

Environmental sustainability and human security in the DRC – a policy brief

Sida Helpdesks Joint Report

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1. Introduction

This Environmental and Human Security Policy Brief has been prepared as an input to the Swedish results strategy process and in preparation of a new results strategy proposal for the Democratic Republic of Congo (DRC). The results strategy is expected to cover the period 2014-2018. The Swedish Government has identified *environmental sustainability (MDG 7) including decreased vulnerability to climate change, environmental impact and natural disasters*, as one of the entry values to Sida's results strategy proposal for DRC (Annex 3).

Sweden is considering options as to how best to address this 'MDG 7' entry value within its new results strategy for the DRC. This Policy Brief has been prepared as an input into this process; It is a revised version of a draft Report submitted to Sweden on 13 September 2013 as an early input into Sweden's considerations, developed and amended in response to feedback received from the Swedish Embassy and Sida.. Sweden has on-going cooperation programmes in DRC, and anticipates building on these as appropriate in its new results strategy for 2014-2018. The provisional working hypothesis is that the new results strategy will have three main results areas: human security and livelihoods; democratic governance and human rights; and health.

Environment and climate change, gender equality and women's role in development, and democracy and human rights constitute the three thematic priorities to be integrated into Swedish development cooperation. Similarly, Sweden's Peace and Security policies include commitments to ensuring and promoting conflict sensitivity of development co-operation programmes in fragile or conflict affected countries such as DRC, and also taking opportunity where appropriate to contribute to security, conflict prevention and peace building.

1.1 Purpose

The main overall purpose of this Joint Helpdesk assignment is to provide analysis and recommendations to Sida and the Embassy of Sweden on how to interpret the focus area on environmental sustainability in the elaboration of the results proposal for the DRC. Within this framework the request is to:

- provide brief analysis of environmental sustainability (MDG 7) in the DRC, highlighting key aspects, opportunities and risks;
- propose and briefly discuss tentative draft results areas and draft results (and if feasible and relevant, suggest indicators)

This document focuses on the first part of this work, including initial options and suggestions relating to draft results areas. As noted, it has been revised in response to comments on the earlier draft report (13 September). The second part of the work, envisaged to include a review of the draft results proposal, will be performed as a separate assignment after Sida's request.

The Policy Brief takes as a point of departure the Millennium Development Goal (MDG) 7: Ensure Environmental Sustainability, and *aims to summarise the key environmental (including climate change, disaster risk reduction and ecosystem services) challenges, constraints and opportunities and their links to human security and livelihood opportunities in DRC* (see Terms of references in Annex 1).

The brief was prepared during September – October 2013 as a desk study, and is jointly prepared by Sida’s Helpdesk for Environment and Climate Change, and Sida’s Helpdesk for Human Security.¹

1.2 Context

The Democratic Republic of the Congo (DRC) is exceptionally well endowed with natural resources, such as tropical forests, minerals, large ecosystem diversity and rich biodiversity, and home to some of the world’s most endangered species. In terms of natural assets, DRC could be considered one of the richest countries in the world. However, experience shows that in fragile or conflict-prone countries, such rich natural resources can be a curse as well as a blessing, and is not necessarily associated with human security and poverty alleviation. In fact, the DRC is one of the poorest countries in the world, sharing the bottom position of human development with Niger (DRC has a HDI ranking of 186 out of 187 countries)².

DRC is struggling to recover from years of conflict. Despite the peace accord in 2003, substantial parts of the vast country are still suffering from violence and insecurity, and in some Eastern areas there are on-going armed conflicts. The combination of poor governance, lack of rule of law, insecurity and conflict risks are major obstacles to development in DRC. They challenge human security, livelihood opportunities, health, and economic growth, and inhibit the opportunities to enter the path towards sustainable development. They also imply that it is a high priority that policies and programmes for sustainable development, including those supported by Sweden and its partners, are conflict-sensitive, to mitigate risks of unintentionally contributing to tensions or conflict processes.

2. Overall Approach

The Swedish approach to MDG 7 can be interpreted in the light of the Swedish Government’s Policy for Environment and Climate Change issues (2010-2014). The Swedish policy on environment and climate change in development cooperation establishes that environmental aspects are a “central point of departure for all development cooperation”³. Environment (including climate change, ecosystem services and disaster risk reduction) is both a sector in itself and a cross-cutting issue, to be integrated into other sectors.

In this brief the entry value ‘environmental sustainability (MDG 7) including decreased vulnerability to climate change, environmental impact and natural disasters’ is viewed and assessed in the light of the other entry values and thematic priorities for DRC. Thus, gender equality, human rights and democracy, job creation and livelihood opportunities especially in agriculture and forestry, are important perspectives.

3. Environmental sustainability and human security

A vast majority of the poor Congolese population depend directly on access to natural resources and are vulnerable to external shocks, such as droughts, landslides and floods. Environmental degradation, lack of access to, or competition (even conflict) over natural resources, are hence negatively affecting their livelihood opportunities.

¹ This Policy Brief was written, at the request of the Swedish Embassy in Kinshasa (Christina Etzell) and Sida (Malin Ericsson) by Gunilla Ölund Wingqvist at Sida’s Helpdesk for Environment and Climate Change, and Owen Greene, Sida’s Helpdesk for Human Security. The views expressed in this policy brief are those of the authors and do not necessarily represent the views of Sida.

² <http://hdrstats.undp.org/en/countries/profiles/COD.html>

³ Swedish Government Offices (2009)

People living in poverty are also commonly exposed to higher risks such as unsanitary living conditions, often in marginal land or displacement camps, and high-risk vocation.

This section briefly describes the linkages between the millennium development goal on environmental sustainability, natural disasters and human security in the context of DRC.

3.1 MDG 7, disaster risks and vulnerabilities in general

Millennium Development Goal 7 and environmental sustainability: In spite of the global commitment to achieve the Millennium Development Goals (MDG) and notable success in many areas, the progress towards MDG 7 – to *ensure environmental sustainability* – has been inadequate and inequitable. MDG 7 is related to integrating sustainable development into policies; reversing the loss of biodiversity and environmental resources; improving access to water and sanitation; and improving the lives of slum dwellers. The MDG 7 is divided into four targets and 10 indicators (see Annex 2). With a few exceptions⁴, the MDG 7 targets remain to be achieved.

One of the MDG 7 indicators relates to emissions of greenhouse gas. DRC contributes relatively little to anthropogenic global warming, but is expected to be vulnerable to climate change. Besides being of immense importance to local communities and for attaining many of the MDGs, DRC's tropical forest is also of global importance for carbon sequestration and thus receives global attention in relation to climate change financing.

The ongoing work with identifying post 2015 MDGs and Sustainable Development Goals (SDG) may well result in both more detailed and broader goals, targets and indicators. For instance, revised targets for water and sanitation may include aspects of equitable access to water and sanitation, and universal coverage. Therefore, the authors recommend that the MDG 7 is interpreted in a slightly broader sense, i.e. relating to environmental sustainability rather than merely looking at the officially adopted targets and indicators.

