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Operational Matters

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Draft Democratic Republic of the Congo Interim Country Strategic Plan (2018–2020)

Duration	1 January 2018–31 December 2020
Total cost to WFP	USD 600,142,124
Gender and age marker*	2A

*<https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>.

Executive summary

Instability and insecurity remain major challenges in the Democratic Republic of the Congo. The country's main macroeconomic indicators have trended downward in recent years while the prevalence of food insecurity and malnutrition is high across much of the country.

Low-level conflicts persist in various parts of the country, resulting in a protracted humanitarian crisis. There are 3.7 million internally displaced persons in the country, which also hosts around 468,000 refugees from neighbouring countries. In addition, more than 475,000 of the country's nationals are refugees outside the country.

Estimated average daily energy consumption is less than 1,500 kcal per person per day – well below the threshold of 2,100 kcal. Malnutrition among children under 5 is high, with 43 percent stunting and 8 percent wasting. A cost-of-hunger study carried out in 2016 estimated the growth penalty associated with undernutrition at 4.6 percent of gross domestic product, equivalent to USD 1.7 billion.

Constrained access to social services limits growth and well-being in the country; this is compounded by gender disparities. In 2016, the country ranked 176th out of 188 countries on the Human Development Index, with women scoring 17 percentage points below men. The country also ranked 153rd out of 159 countries on the Gender Inequality Index.

Through this interim country strategic plan, WFP will maintain its capacity to respond to large-scale displacement and other shocks while pursuing long-term recovery and resilience and addressing the underlying causes of food insecurity and malnutrition. Collaboration with national actors and

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government institutions will continue to enhance their capacities in respect of disaster risk management and emergency preparedness. The United Nations Humanitarian Air Service and the provision of logistics services to the humanitarian community will continue.

WFP aims to contribute to five strategic outcomes under the interim Country Strategic Plan:

- Strategic outcome 1: Targeted food-insecure populations affected by shocks are able to meet their basic food requirements in times of crisis.
- Strategic outcome 2: Food-insecure and vulnerable populations in conflict-affected areas have improved nutritional status in line with national protocols by 2020.
- Strategic outcome 3: Smallholder farmers and vulnerable communities in targeted and crisis-prone areas, especially in eastern parts of the country, enhance their productive livelihoods and improve their food security and resilience by 2020.
- Strategic outcome 4: National institutions have strengthened capacity to reduce food insecurity and malnutrition and respond to shocks by 2020.
- Strategic outcome 5: The humanitarian community has the capacity to respond to shocks through strategic partnerships by 2020.

The main stakeholders include the Government, on whose behalf the planned activities will be undertaken, and vulnerable and food-insecure individuals, who are the intended beneficiaries. Other actors include United Nations agencies, the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo, the donor community, organizations fostering gender equality and women's empowerment, non-governmental organizations and civil society.

This interim country strategic plan operationalizes WFP's Strategic Plan (2017–2021), contributing to Strategic Results 1, 2, 3, 5 and 8.

It is also consistent with the Government's draft national Five-Year Plan (2017–2021), which includes targets related to reducing hunger and malnutrition.

Draft decision*

The Board approves the Democratic Republic of the Congo Interim Country Strategic Plan (2018–2020) (WFP/EB.2/2017/7-B/3/DRAFT) at a total cost to WFP of USD 600,142,124.

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

1. Country analysis

1.1 Country context

1. The Democratic Republic of the Congo (DRC) ranked 7th of 178 countries on the 2017 Fragile States Index, placing it in the highest category of risk (“very high alert”) and reflecting ongoing widespread conflict and insecurity. Presidential and parliamentary elections planned for 2016 have been delayed, which has contributed to ongoing political instability.
2. DRC is the second largest country in Africa, covering 2.34 million km², with a population estimated at 71 million people.¹ In the late 1980s, the country’s economy collapsed, which particularly affected the agricultural sector. The situation worsened when conflicts broke out in the 1990s as successive waves of violence led to mass displacements and the destruction of infrastructure.
3. There has been an integrated United Nations mission in the DRC since 1999. The current mandate of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO)² was recently extended until 31 March 2018.
4. DRC is still recovering from a prolonged period of economic and social decline associated with two decades of conflict. Low-level conflicts persist in parts of the country, leading to continued localized displacement and economic disruption. WFP classifies the country as experiencing a Level 2 emergency. The recent crisis in the Kasai region has displaced more than 1.3 million people, bringing the total number of internally displaced persons (IDPs) in the country to 3.7 million.³ More than 475,000 DRC nationals are refugees outside the country, including more than 30,000 recent arrivals in Angola as a result of the Kasai crisis. In addition, the country hosts nearly 468,000 refugees from neighbouring countries including Burundi, the Central Africa Republic, Rwanda and South Sudan.⁴ Since May 2017, more than 30,000 new refugees from the Central African Republic have arrived in the country’s north-western provinces.
5. In 2016, DRC ranked 176th of 188 countries on the Human Development Index,⁵ with women scoring 17 percentage points below men. Per-capita expenditures on social services, including health and education, are below average for sub-Saharan Africa.⁶ This is a major constraint on the reduction of poverty and inequality.
6. The most recent Gender Inequality Index ranked DRC 153rd of 159 countries.⁷ Labour force participation rates for men and women are roughly equal (70.5 percent for women and 71.8 percent for men), but there is a significant difference in educational attainment. Among adults 25 and older, only 14.5 percent of women have at least some secondary education as opposed to 35 percent of men.
7. Although they produce 75 percent of the food in rural areas, women have limited access to land, with the best land usually controlled by men.⁸ The 1987 Family Code required women to secure their husband’s permission to purchase land and open bank accounts. While the law has been amended, in practice women still face significant challenges in this area.

