



Standard Project Report 2015

World Food Programme in Congo, Democratic Republic of the (CD)

Strengthening Food Security Cluster Coordination in the Democratic Republic of Congo

Reporting period: 1 January - 31 December 2015

Project Information	
Project Number	200661
Project Category	Single Country Special Operation
Overall Planned Beneficiaries	N/A
Planned Beneficiaries in 2015	N/A
Total Beneficiaries in 2015	N/A

Key Project Dates	
Project Approval Date	March 03, 2014
Planned Start Date	March 01, 2014
Actual Start Date	March 01, 2014
Project End Date	February 29, 2016
Financial Closure Date	N/A

Approved budget in USD	
Food and Related Costs	N/A
Capacity Dev.t and Augmentation	2,067,095
Direct Support Costs	588,873
Cash-Based Transfers and Related Costs	N/A
Indirect Support Costs	185,918
Total	2,841,886

Commodities	Metric Tonnes
Planned Commodities in 2015	0
Actual Commodities 2015	0
Total Approved Commodities	N/A

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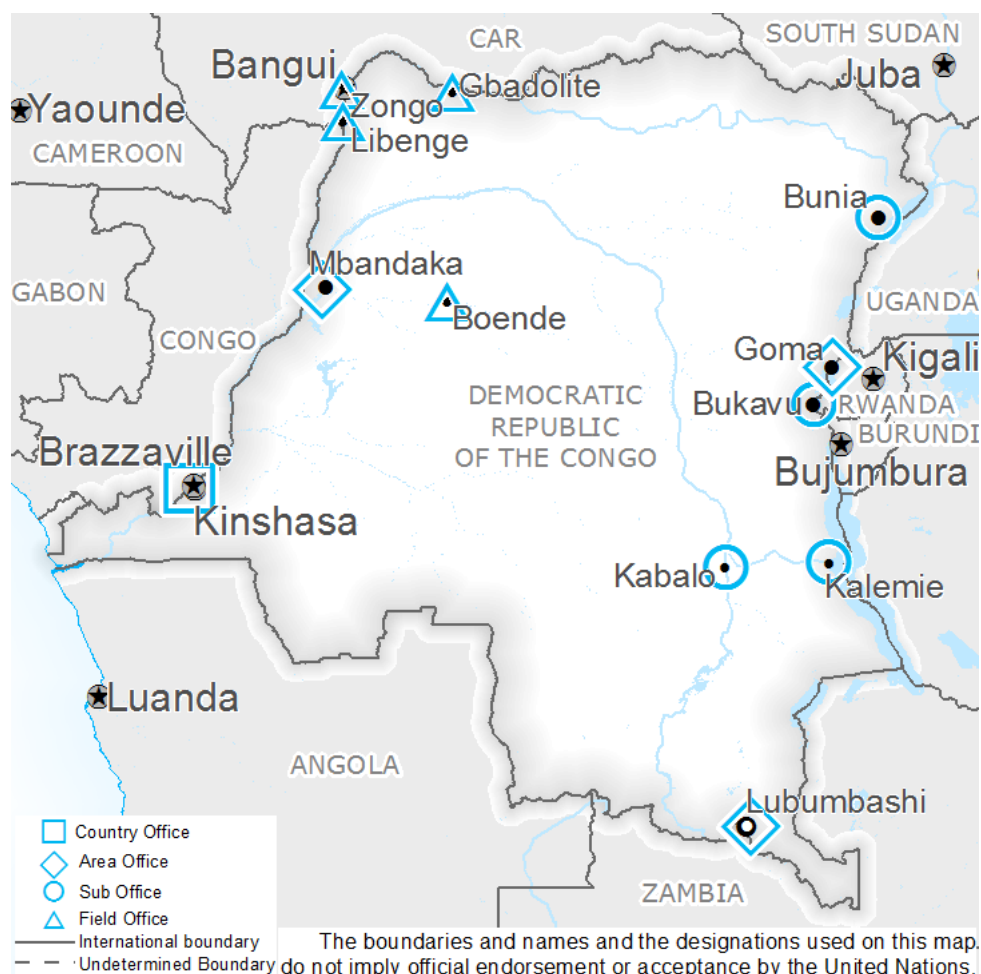
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COUNTRY OVERVIEW



Country Background

The Democratic Republic of Congo (DRC) is Africa's second largest country and has a population of nearly 70 million people. Due to its rich and fertile soil, agriculture is the primary rural economic activity. However, the nation has a food production deficit estimated at 30-40 percent. Seventy percent of the population lives below the poverty line and lacks access to adequate food. Although rich in natural resources, including minerals and the world's second largest rainforest, DRC ranks 176th out of 188 countries on the 2015 UNDP Human Development Index and 173rd out of 177 countries on the 2015 Fund for Peace Failed States Index. WFP designated DRC a Level 2 response emergency in December 2013.

