperative Movement and the strengthening of its capacity to serve the cooperatives; (b) the creation of conditions favouring CETIMAF's independence; (c) increasing the income-generating activities promoted by the women's groups; (d) the establishment of a training centre for accounting services; (e) strengthening the management of existing savings and credit banks and establishing a federation of them.

31. In the health field, UNDP assistance will be concentrated initially on two activities now in progress: (a) support of the anti-AIDS campaign; and (b) support in the implementation of the national health strategy. UNDP assistance will contribute, within the framework of the UNAIDS programme, to: (a) strengthening detection and epidemiological surveillance capacities; (b) carrying out information, education and communication (IEC) activities; and (c) ensuring the training of paramedical staff. UNDP will also continue its support of the national health strategy by completion of the framework programme

for primary health care. The impact of the UNDP contribution will be to: (a) strengthen national capacities, particularly those of paramedical staff, to prevent sexually transmitted diseases (STD) and AIDS; (b) improve the services provided in the health districts, for which it will furnish technical assistance; and (c) carry out IEC activities. The degree of this impact will be measurable within the broader context of implementation of the health strategy and the UNAIDS programme in terms of the reduction of maternal and child mortality rates and the decrease in the incidence of STDs and AIDS.

32. Resources will be reserved for the planning and implementation of other subprogrammes contributing to poverty reduction, in particular with respect to health and basic education and the socio-economic advancement of women. As part of the follow-up to the Beijing Conference, UNDP is asked to support the updating of the multisectoral plan for the integration of women into development, the mobilization of resources for that plan, and its implementation. It would be desirable for these subprogrammes to be formulated in cooperation with other United Nations bodies, including UNICEF, the World Health Organization (WHO), the United Nations Population Fund (UNFPA) and the United Nations Educational, Scientific and Cultural Organization (UNESCO).

33. The Government also asks UNDP to assist it in formulating a national housing strategy as a catalytic contribution towards its goal of providing "safe and healthy" housing. Many activities in this area suffer from the absence of a coherent framework for action and an appropriate legal and regulatory framework. The formulation of such a strategy will provide an instrument for coordinating and thus enhancing the value of the investments now being made and thereby creating the conditions for an effective contribution by the new actors in urban management (local governments, NGOs and neighbourhood committees).

### 3. Field of concentration III: Management of natural resources and food security

34. On the basis of the agreement achieved in the sectoral consultations on the theme of "Environment, desertification and water resources" and in the spirit of the Convention to Combat Desertification, priority is being given to:

(a) improving the knowledge of and monitoring of natural resources;  
(b) decentralizing the responsibility for natural resource management to producers and integration of the environmental dimension into all development plans. A number of Chad's partners, including the World Bank, the International Fund for Agricultural Development (IFAD), the European Union, the African Development Bank (AfBD), the Inter-American Development Bank (IDB) and France, in addition to the UNDP Office to Combat Desertification and Drought (UNSO) and the United Nations Capital Development Fund (UNCDF) have been providing support for several years. This support has made possible the planning of programmes of action which have not yet been made operational. The Government of Chad requests UNDP to focus its contribution, in accordance with its mandate, on coordination and the mobilization of the necessary resources.



35. UNDP assistance would then be organized around the following activities:

(a) strengthening the Government's capacity to respond to the emergency needs of the population and to plan for food security. In order to do this, UNDP will give support to the Action Committee on Food Security and Disaster Management (technical advice, training, development of data bases) and the implementation of the national seed plan. In this respect, UNDP will supplement the contributions of the other partners by providing technical assistance for the establishment of a network for the production, propagation and marketing of improved seed varieties, and by improving access by farmers to cereal banks through the encouragement of cooperative groups. This activity is closely linked to those of the programme of support for cooperatives.

(b) the preparation of guidelines for the exploitation of water resources, focusing in particular on village and pasturage water supply.

(c) support of the preparation and implementation of the national plan of action to combat desertification, pursuant to the Convention to Combat Desertification and Drought, as well as information and awareness raising activities. It will support Chad's efforts to gain access to the resources of the Global Environment Facility (GEF) in the areas of biodiversity, climatic change and management of transboundary waters, and of Capacity 21 for the strengthening of environmental management capacities.