¹ National Institute of Statistics, Statistical Yearbook 2014, Social and demographic statistics.

² MONUSCO is an extension of the previous United Nations Organization Mission in the Democratic Republic of the Congo (MONUC). The name of the mission was changed in 2010 to reflect a revised mandate, which includes protecting civilians, stabilizing the country and supporting implementation of the Peace, Security and Cooperation Framework.

³ United Nations Office for the Coordination of Humanitarian Affairs, May 2017.

⁴ Office of the United Nations High Commissioner for Refugees (UNHCR) Information Sharing Portal, DRC Regional Refugee Response.

⁵ United Nations Development Programme. 2016. *Human Development Report*.

⁶ International Monetary Fund (IMF). 2015. *Country Report No. 15/281*.

⁷ United Nations Development Programme. 2016. *Human Development Report*.

⁸ Organisation for Economic Co-operation and Development. Development Centre. 2014. *Social Institutions and Gender Index*.

8. Widespread conflict-related violence against women in DRC is well documented. In recent years, the Government has taken steps to address this issue, including the appointment of a Presidential Representative on Sexual Violence and Child Recruitment, the prosecution of high-ranking army officers and the establishment of a military tribunal to prosecute members of armed groups.⁹ Reparations have also been paid to some survivors of conflict-related sexual violence.
9. The HIV rate is 1.2 percent (more than twice as high for women – at 1.6 percent – as for men – at 0.6 percent).¹⁰ The prevalence of multidrug-resistant tuberculosis is 2.4 percent.¹¹ The highest prevalence of HIV is found among women IDPs at 7.6 percent and victims of sexual and gender-based violence at 20 percent.¹²

1.2 Progress towards SDG 2

Progress towards SDG 2 targets

10. *Access to food.* Food insecurity is high across much of the country: a June 2017 integrated phase classification analysis estimated that 5.9 million people were food insecure. While acute food insecurity is concentrated in areas affected by physical insecurity – primarily in eastern parts of the country and conflict-affected Kasai – chronic food insecurity is widespread throughout the country.¹³
11. Food markets in DRC are poorly integrated, reflecting the country's limited transportation infrastructure, the distance between production areas and urban markets, and the fact that most food production is subsistence oriented. In addition to poor infrastructure, price volatility is driven by illegal taxation systems, a lack of price policy implementation, speculation and a sharp depreciation of the country's currency. As a result, between May and December 2016, the cost of a notional average food basket nearly doubled in Kinshasa.¹⁴
12. Access to food differs by gender: women are often expected to source cooking fuel and prepare food, but are not often prioritized in food consumption. Research also shows that women-headed households in rural areas are related to malnourished children under 5, highlighting how women's limited access to food is linked to childhood malnutrition.¹⁵
13. *End malnutrition.* The high prevalence of malnutrition is largely structural, but in many areas it is further aggravated by shocks. The estimated average daily energy consumption is less than 1,500 kcal per person. Many people rely on non-fortified staple foods and only 9.3 percent of the population (8.2 percent boys and 10.4 percent girls) consume a minimum acceptable diet.¹⁶
14. Malnutrition in children under 5 is high nationwide, with 8 percent wasting and 43 percent stunting.¹⁷ Stunting rates exceed 50 percent in Kasai, North and South Kivu, Sankuru and Tanganyika. Micronutrient deficiencies are common, with anaemia affecting 47 percent of children under 5 and 38 percent of women of reproductive age.
15. With technical and financial support from WFP, the Government undertook a cost-of-hunger study in 2016. Findings from this study indicate that in 2014 the growth penalty associated with undernutrition equalled 4.6 percent of gross domestic product (GDP), equivalent to USD 1.7 billion per year. The data highlight a relationship between age, gender and malnutrition in DRC. Women, households headed by women, pregnant and lactating women, girls and boys

⁹ Report of the Secretary-General to the Security Council (S/2015/203) issued on 23 March 2015.

¹⁰ Second Demographic and Health Survey (2013–2014).

¹¹ National Tuberculosis Control Programme. 2017. National Tuberculosis Drug Resistance Survey.

¹² National Multi-sectoral Programme for the Fight against AIDS, National Strategic Plan for the Fight against AIDS (2014–2017).

¹³ Data disaggregated by sex are not currently available. This will be addressed during implementation and in future surveys.

¹⁴ WFP Centre for Analysis of Development Indicators. 2016. *mKengela market monitoring bulletin*.

¹⁵ See Ragasa, Kinwa-Muzinga and Ulimwengu, 2012. Gender assessment of the agricultural sector in DRC.

¹⁶ National Statistics Institute. 2014. Demographic Health Survey.

¹⁷ *Ibid.*

are particularly vulnerable to malnutrition. The World Bank has found that boys and girls are especially vulnerable to vitamin A deficiencies and anaemia.¹⁸

16. *Smallholder productivity and incomes.* A large portion of the agricultural sector is subsistence oriented, with an average of 42 percent of food consumed by DRC households coming from their own production.¹⁹ Smallholder farmers have limited capacity to cope with shocks and few links to formal markets. These challenges disproportionately affect women, who constitute the majority of agricultural workers yet have unequal access to productive and community assets and limited decision-making power regarding the allocation of resources. More than eight out of ten Congolese women (84 percent) work in farming, compared to six out of ten men (62 percent).
17. The share of the agricultural sector in the economy is falling at a rate that exceeds the average rate of decline for sub-Saharan Africa.²⁰ Years of conflict and an unfavourable policy environment have severely affected smallholder farmers' livelihoods. In some areas that are highly suitable for agriculture, labour-intensive participation in the mining sector competes with agricultural activities as a source of income.

