



# Integrated Country Strategy

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## Democratic Republic of the Congo

**FOR PUBLIC RELEASE**

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## 1. Chief of Mission Priorities

The Democratic Republic of the Congo (DRC) is the size of the U.S. east of the Mississippi, borders nine other nations, and has suffered over two decades of violence and a war involving numerous other African nations resulting in more than 5 million deaths. According to UN estimates, 150 armed groups operate in DRC, approximately 4.3 million Congolese are internally displaced and millions more are in need of humanitarian assistance. DRC President Joseph Kabila's failure to hold elections and step down when his second and final term in office ended in December 2016 has further exacerbated already high level of violence and instability. While elections will not solve all of DRC's challenges, credible elections in December 2018 resulting in DRC's first peaceful, democratic transfer of power is essential for securing a more peaceful and prosperous future for DRC and the region. Credible elections are also essential for fostering an environment conducive to greater U.S. investment in the DRC's mineral sector and economy, scaling back the world's largest and most expensive UN peacekeeping operations, mitigating the threat of pandemic diseases capable of reaching the United States, reducing DRC's reliance on U.S. and international support, and stabilizing the region.

Our top policy priority, therefore, is pressing President Kabila, the GDRC, DRC's National Independent Electoral Commission, and other local stakeholders to support credible, peaceful elections as scheduled in December 2018. An array of U.S. programs support this priority by building the capacity of the DRC government, political parties, civil society, armed forces, civilian law enforcement, and justice systems to support credible elections and ultimately improve DRC's level of governance.

DRC possesses an estimated \$25 trillion in mineral reserves and is one of the world's largest suppliers of strategic minerals, particularly cobalt and tantalum (a component of coltan). Unfortunately, access to these strategic minerals is threatened by instability, a proliferation of armed groups, rampant government corruption, judicial impunity, and the predatory behavior of the DRC government and military. Armed groups control numerous strategic mineral deposits. Illegal smuggling of gold and other minerals, often with the complicity of DRC officials or the military, is rampant along with illegal traffic in wildlife and timber. Our strategy is also focused on fostering economic transparency, rule of law, and anti-corruption, and creating an environment conducive to U.S. companies and investment. This includes countering the ability of armed groups to control key strategic mineral deposits through conflict-free certification programs of mining sites, most notably in eastern DRC.

U.S. programs also play a critical role in preventing the spread of serious public health threats – to include HIV/AIDS, malaria, drug-resistant tuberculosis, yellow fever, Ebola, and other potential global pandemic diseases – that could endanger populations in the United States. Our focus is on improving access to quality health services by strengthening technical, management, and governance capacity of the DRC's health care managers and service providers in order to stop future outbreaks, like Ebola in 2014, 2017, and 2018 or yellow fever 2016, on the front lines in the DRC. In 2018, U.S. programming and assistance was essential in helping DRC to contain an Ebola outbreak in northwest DRC and prevent the disease from spreading to a nearby large city of more than one million people.

Post's Public Diplomacy (PD) program emphasizes the importance of successful elections while stressing U.S. support for human rights, the rule of law, and transparent governance. PD will support all aspects of Post's priorities using innovative approaches to travel, communications, information sharing, and programming with alumni of U.S. programs. Greater emphasis will be placed on media placement and social media to promote greater understanding of the United States' role in the DRC.

The protection of U.S. citizens in DRC is also a top priority. In providing consular services, the Embassy helps protect the lives and interests of U.S. citizens overseas and strengthen U.S. border security through vigilant adjudication of U.S. passports and visas. As familial and economic ties between the U.S. and the DRC expand, and the Consular Section's American Citizen Services and visa workloads continue to increase, we must ensure that we have the proper resources to deliver efficient and effective consular services to our clients. The Consular Section will work to strengthen the capacity to respond in crisis and emergency situations, particularly by strengthening our warden network and promoting the Smart Traveler Enrollment Program.