Environment and disasters: An increasing number of people in all parts of the world are exposed to disasters such as a floods, drought, earthquakes and cyclones. Human activities are rarely direct triggers of such events, but human interference with the environment have “massively raised the hazard potential”⁵ in many regions. Deforestation, for instance, exacerbates soil erosion, droughts, floods and landslides, with negative impacts on the agricultural potential. The United Nations Secretariat notes: “Environmental degradation and climate change contribute to the increasing occurrence of disasters linked to natural hazards.”⁶

Vulnerability: Whether a natural event will turn into a disaster depends on the scale and character of the hazard and on the vulnerability of the people. Vulnerability is e.g. related to the degree of *susceptibility* (likelihood of harm, loss and disruption), *coping capacity* (abilities to minimize negative effects), and *adaptive capacity* (ability to address future negative impacts; a long-term process that also includes structural changes).⁷

In sum, environmental degradation, climate change, lack of water and basic sanitation, and loss of biodiversity and ecosystem services constitute serious obstacles to development and

⁴ A global reduction of ozone-depleting substances has been achieved, and lives of 200 million slum dwellers have been improved. Furthermore, the target to reduce by half the proportion of people without sustainable access to safe drinking water is expected to be reached at a general global level. The sanitation target MDG 7C, alongside targets 7A and 7B, remain out of reach (UN, MDG Report 2012)

⁵ World Risk Report 2012

⁶ UN DESA (2011)

⁷ World Risk Report (2012)

poverty reduction efforts, increases vulnerability to risks and hazards, and reducing the prospects for sustainable development.

3.2 Human security in the context of DRC

The human security agenda focuses on the protection and enhancement of the security of people and communities. It thus complements national security and international security agendas which focus of the security and stability of states and state institutions, and of regional or international society and systems of states. In practice, such levels of security are inter-related: for example, it is typically difficult sustainably to promote human security in a context of high levels of state and regional insecurity. There is an important but complex relationship between state building, peace-building and promoting human security This is the case for the DRC, where problems of fragile (and often predatory) regime and state institutions combine with internal and borderland violent conflicts and exploitation by neighbouring countries to contribute to extreme human insecurity. This is particularly the case in Eastern DRC, but also applies to much of the rest of the country where many women, men and children face daily risks of violence and illegitimate coercion as well as extreme poverty. As noted above, overall the DRC ranks lowest in the world (with Niger) in the HDI index, despite its rich natural resources.

Internationally, there are continuing disputes about the scope and operationalisation of the human security concept, with some in the development community using it virtually as a synonym for human development. For Sweden and many others (including our Sida Helpdesks), human security is concerned with both (i) security of individuals and communities from violence, crime and illegitimate coercion ('freedom from fear') and (ii) alleviation of extreme poverty and addressing high humanitarian needs ('freedom from extreme want'). A human security perspective is concerned with both processes and outcomes; and thus not only with protection of vulnerable people (women, men, and children) and communities, but also with promoting their empowerment and their participation in public life.

In most parts of the DRC, there is a strong interrelationship between insecurity from violence and illegitimate coercion on the one hand and extreme poverty and humanitarian needs on the other. The years of violent conflict between 1998 – 2007 not only resulted (directly and indirectly) in between 3 million and 5.4 million deaths (the data continues to be disputed)⁸ and massive levels population displacement, injury and trauma, but also widespread damage to community livelihoods and investments and looting of natural assets and illegitimate grabbing of land and access to freshwater and other natural assets on which communities rely. These processes prominently continue in the Eastern provinces of the DRC (though thankfully at somewhat lower levels than before 2007); but also in lower profile ways at community-levels across other regions of DRC through crime, coercion and societal (and 'everyday') violence rather than open armed conflicts.

Evidence from DRC and similar conflict-prone countries demonstrates that risks and fears of insecurity and illegitimate have a major impact on poverty and livelihoods even if actual levels of violence have become quite low. Fears of insecurity from violence mean that health, education, justice, development and other trained workers remain reluctant to work at community levels outside urban centres; and development programmes become distorted and restricted. Parents are reluctant for their girls and boys to venture beyond the village to school or clinics. Women and girls lives, and capacities to improve livelihoods, remain highly

⁸ See Geneva Declaration Secretariat, *Global Burden of Armed Violence 2011: Lethal Encounters*, Cambridge University Press, Cambridge, 2011, p71.

circumscribed by fears of Sexual or Gender-Based violence (SGBV) or abduction. Subsistence farmers and local traders remain reluctant to invest if access to markets is limited by insecurity or predatory rents, or if any wealth generated remains highly vulnerable to confiscation. In contexts of insecurity and inadequate access to justice, it can be rational for poor or vulnerable people and communities to avoid accumulation of capital and stealable resources, and neglect opportunities to improve their productivity. Moreover, bad natural resource governance in the context of competition for land, forestry and water competition and inadequate security and access to justice are not only major structural factors contributing to conflict risks in the DRC,⁹ but also to poverty and human insecurity. They can reduce local incentives for sustainable use of natural resources, due to risks that others groups will in any case loot or strip these assets in due course.

3.3 Environmental sustainability, decreased vulnerability and human security in the context of DRC¹⁰

The environment matters greatly for the Congolese population, especially for the large majority of people that live in poverty. Sustainable use of the country's rich natural resources can provide a route out of poverty and reduce the vulnerability of the population.

The key environmental problems in DRC include (not in order of priority and summarised in Annex 4): deforestation and loss of ecosystem services, land degradation, loss of biodiversity, lack of access to water supply, pollution of water resources, and (in Kinshasa) air pollution. The environmental problems are often interconnected and mutually reinforcing. For instance; deforestation is linked to loss of ecosystem services and biodiversity, climate change, land degradation, and reduced resilience to natural disasters. Left unmanaged, the environmental problems could exacerbate food insecurity and health problems, increase resource scarcity, and reduce livelihood opportunities and resilience.

Lack of security is a fundamental dimension of poverty. Conflicts have both direct and indirect effects on the environment, for instance through massive displacement of people, reluctance to invest because land tenure is insecure, and more indirectly, the undermining of capacity to manage the environment and natural resources. The *main environment-security issues in DRC* are related to reduced access to resource-based safety-nets such as goods and services from the natural commons (forests, rivers/lakes, fish, etc), unreliable access to food and water, lack of secure tenure to land, low ability of households to accumulate assets including natural capital, decreasing resilience of ecosystems, and in some places pollution, and existence of conflicts over land and other natural resources. Women and ethnic or marginalised minorities are disproportionately at risk from environmental degradation, conflicts, and natural disasters, due to gender roles, and historic, cultural and socio-economic reasons.

As mentioned in section 3.1, there are linkages between environmental degradation, vulnerability to natural disasters and conflicts. The UN Global Assessment Report on Disaster Risk Reduction 2009 identified *environmental degradation and the decline of ecosystems as one of the main factors raising the risk of disasters*. Other hazards, such as conflict, market shocks or health risks, compound the effect, and each hazard increases the vulnerability to another. This is very much the case for the DRC. Although much of the DRC is not seriously

⁹ As discussed in Helpdesk on Human Security Report, *Conflict Analyses for the Great Lakes Region: DRC, Rwanda and Uganda*, submitted to Sida 27 August 2013; and Helpdesk on Human Security Report, *Structural causes of Conflict and Capacities for Peace for the DRC, Uganda and Rwanda and the Great Lakes Region*; submitted to Sida 9 May 2013.

¹⁰ If no other sources are stated, the section is based on UNEP (2011) and Ölund Wingqvist (2008).

exposed to natural disasters, the citizens are very vulnerable to these events due to the conflicts, poverty and lack of coping and adaptive capacities. Climate change is expected to increase frequency of and vulnerability to natural disasters (floods, droughts, and heat waves), and affect land productivity and livelihood *opportunities*.

But there are also linkages going in the opposite direction; natural disasters have an impact on security. When a natural disaster hits a politically insecure country, it can result in a full-scale humanitarian crisis. Furthermore, evidence suggests that ***natural disasters exacerbate pre-existing conflicts or conflict risks***. Disasters can increase resource scarcity and more acute imbalance between scarcity and abundance, and present economic and political opportunities for criminal activity or advancing military/political objectives, and reduced livelihood opportunities can lead to more people joining armed groups. If the governments respond inadequately or in a partial way, this can greatly damage its legitimacy as well as increase alienation. Disasters and conflicts are expected to coincide more in the future.¹¹

If the natural resources in DRC were well managed, the country would be better off than most other countries. Besides providing economic *opportunities* for the Congolese population, intact ecosystems can provide life supporting services¹², also to those that lack other assets. It can also help to reduce disaster risk by reducing exposure, vulnerability, and improving coping and adaptive capacities.