Macroeconomic environment

18. Economic growth in terms of real GDP has declined since 2014 as a result of a fall in global demand and prices of raw materials.²¹ The estimated growth rate for 2016 was less than 2.5 percent. Because of declining revenues, the government budget went from a surplus in 2015 (0.1 percent of GDP) to a deficit in 2016 (4.8 percent). Inflation also increased to 12 percent in 2016 while the Congolese franc weakened against foreign currencies.
19. Despite positive improvements over the past decade, poverty²² remains among the highest in Sub-Saharan Africa, and progress in poverty reduction has been uneven across regions. The overall level of inequality has increased.²³ Poverty rates range from 36.8 percent in the province of Kinshasa to above 70 percent in the Kasai provinces and the former provinces of Equateur and Bandundu. While women make up 53 percent of DRC's population, more than 60 percent of women live below the poverty line, compared to 51.3 percent of men.

Key cross-sector linkages

20. All strategic outcomes of this interim country strategic plan (ICSP) will contribute to Sustainable Development Goal (SDG) 2, with links to SDGs related to poverty (SDG 1), health (SDG 3), education (SDG 4) and gender equality (SDG 5). All strategic outcomes contribute to Strategic Result 5: Capacity reinforcement (SDG 17.9). In addition, there are plans to integrate transfers under strategic outcomes 1, 2 and 3 into a larger integrated social protection system, which will be supported by capacity strengthening through strategic outcome 4.
21. There are substantial links with the International Security and Stabilization Support Strategy implemented by MONUSCO, particularly with respect to Pillar 4: Facilitating return, reintegration and recovery, which is directly supported by several of the planned activities under the ICSP. There are also indirect links to Pillar 3: Restoring state authority, through capacity-strengthening support to service delivery, and Pillar 5: Fighting sexual violence, through support to victims of sexual violence.

¹⁸ World Bank. 2011. Nutrition at a Glance: The Democratic Republic of Congo. Washington, DC: World Bank: <https://openknowledge.worldbank.org/handle/10986/17099>

¹⁹ WFP and International Food Policy Research Institute. 2014. Comprehensive Food Security and Vulnerability Analysis.

²⁰ International Monetary Fund. 2015. Country Report.

²¹ World Bank. Country Overview – Democratic Republic of the Congo.

²² The poverty rate dropped from 71 percent in 2005 to 64 percent in 2012. The latest poverty figures are from the 2012 survey on employment, informal sector and household consumption conducted by the Ministry of Planning, National Institute of Statistics (data were collected in 2012 and the report was released in 2014). The poverty line was estimated at a national average of CDF 724,230 (the poverty line is USD 1.25 per day).

²³ International Monetary Fund Country Report.

1.3 Hunger gaps and challenges

22. DRC has 80 million hectares of arable land, much of which can produce two harvests per year. It also includes a variety of agro-climatic zones, allowing the production of a wide range of crops across the country. As a result of a combination of poor infrastructure, inappropriate policies and limited access to technical services, however, most farmers operate on a near subsistence basis. Productivity is low as is the level of marketable surpluses.
23. Currently, less than 1 percent of government expenditures are allocated to agriculture, despite DRC's commitment under the New Partnership for Africa's Development to increase its share of expenditures in the sector to 10 percent. The country is a net cereal importer and spends nearly USD 1 billion annually on food imports. More than half the rural population is moderately or severely food insecure.²⁴
24. Through the combined impacts of high unemployment, economic stagnation and high inflation, households' purchasing power and access to nutritious foods are declining. Continued poverty and increasing inequality (including gender inequality) represent an ongoing threat to peace, stability and economic growth.
25. Systems for monitoring food security and responding to shocks are weak. The lack of a functioning food security information management system makes it difficult to take timely and appropriate action on food-related issues. Following the recommendations of a national workshop held in Goma in 2016, the Ministry of Agriculture Fisheries, and Livestock created the Food Security Coordination Committee, which is mandated to manage food security monitoring and early warning systems.
26. Gender inequality has a significant impact on productivity, and women's limited access to education and labour force participation compromise potential economic growth. Only 64 percent of women 15–49 years old are literate, compared to 88 percent of men of the same age. Rural women have more than seven children on average (one of the highest fertility rates in the world), and many marry young – sometimes in polygamous unions. The results of the 2014 '1, 2, 3 Survey'²⁵ indicated that women generally leave school earlier than men and marry younger, with educational deprivation more evident in rural areas. Women are mostly responsible for community and household labour. Since women have unequal access to assets, women-headed households face significant hardships. Limited asset ownership hampers their access to credit opportunities. These challenges make women – and women-headed households – vulnerable to food and nutrition insecurity.

1.4 Country priorities

Government

27. The Government has set out plans for growth and poverty reduction, including three consecutive poverty reduction strategy papers focused on reducing external debt and achieving progress towards the Sustainable Development Goals. Despite progress in reviving economic growth and reducing poverty, the incidence of poverty remains high in the country, affecting nearly two thirds of the population.
28. As part of the African Union's 2063 Agenda, the DRC Government completed a draft National Strategic Development Plan (PNSD) in 2016. The plan, which has not yet been approved, focuses on making DRC an emerging country by 2030 and a developed country by 2050. The PNSD strategic framework, set out in the country's Five Year Plan (2017–2021), highlights four pillars into which the SDGs have been integrated. SDG 2 has been integrated into pillars 2 and 4, which include agriculture, health, nutrition, education and social protection. Once it is formally adopted, the PNSD will be the Government's primary framework for achieving the SDGs.