On the management front, our efforts will continue to be handicapped by our severely overcrowded, deteriorating, and unsafe facilities, as well as the Mission's physical separation into three separate compounds. Until the DRC government vacates land provided to us in 2014 or build a New Embassy Compound (NEC) and construction can begin, Post will continue working with OBO and DS to ensure that the dilapidated structures we have inhabited for nearly 60 years remain as safe and functional as possible.

## 2. Mission Strategic Framework

**Mission Goal 1:** A more stable, democratic nation through improved governance, greater respect for human rights, and credible local, provincial, and national elections.

**Mission Objective 1.1:** Credible and inclusive national, provincial, and local elections promoted through elections monitoring, voter education, and technical assistance.

**Mission Objective 1.2:** Selected national-level institutions more effectively implementing their mandates. (USAID/DRC CDCS DO1)

**Mission Objective 1.3:** Security sector reform of judiciary, law enforcement, and military institutions implemented by working with the GDRC to support the professionalization of the military and police.

**Mission Objective 1.4:** Respect for human rights strengthened by assisting human rights defenders and supporting monitoring and documentation.

**Mission Goal 2:** Improved quality of life for Congolese through delivery of core services and expanded economic growth.

**Mission Objective 2.1:** Lives improved through coordinated development approaches in select regions. (USAID/DRC CDCS DO2)

**Mission Objective 2.2:** Economic ties to the U.S. increased and economic growth strengthened through an improved regulatory framework and business environment.

**Mission Objective 2.3:** Education and skills increased to further economic growth.

**Mission Objective 2.4:** Management of the forestry sector, including wildlife resources, enhanced to translate biodiversity wealth into broad-based economic gains and mitigate global climate change and biodiversity loss.

**Mission Goal 3:** Foundation for durable peace strengthened.

**Mission Objective 3.1:** Foundation for durable peace strengthened in eastern DRC. (USAID/DRC CDCS TO3)

**Mission Objective 1:** Embassy's facilities and infrastructure maintained while building the NEC by utilizing additional resources and technical assistance.

**Mission Objective 2:** ICASS service platform updated to address the Embassy's additional staff by obtaining an accurate account of the Embassy's staff level.

### 3. Mission Goals and Objectives

**Mission Goal 1** A more stable, democratic nation through improved governance, greater respect for human rights, and credible local, provincial, and national elections.

**Description and Linkages:** 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. To safeguard our national security interest in a stable and prosperous DRC, Embassy Kinshasa's top policy priority is to support elections leading to the first peaceful, democratic transition since the country's independence. While elections will not solve all of DRC's many challenges, they are essential for stabilizing the country, helping it reach its development and economic potential, creating opportunities for American businesses and investment, and scaling down the largest and most expensive UN peacekeeping mission in the world. In addition, USG assistance supports civil society organizations (CSOs) to monitor, report, and respond to human rights violations as well as increase Congolese citizens' access to information.

These actions align with the political priorities for Africa outlined in the 2017 National Security Strategy (NSS). They contribute to the FY 2018-2022 State-USAID Joint Strategic Plan (JSP), objective 1.3 - Counter instability, transnational crime, and violence that threaten U.S. interests by strengthening citizen-responsive governance, security, democracy, human rights, and rule of law. Finally, these activities support the achievement of the 2018 AF/AFR Joint Regional Strategy (JRS), Goal 3 - Strengthen democracy, human rights, and good governance, and Goal 4 - Promote inclusive country-led development.

**Mission Objective 1.1: Credible and inclusive national, provincial, and local elections promoted through elections monitoring, voter education, and technical assistance.**

**Justification:** The USG remains committed to supporting the timely organization of peaceful, credible, and inclusive elections, as well as assisting Congolese citizens to participate responsibly in electoral and civic processes and to engage with local and provincial governments for more transparent, elections. Local and national-level elections in DRC, if organized sufficiently well to be credible to a large majority of Congolese citizens, represent a historic opportunity to push forward democratic reforms, give a voice to citizens, and create a new class of politicians who are more directly accountable to voters.