In the context of a steady deterioration of the political, economic, social and security situation in the country over the past 25 years, the government has been unable to maintain roads, most of which have fallen into a state of serious disrepair. In the entire province of Tanganyika for example, only 10km of road is paved. The extremely poor conditions of road, bridge, and airstrip infrastructure is identified by the humanitarian community as one of the main obstacles to the effective delivery of relief to vulnerable populations in the country.

Health and nutrition indicators highlight other areas of concern. The national global acute malnutrition (GAM) rate is on average 10.7 percent, with some territories having GAM rates above the emergency threshold of 15 percent. About 43 percent of children under the age of 5 are chronically malnourished (stunted). Life expectancy is 50 years. Some 4.5 million people in DRC are currently in a situation of acute and livelihood crisis in conflict affected Eastern provinces.

A country plagued by decades of conflict, DRC continues to see conflict between the DRC armed forces, supported by the MONUSCO's Force Intervention Brigade (FIB), and between 40 and 70 armed groups who also routinely fight each other. The conflicts are fueling repeated and large scale displacements as well as widespread human rights abuse and exactions. There are currently 1.6 million displaced people in the DRC, including 744,000 IDPs in the province of North Kivu alone, and more than 900,000 former IDPs who are returning to their areas of origins. In addition, close to 496,000 people live outside the country as refugees.

DRC also hosts refugees from neighboring countries. Following an upsurge of violence in the Central African Republic (CAR) in late 2012, DRC saw an influx of refugees in February 2013 and later, mainly to Equateur and Orientale provinces. Currently, DRC is hosting more than 105,000 refugees from CAR alone and around 18,000 refugees from Burundi, following the political unrest in the country in 2015.

The ongoing instability caused by Ugandan Allied Democratic Forces (ADF) in North Kivu, the resurgence of the Lord Resistance Army (LRA) in Ituri, Bas Uele and Haut Uele provinces, and the reluctance of Rwandan Democratic Forces for the Liberation of Rwanda (FDLR) in North and South Kivu provinces to disarm and adhere to the Disarmament, Demobilization, Repatriation, Reintegration and Resettlement process – all continue to have a destabilizing impact, threatening peace and security in the Great Lakes region and beyond.

In all projects, WFP incorporated strategies to support gender equality. Particular attention was placed on mitigation factors to reduce the risk of sexual and gender-based violence, a continuing problem in the country. WFP's operations in DRC contribute to the Millennium Development Goals (MDGs) 1 (eradicate extreme poverty and hunger), 2 (achieve universal primary education), 4 (reduce child mortality) and 6 (combat HIV/AIDS, malaria and other diseases). WFP's programmes supporting these MDGs yielded positive results with considerable progress registered particularly on MDGs 2 and 6. DRC is on the track with the other two MDGs (1 and 4), even though much effort still needs to be made to counter the disastrous impact of poverty and lasting conflict on the population.

Summary Of WFP Assistance

WFP's portfolio in DRC in 2015 included a protracted relief and recovery operation (PRRO) 200540, an emergency operation (EMOP) 200799, four special operations (SO) 200661, 200747, 200789 and 200864 and two immediate response operations (IR) 200854 and 200856. Following the closure of PRRO 200167 and EMOP 200480 in June 2013, WFP launched a 30-month (July 2013 to December 2015) PRRO 200540 to continue relief and recovery activities. This PRRO provided life-saving food assistance for internally displaced people, refugees and food insecure vulnerable people in conflict affected areas. This was done through general food distribution, treatment and prevention of acute malnutrition, emergency school feeding and nutritional support to people living with HIV. Recovery activities supported the return of displaced people to their areas of origin essentially through food assistance for assets and school feeding.