²⁴ WFP and National Institute of Statistics. 2014. Comprehensive Food Security and Vulnerability Analysis.

²⁵ Phase I: Employment; Phase II: Informal sector; and Phase III: Household consumption.

29. The Five-Year Plan includes several objectives in line with SDG 2, including:
 - significantly reducing hunger through a sustainable increase in agricultural productivity;
 - improving access to quality food, especially for vulnerable populations such as women, girls and boys through social safety nets and other programmes;
 - strengthening the national system for monitoring and managing food security, nutrition and markets, including the establishment of a national early warning system and sustainable management of strategic reserves;
 - improving the resilience of rural and urban populations to reduce the risk of food insecurity and famine; and
 - investing in nutrition to ensure the productivity of human resources for sustainable social and economic development in the country.
30. The PNSD also includes objectives related to gender equality and social protection, with a focus on mainstreaming gender and protecting vulnerable and disadvantaged groups.
31. In 2016, the Ministry of Planning, with support from the United Nations, began prioritizing the SDGs at the national level, with the aim of integrating them and their related targets into the Five-Year Plan.
32. Two targets related to SDG 2 were identified:
 - Target 2.1: By 2030, eliminate hunger and ensure that everyone, especially the poor and vulnerable, including infants, have access throughout the year to a healthy, nutritious and adequate diet.
 - Target 2.2: By 2030, eliminate all forms of malnutrition, including the achievement of internationally agreed targets for stunting and wasting among children under 5 by 2025, and meet the nutritional needs of adolescent girls and pregnant and nursing women and the elderly.

United Nations and other partners

33. WFP's interventions are reflected in the DRC's current United Nations development assistance framework (UNDAF) and its Humanitarian Response Plan (HRP) 2017–2019. During the ICSP period, WFP will continue discussions with partners including the World Bank to define strategic partnerships for implementation of its five-year country strategic plan (CSP). In DRC, humanitarian support is coordinated through the cluster system. MONUSCO's activities are linked to the UNDAF and HRP through the United Nations transitional framework.
34. The United Nations has supported the process of aligning the Government's PNSD with the SDGs, including the development of prioritized targets. The term of a new UNDAF was shifted from 2018–2022 to 2019–2023 to align it with the PNSD.
35. Preparation of the new UNDAF will coincide with the first year of the present ICSP and preparation of a zero hunger strategic review. Commencing in September 2017, the ZHSR is expected to be completed by mid-2018. The UNDAF process will begin with a common country assessment, and ZHSR discussions will inform aspects of the UNDAF related to SDG 2. This will ensure coordination between the Government and the United Nations system, especially on SDG 2 implementation strategies.
36. WFP participates in inter-agency consultations on implementation of the Great Lakes Regional Strategic Framework (2016–2017). This framework was developed by the Regional United Nations Development Group and the United Nations country teams in Burundi, DRC, Rwanda, the United Republic of Tanzania and Uganda. Its objective is to align United Nations agencies' efforts in support of the Peace, Security and Cooperation Framework for the Democratic Republic of the Congo and the Region.

2. Strategic implications for WFP

37. WFP will maintain its capacity to respond to large-scale displacement and other shocks while pursuing long-term recovery and resilience activities to address the underlying causes of food insecurity and malnutrition. Collaboration with national actors will continue in order to enhance capacities for disaster risk management and emergency preparedness. The United Nations Humanitarian Air Service (UNHAS) and the provision of logistics services to the humanitarian community will continue.

2.1 WFP's experience and lessons learned

38. During the ICSP period, WFP will continue its strong focus on operations and humanitarian response to conflict and other shocks, pending preparation of the ZHSR and the CSP. The ICSP approach was developed in line with recommendations in the December 2014 country portfolio evaluation, including that the use of alternative food-assistance modalities be increased and that there be a progressive shift from a purely humanitarian approach towards recovery and resilience-building.
39. While these recommendations have had positive impacts on WFP's position in DRC, its long-term relevance will need to be re-evaluated given the current outlook in the country.
40. In the meantime, WFP has progressively shifted towards the use of cash-based transfers (CBTs) and has increased advocacy for recovery and resilience.
41. WFP has also provided technical assistance for the establishment of a national social protection system, including a national school feeding programme. In addition, it has supported the Government in defining a strategic orientation for nutrition and health through: support to the Scaling Up Nutrition (SUN) network; establishment of the Renewed Efforts Against Child Hunger and undernutrition (REACH) partnership in DRC; and (iii) collaboration with the national nutrition programme.
42. From 2009 to 2015, WFP and the Food and Agriculture Organization of the United Nations (FAO) implemented a Purchase for Progress (P4P) pilot project. The success of the project led donors to consider P4P as a major contributor to stabilization efforts in conflict-affected areas and a bridge between humanitarian assistance and long-term smallholder support and resilience building. WFP has recently received multi-year funding (2017–2021) for continuing similar activities in North Kivu, Tanganyika and Equateur provinces and plans to extend them to South Kivu and South Ubangi provinces.
43. WFP and Logistics Cluster partners have provided technical support and strengthened the humanitarian community's capacity to respond to disasters in DRC. Through its coordination and information platform, the Logistics Cluster has shared logistics information and developed strategies and common solutions by fostering collaboration among partners.
44. WFP also works with the Food Security Cluster in the collection and analysis of information related to food security and the HRP. Under the leadership of the Prime Minister's office, WFP is expanding the scope and scale of mobile vulnerability analysis and mapping to support the development of a national food security information management system.
45. Taking into account gender inequalities and the prevalence of sexual and gender-based violence, addressing gender inequality is a prerequisite for achieving food and nutrition security. Since October 2016, WFP has piloted the inclusion of the gender age marker in its assessment of gender tools and integrated it into all aspects of its operations. This pilot project highlighted the need to review existing tools, processes and activities and to better adapt them to the diverse needs of women, men, girls and boys.