Drivers of environmental degradation

The different environmental problems are generally caused by the similar activities and underlying drivers, often related to lack of choice, conflicts and weak institutions. Some of the causes of the environmental problems are listed below:

- ***Informal/subsistence activities***. Most Congolese have little other choice than to pursue pragmatic survival strategies based largely on the harvesting of natural resources, such as fuel wood collection/charcoal production, artisanal mining, forestry, fishing, bush meat, slash-and-burn cultivation. Weak governance and a protracted crisis have transformed foraging livelihood strategies – known as ‘*cueillette*’ - into a standard way of life for the majority of the population.
- ***Demographic changes***: Rapid population growth, urbanisation, and unplanned/ad-hoc settlements and IDP camps: Lack of basic services, the uprooting of rural populations and isolation from their traditional food sources, etc.
- ***Road infrastructure***: New road infrastructure in pristine areas is connecting the country. It is also increasing access to “new” areas for exploitation.
- ***Conflicts and insecurity***: There are intrinsic linkages between the DRC conflicts and the environment and natural resources: The conflicts have been (and still are) partly fuelled by competition over high-value natural resources and financed by minerals such as diamonds and gold. They are in some areas also driven by resource scarcity, for example access to land or freshwater. Furthermore, displaced people are placed in ad-hoc settlements and camps without basic service provision with large impacts on the surroundings in terms of deforestation and over extraction of resources. In addition, armed conflicts, insecurity and state fragility contribute to the breakdown of legal and institutional frameworks, which are critical to environmental management. In the context of contested or unclear rights of access or use of land, forestry, water, minerals and other natural resources across much of DRC, there is high demand for institutions to fairly address natural resource tenure issues,

¹¹ Harris et al. (2012)

¹² The life supporting ecosystem services can include Provisioning services (e.g. food, water, building material, energy); Regulating services (regulation of water, air quality, diseases and climate) and Cultural services (recreation and tourism).

and for non-violent dispute settlement mechanisms. But ‘traditional’ dispute settlement systems have been weakened by decades of conflict and predatory governance, and formal systems are typically absent or biased.

- ***Weak institutional capacity and lack of good governance:*** In general, the institutional capacity at national and local level is very weak in DRC. The legal and formal institutional frameworks typically exist, but due process and rule of law are widely neglected. There is a general lack of good governance, including predatory, neglectful or corrupt practices, lack of enforcement, opaque concessions and agreements, etc. Weak governance is correlated with negative environmental outcomes and is closely associated with social ills such as corruption, social exclusion, and lack of trust in authorities. This is particularly important in relation to DRC and its natural assets, where the conflict between private gains and public wealth is obvious.¹³

3.4 Key issues

The environmental challenges are, as mentioned in section 3.3, often interlinked and mutually reinforcing. Furthermore, often the underlying causes driving the environmental degradation are similar and related to lack of choice, lack of resources and lack of environmentally sustainable livelihood opportunities, in combination with very weak institutions and lack of good governance.

After this brief desk study, it appears that key issues for the DRC, relating to environmental sustainability and reduced vulnerability to natural disasters and climate change, include:

- Forestry
- Agriculture
- Water and sanitation
- Governance
- Resilience

Thus, three of the key issues identified relate to sectors, while two are more of a cross-cutting nature. The issues are briefly discussed in section 4.

Before doing so, however, it is important to highlight some key issues relating to the political, governance and conflict context of the DRC that Sweden will need to take into account when considering options for its results strategy and possible programmes to any of the above sectoral or cross-cutting areas for enhancing environmental sustainability.

Addressing effectiveness challenges: the DRC context means that it is very difficult to establish and implement programmes in any of the above sectoral or cross-cutting areas that have good prospects for effectively achieving their intended outcomes and impacts. This is particularly the case if the intended impacts include benefiting or empowering poor or vulnerable women, men and children at local or community levels in a sustainable way. Lack of institutional capacities or adequate elite interest in good governance leads to sustainability problems; which are often exacerbated by powerful or elite groups diverting or instrumentalising programme resources for their own interests.

This does not imply that it is not possible for Sweden and other donors to develop or find potentially effective programmes to support in these sectors – on the contrary, there are some good examples of effective programmes. However, the implications for Sweden do include:

¹³ Ölund Wingqvist et al. (2012)

- Value highly any relevant existing programmes in the DRC which have demonstrated potential or actual effectiveness, and actively consider providing continuing or follow-on support even if they do not perfectly fit with revised overall strategy priorities.
- Make special effort to ensure that planned results are feasible and not over-ambitious, and that the associated programmes make good provision for the active facilitation, consultation, problem-solving, contingencies and adjustments that tend to be required for effective programme implementation in this context.
- Recognise that strategy results that focus on achieving beneficial outcomes for poor or vulnerable communities in the short-medium term in DRC will need to be associated with programmes designed to ensure relatively direct engagement and resource delivery to the beneficiary communities and their local authorities themselves. Intended outcomes that rely heavily on implementation through a network of intermediaries or multiple levels of state institutions pose high risks of failure in most areas of DRC.

Using Contextual political-economic knowledge and understanding: in the context of severe fragility, insecurity and risks of conflict, the main obstacles to addressing the sustainable development challenges of poor or vulnerable people in the DRC can often be missed (or misunderstood) by development and poverty alleviation experts. The key obstacles are often intimately related to local power structures; fears and rational economic incentives relating to crime, impunity and insecurity; and complex real-life survival strategies of vulnerable people – rather than simply to problems such as capacity, infrastructure, access to capital, or weaknesses in formal regulatory systems. This is true in all sectors, but particularly in relation to sustainable environment, natural resource use, or agricultural sectors – as briefly discussed and illustrated in section 3.2 above

This implies that results strategies need to be framed and formulated in a way that recognises such realities, and makes provision for appropriately identifying and addressing such actual key. This requires making provisions to ensure good and sustained development and use of detailed contextual knowledge and understanding of relevant local political-economic, social, security and conflict situations.

This does not necessarily imply that Sweden and other aid donors need already to have such detailed contextual understanding of all relevant localities before deciding on results areas and priorities. But it does imply that decisions on relevant elements of results strategies need to be formulated and implemented in a way that assumes such complexity and makes provisions to ensure the programme design and implementation will develop and use good contextual understandings. Often this includes engaging with implementing partners that are properly familiar with the context, ensuring good monitoring and review systems during implementation, and ensuring good mechanisms for consultation with relevant stakeholder and beneficiary communities in a way that takes their suggestions and stated priorities into account.

Promoting an enabling environment for effectiveness in selected results areas: an implication of the discussion immediately above and in section 3.2 is that an effective results strategy and associated support for programmes in the sectors and cross-cutting areas noted above needs:

- *either* to be relatively multidimensional (comprehensive) in scope (eg addressing security, access to justice or governance issues as well as specific forestry, agricultural or freshwater elements);

- *or* to be implemented in contexts where an enabling environment is developed by other means – for example through the combined effects of programmes supported by multiple donors (highlighting the need for donor linkages), or by selecting geographical areas in which there is evidence that a relatively enabling environment already exists for some reason.

In the context of a fragile state such as the DRC, a further important key consideration for promoting an enabling environment for effective results on the MDG7-related issues considered here is the importance of facilitating multilevel linkages between relevant local, provincial and national authorities and institutions.