**Mission Objective 1.2: Selected national-level institutions more effectively implementing their mandates.**

**Justification:** Without greater investment in institutional capacity building of the government, civil society, and private institutions, the DRC will continue to be a fragile state that fails its population and threatens regional stability. DRC's progress will be hampered by weak institutions, a poor enabling business environment, lack of government will to provide services

to citizens, and insufficient capacity of citizens to influence systems or hold public authorities accountable. Working on capacity building anywhere requires a long-term vision. To accomplish this vision over the next five years, the USG will help support the long-term transition to more effective and empowering development in the DRC.

This objective supports the State Department's Africa Joint Regional Strategy and the USAID Policy Framework. In accordance with the Paris Declaration on Aid Effectiveness, the "Kinshasa Statement" (a precursor to the New Deal for Engagement with Fragile States) resolved to strengthen joint country-donor strategic frameworks and to rationalize the provision of development assistance in order not to undermine the government. To advance sustainability we will work with media, civil society and the private sector.

**Mission Objective 1.3: Security sector reform of judiciary, law enforcement, and military institutions implemented by working with the GDRC to support the professionalization of the military and police.**

**Justification:** Mitigating conflict and supporting SSR are keys to the USG strategic priority of stabilizing the DRC and the Great Lakes Region. Low-level conflict between government troops and armed groups and between various armed groups leads to significant population displacement and widespread human rights abuses in the East, while ill-trained and undisciplined security forces are not able to adequately address emerging security issues in other parts of the DRC. Investments in SSR are necessary to enable peace and stability, both of which are integral to the success of all USG programs and activities in the DRC.

The USG will support a more independent, transparent, and accountable criminal justice system at both national and provincial levels. More effective delivery of judicial services is critical for ending the cycle of impunity fueling political instability and violence, combating SGBV, enabling economic and social development, rebuilding the relationship between citizens and government, and improving the legitimacy of the state. The USG will strengthen the ability of the Congolese National Police (PNC), judiciary, and criminal justice system to respond to community security priorities. These efforts will include programs building capacity for community policing, investigating and prosecuting of crimes involving SGBV, securing national borders, as well as combatting various forms of trafficking that contribute to insecurity and instability. Embassy Kinshasa will also continue efforts to professionalize and increase the effectiveness of the Congolese Armed Forces (FARDC) through Defense Institution Building (DIB) initiatives. Embassy Kinshasa will emphasize respect for human rights, and promoting long-term military reforms, including those that strengthen military justice and combat impunity.

With the departure of European Union's security deployment (EUSEC), there is a gap in security assistance, particularly relating to logistics, human resources, and the military academy. This is further exacerbated by the extensive drawdowns and curtailments of security assistance to both the military and law enforcement by many bilateral donors. The lack of assistance to the security and law enforcement sectors increases the necessity to maximize the focus of USG programs and identify opportunities to fill resulting gaps.

**Mission Objective 1.4:** Respect for human rights strengthened by assisting human rights defenders and supporting monitoring and documentation.

**Justification:** Human rights abuses disproportionately affect women, children, youth, and vulnerable populations throughout the DRC and are particularly severe in the eastern part of the country. However, these abuses are increasingly prevalent in Kinshasa and other major cities as the political and civic space continue to close. Human rights abuses include state security forces' intimidation and arrests of journalists, human rights advocates, members of civil society, and members of political opposition. Furthermore, CSOs that focus on human rights are characterized by disorganization, frail institutional capacity, weak networks, and even internal conflict. As a result, Congolese citizens see few human rights CSOs as serious stakeholders that can truly defend citizens' interests.

**Mission Goal 2:** Improved quality of life for Congolese through delivery of core services and expanded economic growth.

**Description and Linkages:** USG integrates investments in education, health, social protection, stabilization, democracy and governance, and economic growth into cross-cutting objectives that will protect America's security at home and abroad and will renew America's competitive advantage for sustained economic growth and job creation. U.S. government assistance strengthens the ability of the Congolese government and CSOs to deliver basic services to the Congolese people, strengthen public health and veterinary surveillance systems, and prevent the spread of public health threats, including malaria, HIV/AIDS, drug-resistant tuberculosis, yellow fever, Ebola, or other potential global pandemics that know no borders. Activities also improve service delivery in maternal and child health, including nutrition and immunization, and expand access to high-quality, voluntary family planning services. USG efforts in the Congo aim to facilitate export and investment opportunities of U.S. businesses in targeted sectors, improvement of business enabling environment, and management and protection of the forestry sector, including countering illegal wildlife trafficking and poaching.