2.2 Opportunities for WFP

46. In view of the current political uncertainty, WFP has elected to develop a three-year ICSP, lasting from January 2018 to December 2020. During this period, WFP will continue to engage the Government, partners and donors on long-term strategic reorientation. This will include support for the government-implemented ZHSR, which will inform DRC's next UNDAF.

47. As MONUSCO develops its exit strategy, there will probably be a need for it to hand over activities to United Nations agencies operating in areas in which MONUSCO is currently active. Although a timeframe for this process has not been defined, United Nations agencies and MONUSCO have already collaborated on some interventions and will explore more possibilities for United Nations agencies to take over implementation and access funds during the transition phase.
48. The new Government of DRC is engaging with partners and restarting dialogue. WFP plans to begin formal ZHSR consultations in September 2017 with a view to CSP development in 2018–2019.
49. WFP will continue its strong focus on humanitarian response. Its emergency programmes are integrated into the HRP, ensuring a coherent approach to assisting conflict-affected and refugee populations.
50. WFP will also continue to implement recovery activities aimed at building or rehabilitating social and productive assets in areas where the situation is sufficiently stable, including in North Kivu, South Kivu and Tanganyika provinces. Additionally, WFP will collaborate with FAO to encourage market-oriented smallholder production. The aim is to allow smallholder farmers to improve their livelihoods while contributing to the local economy.
51. All WFP interventions integrate gender and protection. Local communities' gender-related vulnerabilities and the different needs of women, men, girls and boys will be taken into account and inform WFP's activities. Threats to vulnerable groups will be identified and protective measures integrated into WFP's activities. Gender will be mainstreamed into all operations to empower women and men, and promote gender equality. Gender equality and protection-related information is shared within humanitarian clusters.
52. Prospective cooperating partners will be assessed for gender-equality and protection capacities. Partners will be supported and monitored throughout implementation to ensure that food assistance advances gender equality and does not cause harm to any woman, man, girl or boy.

2.3 Strategic changes

53. This ICSP is based on WFP's current portfolio. The strategic outcomes define WFP's proposed focus and allocation of resources for the next three years, pending development of a longer-term strategy:
 - Humanitarian life-saving assistance will continue but will be accompanied by increased support for long-term recovery and resilience-building. The use of conditional transfers, primarily in the form of cash or vouchers, is also planned. For in-kind assistance, the level of local purchases is expected to increase, with a focus on purchases from smallholder producers.
 - WFP also will seek to expand the prevention of chronic malnutrition, targeting children 6–23 months of age and pregnant and lactating women and girls (PLW/G), with an increased focus on the provision of technical assistance to the Government.
 - Activities supporting smallholder farmer associations and vulnerable rural communities will increase. This includes scaling up resilience-building asset-creation activities, promoting gender equality among stakeholders and increasing local purchases. Taking into account the vulnerable position of women, WFP will encourage the participation of women smallholder farmers.
 - WFP will strengthen activities aimed at enhancing the Government's capacity to respond to shocks, including its ability to collect and analyse information and assess gender equality. There will also be an increased focus on developing a national social protection system, which could eventually implement much of WFP's current programming.
 - WFP will continue to facilitate the coordinated provision of supply-chain and common services to the humanitarian community in DRC. The need for air transport is expected to continue during the implementation of the ICSP.

- Building on WFP's successful engagement with the Government in adapting and expanding mobile vulnerability analysis and mapping under the leadership of the Prime Minister's office, WFP plans to expand its scope towards the development of a national food security information system. WFP will also work to strengthen Government capacity in gender analysis in respect of food security and nutrition.

3. WFP strategic orientation

3.1 Direction, focus and intended impacts

54. While maintaining its humanitarian assistance capacity, WFP aims to support long-term recovery and resilience and address the underlying causes of food insecurity and malnutrition. The ICSP will operationalize WFP's Strategic Plan (2017–2021) in DRC and contribute to WFP's Strategic Results 1, 2, 3, 5 and 8. WFP will support government efforts to achieve zero hunger in the areas discussed in the following paragraphs.
55. *Supporting humanitarian response.* Emergency food assistance continues to be required since much of the country remains in a protracted crisis, with the risk of an escalation of conflict. There is also a need for increased capacity for rapid response to sudden-onset emergencies, including the classification of needs, disaggregated by sex and age. WFP will explore the possibilities for an increased role in preparedness for natural disasters in urban contexts.
56. *Investing in nutrition to ensure productive human resources for sustainable social and economic development in the country.* WFP will provide evidence-based technical assistance to support the national policies and nutrition interventions, taking into account nutrition needs by age and sex.
57. *Strengthening smallholder farmers' access to markets.* WFP will expand its role in strengthening smallholder farmers' capacity for sustainable production and market engagement, thus facilitating their efforts to increase their incomes and build resilient livelihoods.
58. *Supporting implementation of the national social protection strategy.* WFP will continue to support the Government in establishing a national food-based social protection system. WFP will also explore the potential for incorporating home-grown school feeding, nutrition interventions, resilience programming and transfers in response to shocks into a broader social protection framework.
59. *Enhance emergency preparedness and response capacity at the national and local levels.* WFP will continue working with the Department of Civil Protection, the Ministry of Social and Humanitarian Affairs and the humanitarian community on disaster risk management and emergency preparedness with the objective of improving institutional capacity for disaster response.
60. *Gender transformation.* In accordance with WFP's Strategic Plan (2017–2021), Gender Policy (2015–2020) and Gender Action Plan, gender will be integrated throughout the ICSP to promote programmes and policies that are gender-transformative. To achieve this, WFP will promote the disaggregation of all person-related data by sex and age; the integration of gender analysis into assessments, research, knowledge and information management; the mainstreaming of gender across programme, policy and capacity-strengthening initiatives; and the engagement of women, men, girls and boys in a manner that is empowering and advances gender equality. WFP will also provide technical assistance to the Government (including capacity strengthening, surveys and analysis) to respond to gender challenges and seek to further gender equality.