36. Impact expected: It is expected that the UNDP contribution will have an impact on: (a) the efficiency of emergency food aid distribution; (b) improving the management of information on food security; (c) increasing knowledge of water resources and planning for their utilization; (d) cooperation between the various actors (public services, the private sector, producers, cooperation agencies) in the planning and implementation of programmes. Indicators to measure this impact will be designed during the preparation of the supporting documents.

#### B. Use of other UNDP resources

37. Other UNDP resources (UNCDF, GEF, Capacity 21) will be drawn on to support the programmes financed from core resources. They will be used chiefly to promote credit and local development funds, strengthen national capacities for environmental management and support the process of cooperation and coordination.

### IV. MANAGEMENT ARRANGEMENTS

#### A. Resource mobilization

38. The local UNDP office at N'Djamena will seek to optimize the potential for resource mobilization for the next country cooperation framework by involving Chad's development partners, which have already participated in the preparation of the Advisory Note, in the planning and formulation of programmes. The next round table for Chad, which should be held in the last quarter of 1997, will provide an auspicious framework for dialogue on the programmes and consequently

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for resource mobilization. The country office will also seek to strengthen synergies with the funds and programmes managed by UNDP and to develop programmes for obtaining supplementary resources (UNCDF, UNIFEM, GEF, UNSO, Capacity 21, TCDC).

#### B. Execution and implementation

39. The programme approach. The programme approach will be encouraged, in the context of sectoral action coordinated with Chad's other development partners. In an initial period, stress will be laid on training and the familiarization of national actors and office staff with this approach.

40. National execution. The modalities of execution will be discussed with the Government, in the light of the difficulties encountered in that respect during the execution of the fifth programme cycle. Immediate consideration might well be given to the establishment within the ministry responsible for coordinating UNDP assistance of a department responsible for execution which would be given the necessary training and means.

41. In the light of the demonstrated effectiveness of the NGO and UNV services during the execution of previous programmes, particularly in the AIDS and community initiatives programmes, use of their services will be increased. Special attention will also be given to the use of leaders from the national development services and nationals of the United Nations Volunteers programme. All the possibilities for the promotion of technical cooperation among developing countries (TCDC) in some of the programmes supported by UNDP will also be examined.

#### C. Monitoring and review

42. This programme will be subject to periodic review, including annual systematic reviews by UNDP and the government agencies concerned in order to ensure that the goals established continue to be in harmony with the country's development priorities. An in-depth mid-term review will be carried out in 1998 in which all the public services, NGOs and other partners will participate, and will be followed by a mid-term review meeting.

Annex

RESOURCE MOBILIZATION TARGET TABLE FOR CHAD  
(1997-2000)

(In thousands of United States dollars)

Source	Amount	Comments
<b>UNDP CORE FUNDS</b>		
Estimated IPF carry-over	(3 610)	
TRAC 1.1.1	16 244	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
Other resources	2 000	TCDC
SPPD/STS	955	
Subtotal	15 589 a/	
<b>NON-CORE FUNDS</b>		
Government cost-sharing	800	
Sustainable development funds		
GEF	4 000	
Capacity 21	500	
Third-party cost-sharing	12 000	
Funds, trust funds and other:		
UNCDF	7 000	
UNIFEM	1 000	
UNSO	3 000	
UN-NADAF	1 500	
UNV	200	
Subtotal	30 000	
<b>GRAND TOTAL</b>	<b>45 589 a/</b>	

a/ Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: GEF = Global Environment Facility; IPF = indicative planning figure; SPPD = support for policy and programme development; STS = support for technical services; TCDC = technical cooperation among developing countries; TRAC = target for resource assignment from the core; UNCDF = United Nations Capital Development Fund; UNIFEM = United Nations Development Fund for Women; UN-NADAF = United Nations - New Agenda for the Development of Africa; UNSO = Office to Combat Desertification and Drought; UNV = United Nations Volunteers programme.