Strategically, given the huge humanitarian needs in the DRC and limited resources available, the country office, with HQ and Regional Bureau support, conducted a prioritization exercise in early 2014 which led to a reduced geographical scope for the PRRO in line with WFP's revised priorities in DRC. Informed by consultations with donors, partners and stakeholders, the prioritization focused on addressing the acute needs of conflict affected populations in the eastern part of DRC (including former Katanga, North and South Kivu, and former Orientale Provinces) and of the refugees from Central African Republic (CAR) in former Equateur Province in the West. In addition to the geographical re-focusing, WFP also prioritized its activities to achieve its objectives: relief assistance to IDPs and refugees using the most efficient and effective combination of transfer modalities (cash or vouchers and food distributions); refocused school feeding in emergency and transitional contexts, treatment of moderate acute malnutrition (MAM) in priority areas, prevention of acute malnutrition in areas where Global Acute Malnutrition (GAM) exceeds 15 percent and support to people returning to areas of origin through food assistance for assets intervention.

To address logistical challenges in the provision of humanitarian assistance in DRC, mainly caused by poor infrastructure and lack of access, WFP implemented SOs 200747, 200864 and 200789. Through these operations, WFP provided support to logistics services and also managed the UNHAS aviation service for the humanitarian community. Through the SO 200661, WFP supported the Food Security Cluster in the coordination of food security responses to displaced people and the optimization of collaboration with UN agencies, NGOs, donors and other stakeholders. In 2015, the Purchase for Progress (P4P) project post-pilot phase 2015 - 2017 continued in Bikoro (Equateur) and Kabalo (Tanganyika) territories to consolidate interventions in those two provinces. The project also explored the possibilities to expand to the Eastern provinces of North Kivu and South Kivu. The project's aim is to revive the agricultural sector in the country, and enhance the ability of small scale farmers to connect to these markets.

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Beneficiaries	Male	Female	Total
Children (under 5 years)	128,569	148,836	277,405
Children (5-18 years)	285,729	323,629	609,358
Adults (18 years plus)	168,508	316,796	485,304
Total number of beneficiaries in 2015	582,806	789,261	1,372,067

Distribution (mt)						
Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Single Country IR-EMOP	243	16	74	4	3	340
Single Country PRRO	31,125	2,680	8,980	5,024	504	48,312
Total Food Distributed in 2015	31,368	2,695	9,054	5,028	507	48,652

OPERATIONAL SPR

Operational Objectives and Relevance

Eastern DRC and the former province of Katanga in the south remain in the midst of a complex and protracted humanitarian crisis, currently affecting some 1.6 million internally displaced people (IDPs). Armed conflicts continued throughout 2015, prompting new displacements in the provinces of North Kivu, South Kivu and Ituri. According to OCHA, in a report released in September 2015, the number of people who have returned home has significantly decreased over the last 18 months as a result of unabated and pervasive insecurity. Additionally, since the start of political unrest in Burundi in April 2015, some 19,000 new Burundian refugees have been registered in South Kivu alone.

This instability has resulted in disrupted livelihoods and continuing food insecurity. The October 2015 Integrated Food Security Phase Classification (IPC) analysis estimated some 4.5 million people as acutely food insecure across 25 territories.

The complexity of the operational context in DRC, including the vastness of the country, poor infrastructure and limited access, requires strong coordination among stakeholders to ensure an efficient, appropriate and rapid response to meet the needs of the most vulnerable.

The Food Security Cluster (FSC), established with the Cluster System by the Inter-agency Committee in 2005, is a coordination tool operating both at national and provincial levels, with teams in both Kinshasa and in the field (North Kivu, South Kivu, Orientale, Katanga and Maniema) coordinating activities. Co-led by WFP and FAO, the FSC is one of the main platforms in the country for the support of effective humanitarian assistance. The FSC strategy, activities and budgets are an integral component of the DRC Humanitarian Action Plan (HAP).

The FSC has the following objectives: support service delivery, facilitate well-informed strategic decision-making of the Humanitarian Coordinator / Humanitarian Coordinator Team (HC/HCT) for humanitarian response, foster strategic planning and development; advocacy; monitoring and assessment; and contingency planning.

These activities were funded until 2011 through the UN Pooled Fund; however, since then funding has declined, resulting in a gradual reduction of its effectiveness and an increasingly disharmonized food assistance sector, in turn delaying the humanitarian response to the most vulnerable populations.

To address these issues, Special Operation 200661 was launched in 2014 to strengthen FSC coordination in DRC and to reposition the FSC at the core of humanitarian response coordination mechanisms. This project has since been extended to 29 February 2016.