3.2 Strategic outcomes, focus areas, expected outputs and key activities

Strategic outcome 1: Targeted food-insecure populations affected by shocks are able to meet their basic food requirements in times of crisis

61. This outcome targets populations affected by shocks, including those whose livelihoods have been affected by displacement. The aim is to reduce the impact of shocks and displacement on the livelihoods and well-being of affected households. This outcome will be achieved through the delivery of assistance to affected households (including those headed by women). It will be pursued using a nutrition-sensitive approach, including social behaviour change communication

during food distribution to IDPs, refugees, returnees and host populations. Given the evidence that the average daily consumption of DRC's population is low, the food basket will be designed to meet minimum daily nutrient requirements. Gender analysis will inform decisions about activities and implementation mechanisms, ensuring that food assistance meets the different needs of women, men, girls and boys.

62. The duration of the assistance will vary according to the nature of the shock. For transitory shocks, the duration of the assistance will generally be limited to 90 days. For conflict-related displacement of refugees and IDPs in camps where return is delayed, assistance may continue for a longer period.

Focus area

63. The focus area of this strategic outcome is crisis response, with assistance intended to mitigate the impacts of conflicts, natural disasters and economic shocks on the well-being and livelihoods of affected populations.

Expected outputs

64. This outcome will be achieved through two outputs:
- Conflict-affected and acutely food-insecure populations targeted by WFP receive sufficient cash or food to enable them to meet their basic food and nutrient requirements (Strategic Result 1).
 - Acutely food-insecure populations affected by natural disasters and economic shocks receive sufficient cash or food to enable them to meet their basic food and nutrient requirements (Strategic Result 1).

Key activities

65. There are two activities for strategic outcome 1:
- *Activity 1:* Provide food assistance to conflict-affected populations.
 - *Activity 2:* Provide food assistance to populations affected by non-conflict shocks.
66. These activities address the lack of access to food associated with shocks, reducing their impacts on individuals and households. It will involve cash or food transfers, including through school meals, with the choice of modality based on an assessment of cost efficiency, market capacity and supply-chain capacity.

Strategic Outcome 2: Food-insecure and vulnerable populations in conflict-affected areas have improved nutritional status in line with national protocols by 2020

67. This outcome targets food-insecure and vulnerable populations in conflict- and shock-affected areas where global acute malnutrition (GAM) exceeds 15 percent and stunting exceeds 40 percent. It also targets people living with HIV (PLHIV) undergoing anti-retroviral therapy (ART) or directly observed treatment (TB-DOTS) for multi-drug resistant tuberculosis. It aims to improve the nutrition of targeted individuals by the end of the treatment or prevention cycle. Recognizing the role of gender in malnutrition, a gender analysis will inform decisions and implementation. Nutrition-focused social behaviour change communication for the treatment and prevention of wasting and stunting will integrate gender equality to address discriminatory gender roles.

Focus area

68. This strategic outcome is focused on resilience-building, with assistance intended to improve the nutrition of targeted populations. It will also prevent chronic malnutrition to safeguard beneficiaries' productive capacity.

Expected outputs

69. This outcome will be achieved through four outputs:

- Vulnerable people, including children 6–59 months, PLW/G and ART/TB-DOTS clients, receive specialized nutritious foods (category B) to treat moderate acute malnutrition (Strategic Result 2).
- Vulnerable people, including children 6–23 months and PLW/G, receive appropriate specialized nutritious foods to prevent acute malnutrition (Strategic Result 2).
- Vulnerable people, including children 6–23 months and PLW/G receive appropriate specialized nutritious foods to prevent chronic malnutrition (Strategic Result 2).
- Targeted populations receive tailored nutrition-focused social and behaviour change communication on the treatment and prevention of wasting and stunting.

Key activities

70. There are three key activities for strategic outcome 2:

- *Activity 3:* Treat moderate acute malnutrition among vulnerable groups, including children 6–59 months, PLW/G and ART/TB-DOTS clients.
- *Activity 4:* Prevent acute malnutrition among vulnerable groups, including children 6–23 months and PLW/G.
- *Activity 5:* Prevent chronic malnutrition among vulnerable groups, including children 6–23 months and PLW/G.

71. Activity 3 will be delivered through targeted supplementary feeding in areas with GAM above 10 percent, or below 10 percent with aggravating factors. Activity 4 will be delivered through blanket supplementary feeding in areas with GAM above 15 percent. Activity 5 will be delivered through blanket supplementary feeding in areas with stunting rates above 40 percent.

Strategic Outcome 3: Smallholder farmers and vulnerable communities in targeted and crisis-prone areas, especially in eastern parts of the country, enhance their productive livelihoods and improve their food security and resilience by 2020

72. This outcome targets smallholder farmers and vulnerable communities, particularly those subject to periodic crises. Its intent is to increase household revenues in order to enhance food security and resilience, including through community-based savings and credits activities. The outcome is likely to be achieved in the medium to long term, but the benefits are also likely to be long lasting. Rural women are targeted since they constitute the majority of agricultural workers in DRC.