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UNDP: COUNTRY COOPERATION FRAMEWORKS AND RELATED MATTERS

FIRST COUNTRY COOPERATION FRAMEWORK FOR THE  
REPUBLIC OF THE CONGO (1997-2000)

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## INTRODUCTION

1. The current country cooperation framework (CCF) for the Congo is the result of a process of consultations between the Government and UNDP, on the one hand, and between the donors, cooperation agencies, Congolese civil society and UNDP, on the other, in which the UNDP advisory note served as the basic document. These consultations were enriched not only by the conclusions of the round table of Congo's development partners which was held from 5 to 7 November 1996 in Geneva and by the consultations on the organization and convening in April and May 1997 of sectoral meetings on agriculture, small- and medium-scale enterprises and industries, transport, health and education, but also by the agreements concluded in 1996 with the World Bank, the Enhanced Structural Adjustment Facility (ESAF) of the International Monetary Fund and the Paris Club, to which must be added the preliminary conclusions of the dialogue with the Government which was set in motion in 1997 with a view to the approval of a national long-term perspective studies and programmes project (Congo 2025) and the preparation of a national report on sustainable human development.

### I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

2. An oil producer and ranked until 1995 among middle-income countries, the Congo, notwithstanding its indisputable assets, has been rocked by an acute crisis since 1985. The collapse of oil prices in 1986 marked the start of a long period of economic adjustment, which was translated into a gradual transition to a market economy. From 1991 onwards, this process was accompanied by a political transition to a pluralistic democratic system. Elections were organized from May to August 1992. The early parliamentary elections of 1993, however, gave rise to challenges and led to severe socio-political unrest and an armed conflict which continued until January 1994. With the settlement of the political crisis, it became possible, thanks to a national consensus, to initiate in early 1994 some substantive reforms with a view to remedying financial imbalances and structural problems and sowing the ground for an economic revival to promote sustainable human development, which in the Congo means combating poverty and building management capacity.

#### A. The state of poverty

3. Poverty is very widespread, with particular consequences for the prospects for survival. This explains why the infant mortality rate is 84 per 1,000 live births and why life expectancy at birth is 51 years, statistics which are more or less similar to the relatively low average for sub-Saharan Africa. It appears from the various reports provided by hospitals that the maternal mortality rate is relatively high (between 650 and 900 deaths per 100,000 live births). Only 42 per cent of the people have access to clean water in the urban areas and this figure drops to 7 per cent in the rural areas. The Government intends to draw up a well-articulated programme to combat poverty that will provide the framework within which all the Congo's development partners can fit their own anti-poverty programmes. The structures that will help to establish

the programme are being discussed with UNDP, which will backstop the coordination efforts of the authorities at that level.

#### B. The employment situation

4. The key factors that are responsible for the state of poverty include: the lack of jobs and income for sizable fractions of the population; the low level of remuneration for existing jobs; the insufficiency of "indirect income"; lack of education and of access to credit; inequality of opportunity; and inequality before the law. The labour force, which represents 43 per cent of the total population, is divided as follows: 49 per cent in agriculture, 15 per cent in industry and 37 per cent in the tertiary sector (Human Development Report 1996). Six categories of people who are jobless and without adequate income were identified in 1994 by the national integration and reintegration plan: unemployed women who have completed one cycle of school; unemployed school drop-outs; those who were formerly employed by the private sector and by liquidated enterprises; officials who have been made redundant; overnumerous officials in privatizable enterprises in the public sector; and civil service officials who are at risk of being made redundant (1995-1997). The number of jobless is estimated at approximately 400,000 in urban areas, which represents one quarter of the labour force. In addition, there are the socially excluded, namely the physically disabled and the street children, who have been reduced to begging.