Although formal institutions in the DRC are ‘fragile’ in the sense that they are typically unable to provide services and good governance for DRC citizens, they are certainly strong enough to obstruct or undermine any local or provincial initiatives with which political elites or senior officials are not comfortable. Experience indicates that donor-supported programmes intended to promote beneficial outcomes for local communities or poor and vulnerable groups are more likely to be effective if they are designed and supported to facilitate politically-informed multi-level communications and ‘problem solving’ between relevant national provincial and local authorities, ministries and agencies.

Conflict Sensitivity: there are high risks in most of the DRC that donor-supported programmes may do unintentional harm in relation to effects on risk factors for conflict and insecurity. In the context of complex needs and opportunities for confidence, security and peace-building, there are similar risks that opportunities may be missed to adapt programmes so that they also build confidence between divided communities, reduce vulnerabilities of women, children and others, or help to consolidate peace.

This implies that Sweden needs to prioritise promoting conflict sensitivity as an intrinsic element of its results strategy and associated programme design and support. As is clear from the conflict analyses for the DRC¹⁴, issues relating to forestry, water, agriculture and governance are generally ‘sensitive’ across much of DRC, particularly if they are relevant to protection or empowerment of vulnerable groups. The importance of conflict sensitivity is widely recognised by international donors in relation to the Eastern and borderland regions of DRC, even if frequently neglected in practice. However, it is important in most other parts of DRC too, where lower profile local violences and insecurities remain widespread even if the risks of escalation to large-scale armed conflict are presently relatively low in these other areas.

At the strategic level of decision-making for Sweden’s results strategy the implication is mainly that the importance of conflict sensitivity is clearly recognised, with procedures and resources to ensure this as the programme portfolio is developed and implemented. This includes measures to ensure availability and effective use of appropriately detailed conflict analyses, and also to ensure awareness capacity and commitment to conflict sensitivity by implementing partners and others during implementation as well as design. The Helpdesk on Human Security can provide more detailed guidance and suggestion on this, on request.

4. Discussion/brief analysis of the identified issues

In this section, the key issues identified in section 3 are briefly discussed. Some of the questions that the authors attempt to answer include the importance for people’s livelihoods

¹⁴ Helpdesk on Human Security, Conflict Analysis of DRC. Rwanda and Burundi, 27 August 2013 (and previous relevant reports)

and the national economy, how the challenges are managed, and what the constraints and opportunities are.

4.1 Forestry

The Congolese rainforest is of great national as well as global importance. It is also linked to other environmental problems and natural disasters, as mentioned in section 3.

Around 40 million (almost 70%) of the poorest Congolese depend on the forest for their food, materials, energy and medicine. Some groups, especially the Pygmies, rely on forests almost entirely. Wood and charcoal provide 95% of all domestic energy consumed in the DRC. Furthermore, the forest stores carbon and slows down global climate change and provides a number of other ecosystem services including climate regulation, water purification and it helps regulate one of the world's largest river basins, the Congo.

Unregulated artisanal logging represents 75% of total timber exports from the DRC and produces most of the timber used locally. However, this situation is likely to change and industrial logging is expected to take off¹⁵. With business as usual, around a quarter of the forest is expected to be degraded or lost by 2030¹⁶. A future large-scale logging will challenge local people's access to the forest, which would bring with it livelihood- and human rights problems for many of the Congolese people currently depending of the forest resources.

As the industrial logging still is lower in DRC compared to neighbouring countries, the economic importance is small. The economic value of industrial timber may be below the combined value of other forest products (food, firewood, bush meat, fodder, etc). However, the forestry sector is prone to corruption, which may entice authorities to approve concessions without adequate concerns taken to regulation. This would give little or no benefits to local communities. Protecting the rights of indigenous peoples in forest-rich countries will be central in the ongoing debate on Reducing Emissions from Deforestation and Forest Degradation (REDD+).

In the longer term, the potential for DRC to receive carbon funding for "avoided deforestation", e.g. through REDD+ facilities, may be important. Many hope that REDD+ will provide an alternative to large-scale logging. It is, however, more likely that REDD+ at most can be a topping up if countries want to keep their forests.¹⁷

DRC is likely one of the most interesting countries to implement REDD+ in, as it contains 13% of the world's forests. According to the Forest People's Programme (currently supported by Sweden), the DRC government has a strong will to implement REDD+. However, most people also understand the difficulties involved, as REDD+ will require baselines, robust data (which is a huge challenge), strong institutions to monitor and enforce regulation, control of financial flows and low corruption risks.

Utilising the forests for the benefit of the people, will require improved governance, including regulation, monitoring and enforcement, participation, transparency and accountability. While regulating industrial or large-scale logging will require strong government institutions at different levels, community management might be a way forward to regulate artisanal activities.

¹⁵ World Bank press release 14 May 2013

¹⁶ UNEP (2011)

¹⁷ Personal communication with Susanne von Walter, REDD+ expert on the Swedish Delegation to UNFCCC (6 September 2013).

4.2 Agriculture

In DRC, the food insecurity levels are alarming: while the population increased with 20% between 1995 and 2005, the agricultural output *decreased* by 25%¹⁸. DRC succeeded in reducing hunger by half, but the prevalence of underweight children increased.

Agriculture is one of the largest economic sectors in DRC, contributing with more than 44% of the GDP. Agriculture is often highlighted as both a growth sector and a sector that can contribute to a broad poverty reduction as many of the poor people (a majority of the Congolese women but also more than half of the men) are engaged in subsistence agriculture. However, the productivity is very low, also compared to other African countries.

There are various reasons for the low productivity, including the conflicts and insecurity, years of economic decline, displacement of people, lack of access to agricultural inputs, investments, markets, and credit. This is aggravated by environmental degradation, such as deforestation and soil erosion, which enhances people's vulnerability to other natural disasters, food insecurity and poverty, in a vicious circle.

4.3 Water and sanitation

Water is abundant in large parts of DRC, but the water is not easily accessible to the people. Also the water quality is inadequate. Access to water and sanitation is highlighted as a key aspect of both rural and urban poverty in DRC. Access to water and sanitation has strong gender implications, partly because it is mostly women (and children) that are responsible to collect water. Lack of sanitation facilities at school can also prevent girls from attending school, especially during menstruation. Many people lack any sanitary facility at all, and are forced to practice open defecation, with impacts on dignity, health, and security (especially women and girls).

Although the DRC is far from achieving the MDG 7 indicators on improved drinking water and sanitation, the large efforts haven't been superfluous: The DRC has provided improved water sources to 10 million people, or 16% of its population, since 1995.¹⁹ As data and statistics is a great challenge in DRC, the numbers should be treated with some care. Still, this is a remarkable progress, and can be compared with the 3 million people who have gained access to improved water since 1995 in Rwanda, a country expected to meet the MDG7 water target.

The health implications due to lack of water and sanitation are enormous in DRC, with impacts on e.g. morbidity, productivity, and child mortality.

4.4 Governance

In general, the institutional capacity at national and local level is very weak in DRC, and this is true also for environmental governance. DRC has started to develop legislation and institutions, but implementation and enforcement remains huge challenges.

The 2006 constitution and decentralisation laws of 2008 law make provisions for a decentralisation in DRC. A decentralisation process presents both opportunities and challenges for environmental management. Decentralisation presents a potential for increased efficiency, equity and accountability, when decision making is brought closer to the people. For instance, opportunities for local natural resource management, such as community forestry, can be enhanced.

¹⁸ UNEP (2011)

¹⁹ Unicef/WHO (2012)

However, the decentralisation is also associated with challenges. It is crucial that not only responsibilities, but also powers, capacities, and financial resources are delegated to the local level, and that the reform creates accountable and representative local institutions. If not, there is a risk for elite capture, increased inequity and loss of land and livelihoods, especially for the poor and marginalised.²⁰

Another challenge to governance, especially enforcement and accountability, is that there is currently a lack of data and statistics in DRC relating to environmental quality (water, air, land); neither are there any mechanisms for monitoring implementation or enforcement of legislation. The cross-cutting nature of environment, resilience and climate change, makes implementation particularly difficult. There is a need for robust data and ability to analyse it; political will and leverage to influence sector ministries' plans; as well as resources and capacity to support sector ministries in their environmental and climate change mainstreaming efforts.