73. Taking into account the challenges that rural women farmers face, this activity will address gender inequalities to empower women and advance gender equality. Interventions will be adapted according to the different needs and capacities of women and men. Rural women farmers will be supported through functional literacy training to ensure that they have a voice in their communities. Strategic outcome 3 will be pursued through a nutrition-sensitive approach. For example, food assistance for training will include a nutrition component and smallholder farmers will be educated to promote the production and sale of diversified crops.

Focus area

74. This strategic outcome focuses on resilience-building and improving the livelihoods of targeted households by increasing their productive capacity, incomes and capacity to withstand shocks.

Expected outputs

75. This outcome will be achieved through three outputs:

- Participating households benefit from conditional transfers (food or cash) in order to meet their basic food needs (Strategic Result 1).
- Targeted smallholder farmers benefit from improved knowledge and skills in agricultural production and marketing in order to improve their sales and incomes (Strategic Result 3).

- Smallholder farmers benefit from rehabilitated and newly constructed social and productive assets and access to post-harvest management tools in order to increase their incomes and productivity (Strategic Result 3).

Key activities

76. There are two key activities for strategic outcome 3:

- *Activity 6:* Strengthen the capacity of smallholder farmers.
- *Activity 7:* Provide productive assets to smallholder farmers and food-insecure communities.²⁶

77. The approach to achieving this outcome is twofold. While activity 6 targets smallholder farmer organizations, activity 7 will create community assets, including for vulnerable groups such as survivors of sexual and gender-based violence and demobilized child soldiers.

78. Through activities 6 and 7, WFP will combine food assistance for assets (FFA) with smallholder value chain development to develop resilient livelihoods for women and men. In collaboration with FAO, bio-fortified and nutritious crop varieties will be promoted through a P4P programme. FFA will provide cash or in-kind transfers to the most food-insecure households while building assets to strengthen community resilience to natural shocks and promote economic recovery by rehabilitating gender-transformative social and productive infrastructure. WFP and its partners will ensure successful FFA implementation through community-based participatory planning that empowers women and other vulnerable groups.

79. Through food assistance for training, women's organizations and PLW/G will be trained in nutritional best practices, including diet diversification and culinary demonstrations, which will also target men and boys. Awareness campaigns on gender equality, literacy training and support for income-generating activities will also be implemented, taking in account gender inequalities. Sensitization campaigns and support to community-based organizations will support equal access to resources for women and men; strengthen women's participation in household and community decision-making; and increase women's role in the advancement of their communities.

80. Capacity strengthening will allow farmer organizations to better facilitate access to markets while investments in community infrastructure will increase household incomes and promote resilience.

Strategic Outcome 4: National institutions have strengthened capacity to reduce food insecurity and malnutrition and respond to shocks by 2020

81. This outcome targets national food security, nutrition, social protection and educational institutions by strengthening capacity for crisis response. This includes the capacities to respond to sexual and gender-based violence and advance gender equality. This outcome is likely to be attained only in the medium to long term. WFP will promote government ownership and investment during CSP preparation.

Focus area

82. This strategic outcome focuses on building resilience, with assistance intended to improve the Government's capacity to respond to shocks and reduce food insecurity and malnutrition in DRC.

Expected outputs

83. This outcome will be achieved through three outputs:

- Food-insecure populations benefit from an improved social protection system and stronger food security and nutrition policies (Strategic Results 1, 2 and 5).

²⁶ Activities include the rehabilitation of roads, markets and health centres; reforestation; reclamation of swampland and degraded soils; communal horticultural schemes, particularly involving women; and support for seed multiplication projects. Food-for-training activities will support vocational training, diversification of livelihood strategies and income generation.

- Food-insecure populations benefit from national institutions' access to rigorous evidence in order to improve implementation of the Government's hunger-reduction programme (Strategic Results 1 and 5).
- Populations affected by crises benefit from enhanced government capacity to scale up services in times of crisis in order to reach those in need (Strategic Result 5).

Key activities

84. There are two key activities for strategic outcome 4:
- *Activity 8:* Strengthen the Government's capacity in respect of social protection, nutrition, food security, emergency preparedness and disaster risk reduction.
 - *Activity 9:* Provide evidence-based analysis to national institutions.
85. Capacity-strengthening will enable government agencies to meet the diverse needs of food-insecure and vulnerable populations and develop improved food security and nutrition policies. Gender analysis will be included in evidence-based analysis. WFP will explore linking smallholder farmer support, local procurement and school meals to build a model for home grown school feeding.

Strategic outcome 5: The humanitarian community has the capacity to respond to shocks through strategic partnerships by 2020

86. This outcome will contribute to enabling partners to achieve their humanitarian and development objectives. It provides the humanitarian community with shared services through a common logistics platform. It will fill critical gaps and ensure more coherent and effective delivery of humanitarian and development assistance.

Focus area

87. This strategic outcome is focused on crisis response. It aims to improve the Government's capacity to respond to shocks and reduce food insecurity and malnutrition.

Expected outputs

88. This outcome will be achieved through two outputs:
- Populations affected by crises benefit from supply-chain and other services offered by WFP to humanitarian partners, receiving timely humanitarian relief.
 - Populations affected by crises benefit from reliable, client-oriented air services that respond to users' needs for enhanced efficiency, effectiveness and safety in the implementation and monitoring of humanitarian activities.