In addition to being aligned with the *NSS' political, economic, and military priorities for Africa*, these actions fall under the first pillar priority to *Secure U.S. Borders and Territory by combating biothreats and pandemics and improving emergency response*, as well as the second pillar priority to *Promote Free, Fair, and Reciprocal Economic Relationships by facilitating new market opportunities*. Moreover, these actions contribute to the achievement of the *FY 2018-2022 State-USAID JSP, Objective 2.2 - Promote healthy, educated and productive populations in partner countries to drive inclusive and sustainable development, open new markets and support U.S. prosperity and security objectives*, and *Objective 3.4 - Project American values and leadership by preventing the spread of disease and providing humanitarian relief*. Finally, completion of these actions will contribute to *the 2018 AF/AFR JRS, Objective 4.3 - Sustainably reduce hunger, malnutrition, and poverty in sub-Saharan Africa*.



**Mission Objective 2.1: Local service delivery institutions strengthened.**

**Justification:** While appropriate national level policies, legislation, and systems are essential to furthering the DRC's development objectives, they are not sufficient. Congolese citizens who have access to basic social services are healthier, wealthier, better educated, and more able to participate meaningfully and critically in democracy. In most societies it is expected that these services are subsidized or provided by the state to people who do not have the ability to access them. Human and institutional capacity is generally weaker at sub-national levels than it is in Kinshasa, making it difficult for the government and private entities to meet the needs of citizens. This failure is exacerbated by provincial and local governments that rarely consult with communities when prioritizing resources.

**Mission Objective 2.2: Economic ties to the U.S. increased and economic growth strengthened through an improved regulatory framework and business environment.**

**Justification:** Although the Congolese economy has enjoyed annual growth of seven percent or higher, falling commodity prices in recent years has led to a significant drop in average growth. Past growth has been driven largely by the mining sector and has not made a significant impact on the country's extreme poverty. An extremely difficult business climate, with pervasive corruption, non-functioning and/or predatory government institutions, and a lack of credit, stifles the emergence of domestic enterprises while discouraging responsible foreign direct investment. While the DRC has enormous agricultural potential, much of it remains untapped, with the DRC heavily dependent upon food imports. The precarious security situation in parts of the country and lack of infrastructure also constrain economic development. In order to reduce poverty and promote broad-based, equitable economic growth, there must be increased agricultural development, transparent natural resource management (including forests, petroleum, hydro-power, and minerals), an improved investment climate, and the political will to confront vested interests.

**Mission Objective 2.3: Education and skills increased to further economic growth.**

**Justification:** Education is the key to economic growth and prosperity, as well as democratic stability and advancement of society across the board. Particularly in a country where a significant portion of the population is under the age of 35, providing skills in English and entrepreneurship will open up opportunities for employment and economic achievement. An increase in English language skills will allow Congolese to access a wide variety of Massive Open On-line Courses (MOOCS) that can provide education in key areas for business development and economic growth at little to no cost to the participant, to access traditional U.S. university education, and to use English language resources to increase their knowledge in areas such as business and entrepreneurship or to expand their business networks beyond Francophone countries. Programs aimed at encouraging and improving entrepreneurial skills will provide many more opportunities for talented young people to earn an income and increase economic growth in their communities.

The Embassy has managed a self-sustaining, highly successful, direct English language teaching center in the capital for over 50 years. The State Department is currently investing its resources to expand English language instruction, teacher training, and resource augmentation to Congolese throughout the country through innovative programming using mobile phones, television, and radio as well as through the English Language Fellow program and Access English Micro scholarship program. The traditional speaker program will also be used in concert with these technologies to expand access to U.S. expertise on entrepreneurship.