The objectives of this Special Operation are aligned with WFP Strategic Objective 1 to “save lives and protect livelihoods in emergencies.”

Results

Outputs

In addition to the two cluster field-based provincial coordinators recruited in August 2014, two additional staff were recruited in 2015: an information manager (IM) and an expert to review targeting approaches country-wide. As a result of the recruitment of the IM officer, an online web-based information platform for DRC has been set up and will be rolled out in 2016. Some 153 partners were trained in Kinshasa, Goma, Lubumbashi, Punia, Bukavu, Uvira and Bunia on how to use the tool for reporting food security information.

The cluster pursued implementation of recommendations of the workshop held between the FSC and the Rapid Response to Population Movement (RRMP) in August 2014, with a specific focus on joint monitoring of alerts on new displacements, mapping food security actors to avoid gaps and overlaps in interventions, and harmonizing assessment tools and methodologies. (RRMP is a UNICEF-led assessment and response tool that focuses on the non-food items of newly-displaced people.) In areas where the RRMP is present, WFP and FAO, as FSC co-leads, are automatically members of the RRMP steering committee which ensures the cluster accesses results and alerts and multi-sectorial assessments in real time. Two food security indicators, the food consumption score (FCS) and the short coping strategy index (CSI), have been included in the questionnaire of the multi-sector assessment

(MSA) conducted by the RRMP. This means the FSC has the advantage of rapidly collecting information on the food security status of the newly displaced people and deciding if to intervene whenever a new displacement occurs. Where the RRMP is not present or cannot respond rapidly to an alert, the FSC actions its own mechanism through the third part monitoring partnership aimed at conducting rapid assessments and vulnerability surveys.

Capacity building is a core activity. In 2015, the FSC continued the trainings commenced in 2014 to enhance FSC and RRMP members' capacity in various areas of food security interventions. A total of 465 persons from 440 national and international organizations were trained in food security assessments (data collection and analysis of key indicators), project design and management, early recovery and resilience, market and price analysis, information management, Integrated Food Security Phase Classification (IPC) level 1 and protection mainstreaming in food security interventions. More people were trained than planned due to increased attendance at FSC meetings throughout the year and increased interest.

Following the deterioration of the security situation in North Kivu, South Kivu and Orientale, several alerts were shared with FSC members. In order to harmonize the members' views for each alert, the provincial food security clusters held several more meetings than planned.

Only one IPC analysis workshop against the two planned was held in October 2015; this was due to the delay in securing the required funding. This also resulted in only one IPC map being produced rather than two as planned. The IPC analysis was integrated in the Humanitarian Needs Overview (HNO) and constitutes the basis to estimate statistics of populations affected by food insecurity in DRC, and is included in the 2016 Humanitarian Action Plan (HAP). The IPC map is adopted by most organizations to target areas for food security interventions.

Output	Unit	Planned	Actual	% Actual vs. Planned
SO1: Special Operation (Cluster)				
Number of field coordination meetings convened	instance	60	70	116.7
Number of humanitarian information-sharing platforms (web-based) that "pick up" Logistics Cluster produced material	information-sharing platform	1	1	100.0
Number of information management products produced and shared, including bulletins, maps, guidance documents, and other logistics information	item	2	1	50.0
Number of national coordination meetings convened	instance	12	12	100.0
Number of partner organizations participating in the cluster system nationally	agency/organization	30	30	100.0
Number of staff trained	individual	450	465	103.3

Outcomes

The overall objective of Special Operation 200661 is to strengthen FSC coordination, particularly in conflict-stricken provinces with displaced populations in order to revitalize livelihoods and improve food security.

The revitalization of cluster activities was initiated in 2014 through the establishment of a coordinator of the cluster in Goma in the east, and 2015 saw the continued improvement of FSC functioning at provincial levels, for example in Lubumbashi in the south-east. In these areas, regular coordination meetings for information sharing continued and attendance at meetings increased as cluster members who had stopped attending started to return.

The collaboration with the RRMP, both in monitoring alerts and the conduct of emergency assessments, has continued to improve, thereby increasing the flexibility of the cluster in responding to any new displacements.

Information management has been reinforced through the establishment of the online information tool which will improve FSC members' access to information. The regular mapping of roles and responsibilities through coordination meetings has also helped FSC members to understand and work to fill gaps in certain areas of the country, which will in turn enhance FSC interventions in areas where improved or increased humanitarian

assistance is needed, such as Maniema.