4.5 Resilience

There is a multitude of perceptions and definitions of resilience, which has implications when translated into policy or action. Resilience can be seen as the opposite to vulnerability. One important aspect of the concept of resilience is that it is largely about 'adaptive capacities' – about managing change and eventually thrive. We understand that for Sida, resilience is more than 'to bounce back' to a pre-disaster state, but to also include the vision of continuing to develop – and be *ready for change*²¹.

Resilience often refers to intact ecosystems, a healthy and well educated population, and access to natural, economic and physical capital. A resilience approach requires more "cross-sector" planning and programming so several aspects of vulnerability are addressed in parallel. Annex 5 suggests some characteristics of a 'safe and resilient community', where individuals and the community are able to prepare, prevent, respond to and recover from shocks and stresses. The characteristics acknowledge the importance of assets and access to wider resources beyond the immediate control of the community.

Resilience can be seen as a *merger* between separate or overlapping 'agendas' that are often expected to be mainstreamed into the humanitarian and development work: disaster risk reduction (DRR), climate change adaptation (CCA), food security, environmental management and restoration (maintenance of ecosystem services), social protection etc. It serves as a unifying concept, and is useful because people experience their lives holistically: people live in complex, interconnected systems.

Using the entry value "*decreased vulnerability to climate change, environmental impact and natural disasters*" as a point of departure and considering the linkages between environmental degradation, disasters and vulnerability in DRC, the focus could be on ecosystem integrity, access to natural commons for vulnerable groups and tenure security, but also on improving adaptive capacities²²:

- i) Ecosystems can reduce *exposure* to natural hazards by acting as natural buffers and protective barriers. The forest, for instance, regulates water run-off and binds soil.
- ii) Intact ecosystems (e.g grasslands, forests or rivers) can reduce *vulnerability* by providing food, building materials, medicine and income.

²⁰ Meinzen-Dick et al. (2008); and Ribot (2004)

²¹ It should be noted that Sida does not have an official definition of resilience.

²² World Risk report (2012)

- iii) Ecosystems can enhance *coping capacity*²³ in the event of a disaster. For example, if supply lines are severed, food and fresh water can be obtained from the immediate environment when that environment is healthy and intact.
- iv) Ecosystems also directly influence *adaptive capacities*²⁴. When the environment is in good condition, there is a greater diversity of future planning options. For example, in deforested and environmentally degraded areas, the opportunities for diversified strategies for reducing future vulnerability are greatly reduced. It is much easier to manage to reduce future risks when your natural resources currently are viable and intact; your choices simply are greater.

5. Options and Issues for Sweden to consider

This section aims to prepare for the next step in the results strategy process and facilitate feasible and meaningful integration of environmental and climate change aspects, in a conflict sensitive manner. It thus begins to directly address aspects of Part 2 of our overall assignment, as an initial input and to provide a basis for consultations with Sida and the Embassy of Sweden (after which we will further develop this discussion accordingly).

One issue to consider is whether to address the MDG7 entry value in Sweden's new results strategy in terms of specific results for environmental sustainability, or whether instead to address it by integrating (or 'mainstreaming') it within other results areas. In sections 5.1 and 5.2 below we consider and briefly explore each of these possibilities in turn. Clearly, Sweden could feasibly choose a combination of both approaches

In each case, the possible options need to be considered in relation to the problems in the DRC outlined in sections 3.2, 3.3 and 4 above, and with particularly close attention to the key issues we raise in section 3.4. In this short Report it is not feasible to systematically explore all of these key issues and needs in relation to each possible option. Thus our approach is illustrative at this stage.

5.1 Option: Environmental Sustainability as a Distinct Results Area

Environment (including disaster risk reduction, ecosystem services and climate change) can be a results area in itself as well as integrated into other areas.

Environment as a sector

The environmental and natural resource authorities are central for *promoting the environmental agenda*, through, for example, developing enhanced policies, legislation/regulation, and dispute settlement mechanisms. There has been significant progress in the development of a modern legislative framework, including the framework law on the environment, sectoral laws on mining and forestry, as well as a series of other environmental laws (water resources, nature conservation and biosafety). However, the environmental legislation is piece-meal and poorly enforced.

There is a need to strengthen the role and capacity of the environmental ministry, in order to have a strong presence in the policy debate and budgetary negotiations in their countries.

²³ Coping capacity: to minimize negative impacts of natural hazards and climate change through direct action and the resources available. Coping capacities encompass measures and abilities that are immediately available to reduce harm and damages in the occurrence of an event.

²⁴ Adaptive capacities: attempting to address the negative impacts of natural hazards and climate change in the future. Adaptation is understood as a long-term process that also includes structural changes. It often includes aspects related to environmental status/ecosystem protection, education and research, gender equality, etc.

Furthermore, the capacity to effectively fulfil the environmental and natural resource regulatory authorities' core functions, such as permitting, licencing, compliance monitoring, and issuing of sanctions, needs to be strengthened. This can be done at the national, provincial or local level.

In practice, however, support for strengthening formal national or provincial environmental or natural resource state institutions and regulatory systems is unlikely on its own to significantly improve actual governance or practices on the ground in DRC. There are credible arguments that improvement of the national regulations and formal procedures are a necessary component in a long-term strategy, even though they are clearly not sufficient in the present context.

Perhaps a more attractive option would be to focus on supporting promising local or provincial initiatives for improved land, water, or forestry governance – in areas where there is a relatively enabling environment and where such initiatives promise to command serious support amongst at least a significant set of local and provincial stakeholders. Similarly, there may be opportunities to support promising initiatives to enhance constructive links between recognised informal/traditional natural resource management mechanisms and formal state mechanisms at local levels. Such relatively localised programmes would inevitably be relatively geographically limited, and thus apparently less ambitious, but they may be more feasible and effective overall – particularly in terms of outcomes for local communities.

In this context, it is important to note that the main mining and forestry laws, regulations, and institutions focus on industrial-scale production and do not effectively address small-scale and subsistence level activities by the majority of the population. This is a problem as the informal and artisanal activities are substantial in many areas. Support for programmes that focus on enhanced governance of local or small scale activities would thus be worth considering.

All of the general 'key issues' outlined in the first part of section 3.4 would be highly relevant for results areas and associated programmes focussed on environmental sustainability.

5.2 Option: Environmental sustainability mainstreamed as a cross-cutting or integrated issue

The second approach is to integrate, or mainstream, environmental sustainability goals within other results areas and programmes. There appear to be numerous potential options for doing so, particularly within the broad overall results areas of 'human security and livelihoods' and 'governance and human rights'.

Environmental sustainability is closely linked to other entry values, results areas and economic activities. Economic growth is often based on the utilisation of natural resources and pollution into the environment is often a consequence of economic activities. Therefore, it is crucial to integrate environmental concerns into all other activities, perhaps especially forestry, agriculture, and mining, in order to minimize the negative impacts and capitalise on the opportunities.

In order to fully integrate environmental and climate change aspects into core development priorities, also other key ministries (e.g. finance, economy, planning) are playing a crucial role. Strong evidence in support to benefits of environmental protection and greening the economy will help environmental authorities to get support. In order to generate such evidence, environmental authorities may need to start utilising tools for economic and social analysis of policies and reform processes.