**Mission Objective 2.4 Management of the forestry sector, including wildlife resources, enhanced to translate biodiversity wealth into broad-based economic gains and mitigate global climate change and biodiversity loss.**

**Justification:** Unequaled in biodiversity, the Congo Basin rainforest is the world's second largest global sink for carbon, as well as an important livelihood source for tens of millions of Congolese. Despite the rainforest's local, national, and global significance, governance of the forestry sector is extremely poor, illegality is widespread, and industrial logging contributes little to the development of rural communities or the national treasury. Illegal harvesting and trafficking of the forest's wildlife, depletes biodiversity, undermines the rule of law, deprives forest communities of a traditional food source, and is increasingly dominated by organized transnational criminal syndicates. Sustainably managed and transparently governed, the forestry sector could diversify an economy overly dependent on minerals' extraction, support rural development, and mitigate climate change, a global priority of mutual USG and GDRC interest.

**Mission Goal 3 Foundation for durable peace strengthened.**

**Description and Linkages:** To further build the foundation for peace in eastern DRC in line with the U.S. National Action Plan on Women, Peace and Security, USG resources will i) identify, alongside Congolese, the drivers of conflict in order to create a basis for peace, improved governance, and economic development; and ii) support models which mitigate drivers of conflict, improve living conditions, and strengthen the social compact; while iii) continuing to guarantee access to basic services for citizens and beginning to mainstream services into local systems where possible. Additionally, in line with the Dodd-Frank Act, and the 2011 U.S. Strategy to Address the Linkages between Human Rights Abuses, Armed Groups, Mining of Conflict Minerals and Commercial Products, USG assistance supports conflict-free supply chains in eastern DRC and reduced vulnerabilities of artisanal and small-scale mining communities to conflict. Being that the delivery of justice is critical for ending the cycle of impunity that is fueling political instability and armed violence in the DRC, USG will strengthen the ability of the Congolese National Police, judiciary, and criminal justice system to respond to community security priorities. Already the largest donor of humanitarian assistance in the Congo, USG continues to provide humanitarian aid to millions of displaced persons in the eastern and central Congo. DRC's designation as a high-priority country under the U.S. Global Water Strategy will be crucial to preventing the spread of diseases by enabling sustainable access to

safe water and sanitation services, critical capacity building, surveillance, case management, and health promotion activities.

These actions align with the 2017 *NSS political, and military priorities for Africa*. They are also aligned with the *FY 2018-2022 State-USAID JSP, Objective 3.4 - Project American values and leadership by preventing the spread of disease and providing humanitarian relief*. Finally, these actions contribute to the achievement of *the 2018 AF/AFR JRS, Goal 1 - Advance mutual peace and security interests, Objective 1.3 - Reduce instability and internal violence that threaten U.S. interests in Africa*; and *Objective 4.3 - Sustainably reduce hunger, malnutrition, and poverty in sub-Saharan Africa*.

**Mission Objective 3.1: Foundation for durable peace strengthened in eastern DRC. (USAID/DRC CDCS TO3)**

**Justification:** A stable and peaceful DRC is important for U.S. national security interests in ensuring that DRC's vast resources remain accessible to U.S. businesses and markets, in countering threats posed by hostile foreign actors or groups, and eliminating the need for what is now the largest and most expensive United Nations peacekeeping mission in the world.

## 4. Management Objectives

**Mission Objective 1** Embassy's facilities and infrastructure maintained while building the NEC by utilizing additional resources and technical assistance.

**Justification:** The Mission's crumbling and overcrowded facilities, barely functional IT infrastructure, and physical separation into three different compounds will continue to handicap all other political, developmental, and security efforts. Maintaining these deteriorating facilities while finding a way to handle the Mission's continued growth for the seven to eight years it will take for our NEC to be built will continue to place a severe strain on Post.

**Mission Objective 2: ICASS service platform updated to address the Embassy's additional staff by obtaining an accurate account of the Embassy's staff level.**

**Justification:** Post has grown rapidly over the past several years. The numbers of USDH and non-ICASS locally employed staff have more than doubled without concomitant growth in the number of ICASS employees. Washington support is critical as Post addresses problems that caused the deficit of ICASS personnel. Post's ability to achieve policy goals will be negatively impacted by inadequate communication and mutually understood goals with Washington