FSC members' capacity in food security assessment was enhanced through regular trainings in various areas, including assessments and data analysis, information management, cash & vouchers, IPC analysis and protection mainstreaming.

Sustainability, Capacity Development and Handover

Sustainability of results will be achieved through the development of the capacity of cluster members, particularly national NGOs and government counterparts. In 2015, at field level, 62 people from 59 national and international organizations were trained on protection mainstreaming in food security interventions, including trainings on the “do no harm” principle, and how to ensure the protection of the most vulnerable, including the disabled and unaccompanied children. This training complemented security and safety measures already included in FSC guidelines.

The FSC has continued to encourage the capacity building of line ministry staff, including the Ministries of Agriculture, Planning (National Statistics Institute) and Health (National Programme of Nutrition, or PRONANUT) as well as that of national NGOs through their active participation in IPC workshops, trainings and analysis. In 2015 the Ministry of Agriculture, with the support of FAO and WFP, led the IPC exercise that aimed to provide the country with a livelihood zone mapping, with the technical support of FEWSNET (the Famine Early Warning System network).

Capacity building of government line ministries and national NGOs (Heal Africa, Congo Amkeri, Agir Ensemble, CARITAS, GRACE) is a positive output which can contribute to the eventual handover of food security activities to national actors. However, the government currently remains unable to absorb food security activities. Partnership and capacity building, particularly with government specialized agencies such as the National Institute of Statistics (INS), the National Service of the Agricultural Statistics (SNSA) and the National Programme of Nutrition, will therefore continue in 2016.

Management

Partnerships

WFP and FAO, as co-leads of the FSC, worked closely throughout the year. FAO is also working closely with the Ministry of Agriculture and NGOs in needs assessments and the implementation of food security projects.

Letters of agreement were signed between WFP and the government through the Ministries of Agriculture and the Ministry of Planning for the implementation of several food security assessments, including an emergency food security assessment in the former Orientale province, food security monitoring system (FSMS) surveys in the Katanga province and South Kivu, and post distribution monitoring (PDM) surveys in the former Katanga and Orientale provinces. A partnership agreement was signed between WFP and the Rural Development Inspection (IDR) of the Ministry of Agriculture and Rural Development, and the Service of Social Affairs for implementation of the smallholder value chains development programme.

Field Level Agreements (FLA) were signed between WFP and 53 NGOs (34 national and 19 international) to implement food distributions and/or conduct needs assessments, targeting and PDM surveys.

An agreement was signed with the Red Cross and Red Crescent Movement to implement food distribution activities, and WFP also signed a Memorandum of Understanding (MOU) with UNHCR/IOM for the implementation of a vulnerability survey in displacement sites in North Kivu. The FSC attended various humanitarian fora under the leadership of OCHA, including inter-cluster meetings and meetings of the Humanitarian Country Team.

Partnership	NGO		Red Cross and Red Crescent Movement	UN/IO
	National	International		
Total			1	3

Lessons Learned

The difficult operational context in DRC means the majority of vulnerable groups are located in areas with limited access. In February 2014, under PRRO 200540, DRC adopted the mVAM platform (an innovative tool which enables monitoring the food security of displaced households through remote collection of data via mobile phones) through a pilot in North Kivu. The success of this approach means it is now ready to be rolled out in other provinces. Given that humanitarian access, particularly to newly displaced populations, is a key hindrance to an agile and effective FSC, use of the mVAM tool provides a valuable opportunity for FSC members to monitor the food security of hard-to-reach IDPs, and in the future to fill gaps in market data that the FSC relies on for analysis.

Similarly, cash-based transfers (CBT) have been used as an assistance modality in DRC since 2010 under PRRO 200540, currently implemented in North Kivu, South Kivu, Orientale and former Katanga provinces. Implementation to date as shown the use of CBT has resulted in the improved food security of the beneficiaries while having no inflationary impact on local markets. This approach is now at a point where expansion is possible. The FSC, as a coordinating body, aims to ensure all cluster members use the same standards in implementing assistance in, for example, determining the value of the cash or voucher transfer. The success of the modality in DRC and the need to further harmonize FSC member activities led, in 2015, to the recruitment of a person to work with FSC members in harmonizing the various practices being used in this area.