The key issues identified for consideration in developing a new results strategy for the DRC – presented in section 3.2 above, have substantial implications for integrating environmental

sustainability concerns into other results areas – including addressing the challenges of effectiveness and conflict sensitivity in the context of wide insecurity, fragile institutions and bad, often predatory governance.

Although adding a strong environmental sustainability dimension to other results areas could in principle increase the political-economic sensitivity of the area, in practice this appears likely to be manageable – in the sense that programmes in sectors or cross-cutting issues such as forestry, agriculture, water and governance are in any case likely to be complex and challenging – and (as discussed in 3.2) imply a requirement for multi-dimensional engagement, to which environmental sustainability elements could contribute.

Environmental governance

Environmental sustainability could provide useful entry points for wider governance and human rights results areas. On the other hand, Issues like human rights and freedoms, improved policy and regulatory frameworks combined with control of corruption and improved law enforcement, are important for improving environmental outcomes. Identifying which are the most important governance measures for improved environmental outcomes requires a situation-specific analysis, and the results are highly dependent on the country or local context. All six of the World Bank's World Governance Indicators²⁵ for DRC are extremely low – well below the 10th percentile – illustrating the great needs of improved governance and the difficulties ahead. However, in general, improving integrity and fighting corruption is beneficial also for the environment.

Reducing vulnerability through support to forestry sector

A healthy forest provides essential goods and services that help reduce vulnerabilities. Intact forest ecosystems provide a multitude of benefits for all, but especially people living in poverty. For instance the forest provide food, building materials, medicine, provide a buffer against droughts and floods, protects the soil from being degraded.

According to the UN MDG-report 2013, African countries need to *develop, improve and implement* sustainable forestry policies with accompanying effective monitoring systems. Currently, forestry legislation is regulating industrial logging,

Implementation can be supported through active participation of communities in planning and monitoring.

Community forestry can be a road to supporting local people's access to the forest while at the same time preserving the resource from over extraction by unregulated artisanal logging and fuel wood collection. Developing management plans in close cooperation with the communities, improving monitoring and having a *present* forestry management (as opposed to the often *absent* forest management when led by national government), may be possible. Perhaps support could avoid the pitfalls of responsibilities without resources, elite capture, and unequal economic and social opportunities.

In principle, it appears to us that such a focus on community or participatory forest management initiatives or frameworks would have promising potential in the DRC context in relation to the key issues raised in section 3.2. These would provide a specific focus for developing appropriately multi-dimensional and conflict-sensitive programmes customized to specific contexts – on which efforts to develop good contextual understanding, multi-level facilitation and donor co-ordination could be focused.

²⁵ The six indicators are: 'voice and accountability' (8 of 100); 'political stability and absence of violence and terrorism' (2.4 of 100); 'government effectiveness' (1.9 of 100); 'regulatory quality' (5.7 of 100); 'rule of law' (1.9 of 100); and 'control of corruption' (3.3 of 100)

Improving resilience is also linked to enhanced capacities of institutions and individuals, and the meaningful participation of empowered stakeholders, whom are capable of processing information and have confidence to act on it.

The ongoing support to the Forest People's Program (FPP) has established a niche that fills a current gap in the REDD+ arena: the human rights and indigenous people's angle. The work done by FPP in DRC (and in many other countries) has influenced global discourse and the negotiations both in United Nations Framework Convention on Climate Change (UNFCCC) and in the Convention on Biological Diversity (CBD).

Job opportunities and improving livelihoods through support to agriculture

Improving agricultural productivity can be done through many different angles and approaches: For instance, tenure security will promote investments; access to credits, inputs and markets are likely to increase productivity. However, as the yields sometimes are minimised on purpose, in order to not attract the attention of armed forces, looters or criminals, improving security might be an important starting point.

Investments (both state- and private) in agriculture are low and much needed to promote a growth of the agricultural sector. Once investments are starting it will be important that there is capacity available to regulate and control the use of agro-chemicals, and instead promote sustainable agricultural practices.

The key issues raised in sub-section 3.2 are particularly significant for programmes relating to agriculture and rural livelihood development. Thus, it is particularly important in the DRC context to recognise the significance of local political-economic power structures, insecurity and access to justice as well as more 'traditional' aspects of agricultural development support. As noted earlier, for example, poor and vulnerable subsistence farmers and small traders may prefer to avoid accumulating wealth and resources for investment in better livelihoods in the context of insecurity and risks of expropriation.

This does not imply that programmes to support rural livelihoods including agriculture should not be a priority for Sweden – on the contrary. It implies the need for appropriately multidimensional conflict sensitive programmes designed to address the actual obstacles to development in the specific relevant contexts.

Enhancing Links between Formal and Informal Institutions and Activities

In the context of weak, corrupt or abusive formal institutions in the DRC, much of the population continues mainly to rely on informal systems. Until the overall context changes, and governance improves, it would not be reasonable to try to press people to use formal systems where they have preferred informal mechanisms available – for example in relation to justice, dispute settlement, and informal economic activities. However, there are nevertheless good reasons to prioritise improving the links between formal and informal systems, for example so that formal systems recognise some legitimate spheres of activity for informal dispute settlements, and so that obstacles are reduced to obtaining official registration (for example as an SME) where this is wanted.

The informal economy is estimated to be three times larger than the formal economy in DRC. Around 80-90% of the Congolese population is estimated to be engaged in the informal sector. This radical informalisation of the economy has had huge impacts on natural resources, including forests and minerals. Most people are “engaged in one-person survival – mode occupations that are largely dependent on natural resource extraction”²⁶. The artisanal

²⁶ UNEP (2011)

activities are strongly gendered, with women and children playing a prominent role. Women and children are therefore more susceptible to exploitative relationships.

There are emerging and rapidly evolving initiatives by the population to create entrepreneurial types of organisations in natural resource-based sectors, including forestry, mining, agriculture and fisheries. Emerging social economy organisations, however, are presently operating in a governance vacuum without the prerequisite legal sanction to safeguard and support their development. As a result, most social enterprises register as nonprofits. In this context, for example, Sweden may want to consider supporting UNEP in its activities to mobilise the social economy to create jobs and enhance sustainable growth.

Enhanced resilience to environmental degradation, climate change and natural disasters

Most examples and case studies from attempts to operationalize resilience has emerged and expanded from the DRR/CCA and food security areas, which may also be the most obvious entry points for a Sida focus.

However, the community level impact needs to be supported by higher level efforts to change the deep-rooted causes of vulnerability, including social, political and cultural inequalities etc. So policy dialogues, support to governance and political reforms as well as, for example, sector support to government agencies are important in establishing an 'enabling environment' for community resilience building.

Resilience at the 'country' and 'regional' levels can rather be considered a broad institutional capacity building and technical assistance in, for example: a) early warning systems and anticipatory disaster risk management, b) ensuring available and good quality education and health services, c) diversifying agricultural sector to adapt to more variable weather (CCA) and market conditions – including drought preparedness mechanisms etc., d) sustainable environmental management at watershed level (including trans-boundary collaboration), e) diversifying critical resource dependency in, for example, energy, agriculture and forestry sectors, f) long-term resource planning in water sector (i.e. sustainable water access/harvesting/conservation – not just over-utilising fossil aquifers), g) ensuring secure tenure (to women and men), h) providing an enabling environment, including institutions and governance mechanisms, to promote resilience.

Although strengthening resilience requires long-term engagement and investment, the concept of resilience should be applied during the bridge the humanitarian and development gap. It is possible to focus on one aspect of the wider resilience concept (e.g. one of the six characteristics in Annex 5). However, when doing so, it is important to coordinate with other donors and stakeholders in order to assess if the (Swedish funded) portfolio – when combined with other donor's support – contribute to meeting the most or all of the 6 characteristics of a safe and resilient community.