5. The solution to the problem of employment in the Congo is bound up with the promotion of the private sector and the development of small- and medium-scale enterprises and industries. The private sector is still at the embryonic stage and has to contend with socio-cultural constraints which are the legacy of a period of thirty years of managed economy. If present trends are to be reversed, it is essential not only for the State to continue its withdrawal from the public sector through the ongoing privatization of public and quasi-public enterprises, but also for it to provide small- and medium-scale enterprises and industries with access to credit, technical and management advice, suitable transport and communication infrastructures and a legal, regulatory, administrative and institutional environment which does not block every private initiative but on the contrary is receptive and supportive.

#### C. The status of women

6. While women remain excluded from the social and political structures and can only work in the informal sector, they represent 68 per cent of the labour force in rural areas, account for approximately 60 per cent of the agricultural production and perform a significant part of the traditional processing of products. Although they make a major contribution to the economy of the Congo - and in so doing face numerous constraints which limit their productive capacity - Congolese women still are without access to credit. The constraints in question derive from their traditional functions: raising children, performing domestic chores and producing for consumption at home and to generate income. This triple responsibility makes it difficult for women to manage their time and imposes a heavier burden of work. Their difficulties are compounded by problems of health security (a relatively high rate of maternal mortality: 900

deaths per 100,000 live births), of access to basic education and of socio-legal status.

7. The Government's commitment to a policy aimed at ensuring gender equity and gender equality is reflected in particular in its establishment of a ministerial office for the express purpose of mainstreaming women in development. The mandate of the office is to guide and implement the policy for the mainstreaming of Congolese women in the national development process with the following goals in view: alleviating poverty, which represents a heavy burden for women, removing inequalities of access to training and education, terminating gender inequalities with respect to power-sharing, ending violence against women, establishing machinery to promote the advancement of women, ensuring respect for the fundamental rights of women, and mainstreaming a gender perspective in development programmes and plans. As is fully apparent, the concerns of the Government are the same as those of UNDP and include the advancement of women. One of the main goals is to continue and strengthen the cooperation instituted in this sector.

#### D. The state of the environment

8. The problems which the Congo is experiencing in the area of the environment could grow rapidly worse over the next few years as the forestry and oil sectors evolve. The forestry reserves and biological diversity of the Congo are at risk because of the logging methods used by forestry concessionnaires in the past. Forestry operations expose wildlife refuges and make the wildlife easy prey for poachers. Poaching and the plundering of forests put the natural environment of the indigenous population at risk. The marine and coastal environments are threatened by oil rigs. The urban environment is subjected to the problems posed by erosion, insanitary sewage disposal facilities and the absence of sewage treatment plants. The Congo River, which links together the various subregional parts of a unique ecological system, also deserves special attention.

9. Aware of the risks and stakes involved, in 1994 the Congolese authorities, with the assistance of FAO, adopted a national plan of action for the environment, supplemented by a forestry code and a wildlife code, the purpose of which is to strengthen the legislative and regulatory framework of forestry policy, impose penal sanctions for poaching, enforce the oil code in order to protect the environment, adopt a programme for the collection of urban waste by youth associations, and combat environmental pollution. Assistance in support of this policy is being provided by UNDP and the World Bank (Global Environmental Facility-Congo) and by the European Union.

#### E. Governance and decentralization

10. In March 1992 the Congo adopted by referendum a new constitution which introduced a multi-party system and provided for the separation of powers: executive, legislative and judicial. Other institutions were envisaged (Economic and Social Council, Information and Communication Board, Supreme Court, Supreme Council of Justice and Constitutional Council), the last two of which have still to be established. The new democratic regime, which



encountered difficulties at the outset (Government censure and dissolution of the National Assembly in October 1992, socio-political disturbances exacerbated by ethnic rivalry in 1993 and 1994), managed to restore social stability. This outcome was achieved by dint of the efforts of the political class to institute a dialogue and ensure the conclusion of agreements between the principal leaders, in particular in the context of the peace culture forum organized in December 1994 with the active participation of UNESCO. The efforts in question led to the signature of a peace covenant in December 1995. The consensus Government inaugurated on 2 September 1996 with more than 43 ministers is part of the outcome.