In the DRC context, efforts to support resilience need to take substantial account of governance, insecurity and conflict issues. In practice, several of the major factors that undermine resilience are associated with societal divisions, insecurity and risks (and processes) of violent conflict. Moreover, enhanced perceptions of security, improved conflict prevention capacities and confidence-building between communities, and measure to enhance access to non-violent dispute settlement mechanisms can all be expected to contribute to improved reliance against environment degradation and natural disasters.

In principle Sweden could specifically consider supporting results aimed at conflict prevention or peace-building objectives. However, since peace and security are not included amongst the entry values, the focus should probably instead be on ensuring conflict sensitivity of efforts to enhance resilience against environmental degradation, climate change or natural disasters. In practice, such efforts can be expected to offer many opportunities also to contribution to confidence-building and conflict prevention, which would need to be identified and pursued where feasible.

Within this framework, it is also important to engage with the agendas of the International Dialogue on PeaceBuilding and State Building (IDPS) – often referred to as the ‘New Deal’ process. This aims to develop international partnership and guidelines for enabling pathways out of fragility for conflict affected and/or fragile states, jointly involving fragile states themselves as well as OECD and ‘emerging’ industrial countries (G20 etc). This is an international dialogue process, but it is certainly relevant to DRC.

The IDPS has established five Peacebuilding and Statebuilding Goals (PSGs) relating to: legitimate politics; security; justice; economic foundations; and revenues and services. Several specific dimensions of each of these PSG have been agreed for focussed attention (such as ‘security conditions’, ‘capacity and accountability’ (of police and other legitimate security providers), ‘performance and responsiveness’ (of police and other legitimate security providers). Under PSG 4 (economic foundations), one specific dimension is ‘natural resource governance’, which is therefore particularly relevant for the purposes of this Report. A small number of internationally agreed indicators of performance have provisionally been agreed at an international level for this and every other dimension of a PSG. We recommend that Sweden aims to take explicit account of the relevant PSG ‘dimensions’ and indicators in its results proposal and strategy for co-operation with the DRC; including for the natural resource governance dimension. However, this does NOT imply that we recommend that Sweden should simply adopt the relevant IDPS indicators, which have been internationally negotiated for general purposes and may not be most appropriate in relations to Sweden’s aims and objectives in the DRC. Instead, it implies that Sweden should aim clarify and articulate the relationships and connections between its own proposed results and associated indicators and those from the relevant PSGs. This would be useful not only to clarify coherence between Swedens work in the DRCV and its role in the IDPS; but also to further support a framework for dialogue with DRC government, local partners and other donors about the ways in which specific areas of policy and programme support relate to the the wider overall objective of progressing on parthwyas towards reduced fragility in the DRC.

It is within this approach that we suggest that Sweden links engagement with the IDPS PSG goals with its cross-cutting efforts to promote conflict prevention, peace-building and security in the DRC. Thus, it is appropriate and potentially useful for Sweden to articulate its cross-cutting measurs to promote conflcit prevnetiona nd peace-building in terms of PSG goals and indicators – provided that the relations between these and more specific conflict risks and conflcit prevention opportunities in the DRC are clearly articulated and acted upon.

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Annex 1: Terms of references

Terms of Reference for providing input to Sida's preparation of a results proposal for the DRC: environmental sustainability

Background

The Government of Sweden has assigned the Swedish International Development Cooperation Agency (Sida) to develop a proposal for a Result Strategy for the Democratic Republic of Congo (DRC). The entry values²⁷ (*ingångsvärden*) outline the assignment for Sida in terms of 1) Purpose/incentive, 2) Focus and target groups, 3) Forms of cooperation, 4) Risk management, and 5) Volume.

Regarding focus and target groups (*Inriktning och målgrupper*), Sida is expected to submit a proposal for expected results within seven areas. One focus area is "Environmental sustainability (MDG 7) including decreased vulnerability towards climate change, environmental impact and natural disasters". Sweden's on-going development cooperation strategy with the DRC and country portfolio does not directly include environmental support. However, the portfolio consists of support to initiatives that address decreased vulnerability in relation to agriculture, forestry and economic development as well as programs towards improved governance in the natural resources sector (portfolio information will be shared separately). There is also an ambition to integrate environmental sustainability in the interventions. In addition, Sweden has a regional strategy that includes environment as a sector, which DRC partly benefits from (a summary will be shared separately).

The elaboration of the results proposal²⁸ has started with three main results areas as a working hypothesis: 1. Human security and livelihoods, 2. Democratic governance and human rights, and 3. Health. The Embassy of Sweden and Sida (hereafter referred to as Sida) are now specifically looking for help in interpreting the focus area on environmental sustainability.

Given the conflict- and post-conflict context of the DRC and that the Human Security Helpdesk has already been assigned (work on-going) to provide recommendations regarding the results proposal for the Great Lakes countries including the DRC, from a conflict sensitivity perspective, Sida is asking the Helpdesk for Environment and Climate Change and the Human Security Helpdesk to jointly perform the assignment. The Helpdesk for Environment and Climate Change has previously carried out environmental analyses and environmental impact assessments for Sida's DRC team (to be shared separately).

Description of the assignment

The main objective of the assignment is to provide analysis and recommendations for Sida on how to interpret the focus area on environmental sustainability in the elaboration of the results proposal. In brief, an answer to the question "What does/may it mean for Sweden?" shall be replied. The entry values as a whole, the country context, Sida's current engagement in the DRC, other known relevant initiatives and the combined skills by the two helpdesks are expected to feed into the analysis and recommendations. The assignment will directly feed into Sida's on-going development of the results proposal, but shall also have a forward-looking

²⁷ The attached version is unofficially translated and only for internal use.

²⁸ The two templates used for the results proposal are attached.

approach, i.e. based on findings and recommendations it may provide a starting point for further discussions, analyses and operationalization by the DRC team. It is central that the report is concise and as practical as possible in its nature. The assignment is in the form of a desk study.

Against the above, the two main specific tasks of the assignment are to:

1. Provide brief analysis of and highlight key aspects, opportunities and risks with regard to environmental sustainability (MDG 7) in the DRC.
2. Propose and briefly discuss tentative draft results areas and draft results, and if feasible and relevant, suggest indicators.

Time plan and reporting

The assignment shall begin as soon as possible. It is expected to take approximately 15 working days shared between the two helpdesks. Reporting is suggested as follows²⁹:

1. A proposed report outline shall be presented to Sida no later than 30 August. Feedback shall be given by Sida to find agreement, which will then guide the continued work on the assignment.
2. A draft report shall be presented to Sida no later than 12 September, 2013. Sida will provide comments and feedback on the report as agreed.
3. After Sida's comments, a final report shall be submitted to Sida no later than 26 September, 2013.

The final report shall not exceed 15 pages, but may be shorter. When applicable, the report shall make reference to where information has been derived from, i.e. include footnotes. An executive summary may be included if found relevant.

Attachments:

1. Entry values (unofficial translation).
2. Draft template *Underlag till resultatförslag för utvecklingssamarbetet med X 2XXX-2XXX*.
3. Draft template *Resultatförslag för utvecklingssamarbetet med X 2XXX-2XXX*.

²⁹ Dates are preliminary and may be revised throughout the process, given that the Embassy and Sida will concurrently write on the results proposal and must adjust to that time schedule, which is still tentative.

Annex 2: Millennium Development Goals

Millennium Development Goals

 1 Eradicate extreme poverty and hunger	 5 Improve maternal health
 2 Achieve universal primary education	 6 Combat HIV/AIDS, malaria and other diseases
 3 Promote gender equality and empower women	 7 Ensure environmental sustainability
 4 Reduce child mortality	 8 Develop a global partnership for development

MDG 7 – Targets and indicators

Targets	Indicators
<p><u>Target 7.A:</u> Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources</p> <p><u>Target 7.B:</u> Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss</p>	<p>7.1 Proportion of land area covered by forest</p> <p>7.2 CO2 emissions, total, per capita and per \$1 GDP (PPP)</p> <p>7.3 Consumption of ozone-depleting substances</p> <p>7.4 Proportion of fish stocks within safe biological limits</p> <p>7.5 Proportion of total water resources used</p> <p>7.6 Proportion of terrestrial and marine areas protected</p> <p>7.7 Proportion of species threatened with extinction</p>
<p><u>Target 7.C:</u> Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation</p>	<p>7.8 Proportion of population using an improved drinking water source</p> <p>7.9 Proportion of population using an improved sanitation facility</p>
<p><u>Target 7.D:</u> By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers</p>	<p>7.10 Proportion of urban population living in slums</p>

Annex 3. Entry values for the results proposal for the DRC (in Swedish)

Swedish

Inriktning och målgrupper. För att bekämpa de underliggande orsakerna till konflikten i östra DRK och bidra till en hållbar tillväxt som skapar förutsättningar för fattiga människors förmåga att förbättra sina levnadsvillkor, ska Sida lämna förslag på förväntade resultat inom följande områden:

- Förbättrad barna- och mödrahälsa (MDG 4 och 5) inklusive förbättrad tillgång till SRHR och minskat sexuellt och könsrelaterat våld
- Miljömässig hållbarhet (MDG 7) inklusive minskad sårbarhet för klimatförändringar, miljöpåverkan och naturkatastrofer
- Ökade möjligheter för kvinnor och unga att erhålla yrkesutbildning samt att starta och driva produktiva företag
- Förbättrad tillgång till produktivt arbete, t.ex. inom jordbruk och skogsbruk
- Utveckling av demokratisk samhällsstyrning inklusive ökad rättstrygghet
- Minskad korruption

English (unofficial translation)

Entry values for Sida's preparation of a results proposal for Sweden's development cooperation with the Democratic Republic of Congo 2014-2018

Focus and target groups

- Improved child and maternity health (MDG 4 and 5), including increased access to SRHR and decreased sexual and gender based violence
- Environmental sustainability (MDG 7) including decreased vulnerability towards climate change, environmental impact and natural disasters
- Increased opportunities for women and youth to receive vocational training including to start and to run productive companies
- Improved access to productive work, for example within agriculture or forestry
- Development of good governance including improved rule of law
- Decreased corruption
- Strengthened opportunities for individual citizens to assert their human rights with focus on the civil and political rights.

Annex 4. Summary of key environmental problems, drivers and impacts in DRC

Environmental problem	Description	Drivers	Impacts
Deforestation and loss of ecosystem services	Deforestation is linked to e.g. loss of food, energy, building materials, water regulation and purification, carbon sequestration, breeding grounds, etc.	<ul style="list-style-type: none"> - Fuel wood and charcoal collection - Agriculture (slash-and-burn) - Artisanal logging (75% of total timber exports) - Road infrastructure in previously pristine areas - Artisanal mining - Ad-hoc settlement 	<ul style="list-style-type: none"> - Food insecurity - Loss of income - Loss of safety nets in hard times - Floods and droughts, - Loss of climate regulation (local and global) - Lost potential of carbon sequestration and carbon funding
Loss of biodiversity	DRC ranks fifth in the world for plant and animal diversity and it contains more natural World Heritage sites than the rest of Africa combined.	<ul style="list-style-type: none"> - Loss of habitat/deforestation - Poaching - Unregulated hunting/fishing - Fragile peace and weak state - Ad-hoc settlements 	<ul style="list-style-type: none"> - Food insecurity - Loss of safety nets in hard times - Increased vulnerabilities to pests, natural hazards, etc.
Land degradation	Mainly soil erosion	<ul style="list-style-type: none"> - Mining and agriculture (slash-and-burn) - Ad-hoc settlements/ densely populated areas - Fuel wood collection and informal logging - Land slides and flooding - Poor land use practices 	<ul style="list-style-type: none"> - Reduced agricultural productivity - Food insecurity - Flood sediments and pollution
Water quantity and quality	Water is abundant in DRC but access to water is low. Coverage is low and unequal Water quality is inadequate.	<ul style="list-style-type: none"> - Poor construction and maintenance of water sources - Lack of sanitation and waste water treatment - Inadequate protection of sources - Inadequate solid and hazardous waste management - Mining (e.g. mercury) - Agriculture 	<ul style="list-style-type: none"> - Water borne and vector borne diseases (cholera, malaria, etc.) - Food insecurity - Reduced productivity and loss of income - Lack of dignity - School drop-outs (esp. girls)
Pollution	Out-door air pollution a local health risk in urban areas. Indoor air pollution.	<ul style="list-style-type: none"> - Mining and industrial activities - Old vehicles, bad roads - Biofuel for cooking 	<ul style="list-style-type: none"> - Intoxication, - Loss of biodiversity - Health problems (particularly for women, children and elderly) - Food and water contamination
Natural disasters	DRC is very vulnerable to natural hazards (drought, floods, and landslides, local earth quakes), due to low coping and adaptation capacities, especially in IDP camps and urban areas.	Environmental degradation (e.g. deforestation and inappropriate agricultural practices) is frequently an underlying factor.	<ul style="list-style-type: none"> - Loss of biodiversity - Health problems (particularly for women, children and elderly) - Food and water contamination
Climate change	<ul style="list-style-type: none"> - DRC contributes little to global GHG emissions, but are vulnerable to the potential impacts - Rainfall variability (droughts and floods) - Soil structure, fertility and quality affected 	<ul style="list-style-type: none"> - GHG emissions globally, - Limited carbon sequestration (including in DRC) 	<ul style="list-style-type: none"> - Resource scarcity - Food insecurity - Decreasing livelihood opportunities.

Sources: UNEP (2011) and Ölund Wingqvist (2008)

Annex 5. Characteristics of a safe and resilient community

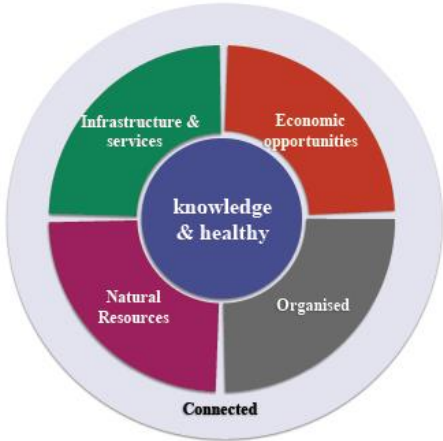
The Characteristics of a Safe and Resilient Community

A safe and resilient community...

1. **...is knowledgeable and healthy.**
It has the ability to assess, manage and monitor its risks. It can learn new skills and build on past experiences
2. **...is organised.**
It has the capacity to identify problems, establish priorities and act.
3. **...is connected.**
It has relationships with external actors who provide a wider supportive environment, and supply goods and services when needed.
4. **...has infrastructure and services.**
It has strong housing, transport, power, water and sanitation systems. It has the ability to maintain, repair and renovate them.
5. **...has economic opportunities.**
It has a diverse range of employment opportunities, income and financial services. It is flexible, resourceful and has the capacity to accept uncertainty and respond (proactively) to change.
6. **...can manage its natural assets.**
It recognises their value and has the ability to protect, enhance and maintain them.

These *characteristics* recognise the importance of human health and well-being and also individual knowledge and awareness as central to the ability of households individually and collectively to be able to prepare, prevent, respond to and recover from shocks and stresses. Secondly, they acknowledge the importance of assets and access to wider resources beyond the immediate control of the community.

Figure A. The six characteristics of a safe and resilient community



Source: Arup (2011)