11. The Government has set in motion throughout the Congo a decentralization of the powers which thus far have been wielded by the State. Such decentralization is an essential tool for bringing the Administration and the administered into closer harmony and involving the citizenry, through elected local assemblies (at the level of regions, communes and districts), in the management of public affairs and of human and financial resources. Councils have been elected in all the local communities. However, the process is still in its infancy and is therefore fragile. It is imperative that donors and cooperation agencies provide assistance in support of decentralization, for this process is the guarantee of the rule of law and the pursuit of democracy in the Congo.

## II. RESULTS AND LESSONS OF PAST COOPERATION

12. The mid-term review of the third programme for the Congo (1987-1991), which was conducted in April 1990, revealed that programme execution, although in keeping with the priorities laid down by the Government, took place in a context of widespread crisis both at the institutional level and in economic and social terms, thereby jeopardizing the financial commitments which the State had assumed and holding up the results. This is the reason for the successive extensions of the third programme during 1992 and 1993. From 1993 to 1996, UNDP assistance was provided on an ad hoc annual basis.

13. For 1992-1996, the Congo had an indicative planning figure (IPF) of \$6,050,000. Although not part of a coherent cooperation framework, UNDP assistance over the past five years, provided in response to the Government's concerns and totalling 20 projects, concentrated on the following cooperation sectors: capacity-building for economic management; social development and human resources development; redynamization of the productive sector through the promotion of the private sector and of small- and medium-scale enterprises and industries; rural development; and environmental protection.

14. In addition, UNDP assisted other sectors, such as non-governmental organizations and grass-roots community groups, which it supported by financing income-generating and job-creating micro-enterprises, and it provided relief to disaster victims and displaced persons and coordinated donors' support to the 1992 presidential elections and 1993 early parliamentary elections. Lastly, it should be pointed out that in the matter of fund-raising UNDP actively supported the Government's organization in Geneva of a round table of Congo's development partners, which pledged an amount of \$622 million in support of the Government's 1997-1999 programme. This process is scheduled to continue with the organization of sectoral consultations in the Congo in the course of 1997.

15. There was no mid-term or final review of UNDP support and therefore no means of evaluating in qualitative and quantitative terms the assistance provided by UNDP over the past five years. However, the periodic meetings held at regular intervals between the Government (Ministry of Planning) and UNDP, on the one hand, and between bilateral and multilateral cooperation agencies, on the other, have provided a series of opportunities for taking stock of programme delivery. Generally speaking, all the objectives were met to the extent that resources were available.

16. Accordingly, in the area of capacity-building, the national technical cooperation assessment and programmes (NATCAP) exercise was instrumental in establishing an external cooperation data base and providing a reliable information tool for programming external assistance. Thanks to a housing support project, a national housing strategy was adopted. The capacity of the national programme to combat acquired immunodeficiency syndrome (AIDS) was strengthened in one of the regions of the Congo. The entire education sector was evaluated.

17. The delays in achieving objectives, including postponements and standstills in the provision of assistance, were due to a number of constraints: an unfavourable macroeconomic and socio-political environment, weakness of the national counterpart (contributions, mobilization of counterpart personnel), late mobilization of international skills, civil war. In spite of these difficulties, it should be emphasized that the programme launched in response to requests from the Government can provide a number of lessons.

18. The lessons learned from the cooperation between UNDP and the Congo between 1992 and 1996 have both positive and negative aspects. On the positive side, mention must be made of the trust which the Government placed in UNDP as regards strengthening the dialogue with the international community. In spite of the persistence of the economic and financial crisis, the authorities reversed the 1988 decision not to participate any longer in cost-sharing for projects and programmes by disbursing approximately \$480,000 in 1994 and 1995. The Government asked UNDP to help it to organize the 1992 presidential elections and the early parliamentary elections in 1993. In this context, cooperation with the bilateral and multilateral donors and with the specialized agencies of the United Nations system was strengthened, and increased coordination of the various forms of assistance was initiated. UNDP has a duty to consolidate these gains so as to ensure that the Congo accords greater importance to dialogue and consensus both internally and externally. Stability, peace and the consolidation of the democratic process are prerequisites for development, especially in the subregion to which the Congo belongs.

19. On the negative side, the shortcomings derive for the most part from: the absence of coherent programming over a period of five years, which, if present, would have ensured greater efficiency in project delivery; weakness of capacity at the level of the office (economic analysis, administrative and financial management); and inadequate means of communication and information tools. Planning on a case-by-case basis year after year has resulted in the proliferation of small projects of questionable impact and sustainability and hence the fragmentation of the very modest resources. Two lessons emerge: the project approach should be abandoned in favour of the programme approach; and the modest level of programmable resources together with the increasing cost of

international skills point to the advisability of using the national execution modality, which should be selected and harnessed little by little in order to build national capacity and develop the internal process of drawing up and implementing UNDP-financed projects.

### III. PROPOSED STRATEGY AND THEMATIC AREAS

#### A. Proposed strategy

20. Because of the sustainable human development challenges which the Congo must face and in the light of the lessons learned from its past cooperation, UNDP assistance to the Congo between 1997 and 2001 will be based essentially on the strategic guidelines which emerged from the round table of the Congo's development partners in November 1996. This medium-term development strategy takes into account the structural adjustment programme resulting from the aforementioned round table and currently being executed with the Bretton Woods institutions and emphasizes an anti-poverty strategy and national capacity-building. The assistance must be appropriate to the extremely sensitive subregional geopolitical context.

21. Within the framework of this strategy, priority will be given to support for: initiatives aimed at establishing or consolidating peace in the subregion; the development of actions whose objective is to maintain the national consensus, participation, dialogue and the democratic process in general; the redefinition of the role and responsibilities of the State; and gender equality and equality of opportunity. To this end, the methodological approach will incorporate the following: pursuit of more highly concerted action with the specialized agencies of the United Nations system and with the community of donors in order to ensure genuine complementarity and better use of financial resources for development. Emphasis will be placed on dialogue and partnership with civil society and non-governmental organizations, inter alia through recourse to such project execution modalities as the contract for the delivery of services.

#### B. Proposed thematic areas

22. With a view to reflecting the concerns expressed at the round table and making the most of the modest resources available (\$4.5 million), on the one hand, and completing actions initiated in the preceding cycle, on the other, UNDP will fit the bulk of its activities into the framework of two major national programmes, namely a programme to combat poverty in support of the emergency social action programme and a programme to build management capacity in support of the programme to strengthen management of the economy. Both the programmes will reflect the other themes arising out of the UNDP mandate - the advancement of women, management of the environment, the dynamization of the private sector, the promotion of sustainable livelihoods, governance and the consolidation of peace - so that all Congolese citizens will be able to define the kind of country they would like to inhabit in the year 2025.

1. Programme I: poverty reduction

23. Poverty is the principal concern of the Government, which has provided for an appropriation of \$12 million for the implementation of the emergency social action programme. Like the International Fund for Agricultural Development (IFAD), the African Development Bank (ADB), the World Bank, the Food and Agriculture Organization of the United Nations (FAO), the United Nations Children's Fund (UNICEF) and the United Nations Population Fund (UNFPA), whose activities in the Congo, both current and in preparation, emphasize anti-poverty measures, this programme will provide support for action to end the isolation of rural areas, improve health in poor urban areas, increase gender equity, improve living conditions for people with human immunodeficiency virus (HIV), the disabled and abandoned children, and revitalize the economic activity of the Congo through small- and medium-scale enterprises and industries and non-governmental organizations and grass-roots community groups. The programme will also include the collection of data on poverty in the Congo, with a view to strengthening the tools for monitoring and evaluating the programme's impact on the living conditions of the beneficiaries.

2. Programme II: building management capacity

24. The Government intends to create the necessary management capacity for an efficient functioning of the primary development agencies. The goal is a rational and sustainable improvement of management capacity not only through the mobilization of technical contributions (upgrading of skills in specific departments, development of management tools, improvement of the work environment), but also by changing the protagonists' attitudes to work performed on behalf of the State, their duties and obligations as public service officials and the criteria for managing public resources. Beyond the implementation of these activities, the intention is to promote or consolidate reconciliation between the administered and their Administration and therefore to employ means which ensure not only participation, transparency and responsibility but also respect for the State, with each individual deferring to the rule of law and taking charge of his or her own future.

25. An essential complement to the sustainability of the anti-poverty actions, the programme to build management capacity will also have several components: activities linked to the priority action plan which will focus on four essential functions (management of public finances, sectoral and intersectoral strategic management, piloting the economy and horizontal administration of departments); rehabilitative actions (judicial machinery, civil service); governance (decentralization, training, support for presidential and parliamentary elections in 1997 and 1998); actions to assist aid coordination, cooperation management and planning (national long-term perspective studies and programmes, collection of data which are essential to an understanding of the situation to be improved, before the formulation of programmes/projects and a report on development cooperation).

#### IV. MANAGEMENT ARRANGEMENTS

##### A. Execution modalities

26. For the most part, the execution of UNDP-supported projects has consistently received the assistance of the specialized agencies of the United Nations system. While recourse will continue to be made to the services of the specialized agencies, greater emphasis will be put on the use of national execution modalities, especially in relation to contracts for the delivery of services, which permit the capacity of non-governmental organizations, national research departments and national training institutes to be utilized for project management. As this approach is new in the Congo, particular attention will be paid to bookkeeping and the need to follow United Nations procedures in that area. The choice of execution modalities will also reflect the importance of efficiency and speed in the implementation of projects, especially in the case of those that bring almost immediate relief to the beneficiaries, thereby contributing to social stability.

27. The two programmes to be launched partake of the programme approach to the extent that they incorporate cross-cutting issues. Consultation, dialogue and concerted planning with the cooperation agencies and other donors will be maintained and reinforced. A seminar on poverty, in which the participants will include the Government, civil society, the media and the United Nations system as a whole, especially the Joint Consultative Group on Policies, will be organized jointly with the World Bank, whose past work in the area of urban poverty will be of benefit. The actions in support of abandoned children will be evaluated, formulated and implemented in close collaboration with UNICEF.

28. Owing to the modest level of the resources allocated to the Congo, recourse will be had increasingly to the services of national experts, the United Nations Volunteers programme and selective subcontracting.

##### B. Monitoring and evaluation

29. At the level of the programmes, each programme support or project narrative will specify the appropriate monitoring and evaluation procedures; reports on project activities and reports evaluating the results achieved will be prepared every year, a final report will be drawn up at the end of the project and technical reports will be written as needed; monitoring visits and tripartite review meetings will be part of the reporting process. As regards the country cooperation framework, the tools continue to be the annual and biannual reports on project activities and reports evaluating the results achieved, with the reporting exercise under the control of the local programme advisory committee. In addition, in the context of the data collection and analysis activities (poverty, sustainable human development, development cooperation report), means of assessing the impact on the beneficiaries of implemented activities will be worked out, including the development of specific indicators.

##### C. Resource mobilization

30. The round table and sectoral consultation process currently in progress should, subject to a genuine internalization by the national counterpart, permit not only the reinforcement of the national sovereignty exercise, but also the strengthening of aid coordination and coherent and complementary resource mobilization, in keeping with national priorities.

Annex

RESOURCE MOBILIZATION TARGET TABLE FOR THE CONGO (1997-2001)

(In thousands of United States dollars)

Source	Amount	Comments
<b>UNDP CORE FUNDS</b>		
Estimated IPF carry-over	320	
TRAC 1.1.1	4 771	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
SPPD/STS	233	
Subtotal	5 324 <sup>a</sup>	
<b>NON-CORE FUNDS</b>		
Government cost-sharing	771	Disbursed in 1985 and 1995 and not yet utilized.
Sustainable development funds	-	
Third-party cost-sharing	-	
Funds, trust funds and other	-	
Subtotal	771	
<b>GRAND TOTAL</b>	<b>6 095<sup>a</sup></b>	

<sup>a</sup> Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: IPF = indicative planning figure; SPPD = support for policy and programme development; STS = support for technical services; and TRAC = target for resource assignment from the core.

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