Key activities

89. There are two key activities for strategic outcome 5:
- *Activity 10:* Provide humanitarian platforms to the humanitarian community in DRC.
 - *Activity 11:* Provide humanitarian air services to the humanitarian community in DRC.
90. Activity 10 will include the provision of logistics technical support through coordination and information management platforms. It will facilitate access to common logistics and capacity-strengthening services by the humanitarian community in DRC, including government partners. Activity 11 will enable humanitarian actors and donors to carry out, supervise and monitor life-saving activities by offering safe, reliable and predictable air transport services. UNHAS will also strengthen the capacity of the DRC Civil Aviation Authority to implement the European Coordination Centre for Accident and Incident Reporting Systems for aviation safety.

3.3 Transition and exit strategies

91. There is limited possibility for the hand-over of activities under Strategic outcomes 1, 2 and 3 to the Government during the period covered by this ICSP. It is assumed that political stability and security will increase over the ICSP implementation period. This in turn could enhance the Government's capacity to assume a greater share of the responsibility for meeting the needs of

vulnerable and food-insecure populations. The issue will be explored further in the planned ZHSR and CSP.

92. Increased political stability and improved security are necessary for any transfer of responsibility to national institutions. Progress towards gender equality is also a requirement for sustained food and nutrition security, and therefore for a successful transition and exit.

4. Implementation arrangements

4.1 Beneficiary analysis

TABLE 1: FOOD AND CASH-BASED TRANSFER BENEFICIARIES BY STRATEGIC OUTCOME AND ACTIVITY*				
Strategic outcome	Activity	Women	Men	Total
1: Targeted food-insecure populations affected by shocks are able to meet their basic food requirements in times of crisis.	1. Provide food assistance to conflict-affected populations.	2 330 543	1 868 417	4 198 960
	2. Provide food assistance to populations affected by non-conflict shocks.	29 790	15 210	45 000
2: Food-insecure and vulnerable populations in conflict-affected areas have improved nutritional status in line with national protocols by 2020.	3. Treat moderate acute malnutrition among vulnerable people, including children 6–59 months, PLW/G and ART/TB-DOTS clients.	457 841	196 218	654 059
	4. Prevent acute malnutrition among vulnerable groups, including children 6–23 months and PLW/G.	138 274	59 260	197 534
	5. Prevent chronic malnutrition among vulnerable groups, including children 6–23 months and PLW/G.	38 044	16 304	54 348
3: Smallholder farmers and vulnerable communities in targeted and crisis-prone areas, especially in eastern parts of the country, enhance their productive livelihoods and improve their food security and resilience by 2020.	7. Provide productive assets to smallholder farmers and food-insecure communities.	341 002	302 398	643 400
Total		3 335 494	2 457 807	5 793 301

* Sex- and age-disaggregated data can be provided on request. All data collected during CSP implementation will be disaggregated by sex and age.

93. Over the ICSP period, WFP plans to reach an average of 1.9 million vulnerable individuals each year. Considering the recent crisis in Kasai and the new influx of refugees from the Central African Republic, WFP aims to reach more beneficiaries during 2018 – the first year of ICSP implementation – through activities 1, 3, 4 and 7. Planning figures for subsequent years are lower based on the potential for increased political stability.

Activity 1: Under activity 1, WFP will provide assistance through targeted general food assistance and CBTs to support conflict-affected IDPs, refugees and returnees.

94. Emergency school feeding will be implemented in the most food-insecure and conflict-affected areas. Micronutrient powders will be used to enhance the nutrient content of school meals in order to address micronutrient deficiencies, particularly in adolescent girls.

95. On average, 1.4 million people will be targeted annually with unconditional transfers, of which 56 percent will receive CBTs.²⁷ An estimated 45 percent of targeted households will be headed by women, while 55 percent of beneficiaries will be women. In addition, 186,000 people will receive conditional transfers through the school meals programme.
96. Targeting will be based on food security (prioritizing the most severely food-insecure people). Outside camps, WFP applies Food Security Cluster criteria to assist people affected by conflict. School meals will target both IDP households and host communities with conditional transfers linked to school attendance.

Activity 2: Under activity 2, WFP will provide targeted general food assistance (food and CBTs) to support food-insecure people affected by shocks other than conflicts, including victims of sexual and gender-based violence.

97. Assistance will last up to three months in the immediate aftermath of shocks. Planned beneficiaries include 15,000 individuals, of which 55 percent will be women.

Activity 3: Under activity 3 moderate acute malnutrition will be treated for 150,000 children and 51,200 PLW/G who meet admission criteria.

98. An estimated 50 percent of targeted children will be girls. Specialized nutritious foods will be provided to 16,300 PLHIV receiving ART or TB-DOTS. Women account for two thirds of the PLHIV population and will constitute 70 percent of beneficiaries.

Activity 4: Under activity 4, specialized nutritious foods will be provided to 27,000 children and 27,000 PLW/G in vulnerable households each year to prevent acute malnutrition.

99. Geographical targeting will be the same as for general food assistance under activities 1 and 2. Approximately 50 percent of targeted children will be girls.

Activity 5: Under activity 5, specialized nutritious foods will be provided to 8,000 children and 10,200 PLW/G in vulnerable households each year to prevent chronic malnutrition.

100. This activity will be carried out in Haut-Katanga, Ituri, North and South Kivu, North and South Ubangi, and Tanganyika provinces. An estimated 50 percent of targeted children will be girls.

Activity 6: Under activity 6, beneficiaries will include 410,000 members of smallholder farmer households. Targeted areas include Equateur, North and South Kivu, and Tanganyika provinces.

101. Approximately 40 percent of the targeted beneficiaries will be women.

Activity 7: Under activity 7, during the first year of the ICSP, WFP plans to reach 347,000 food-insecure individuals in crisis-prone areas, including Kasai.

102. In subsequent years, participants will include 148,000 food-insecure individuals living in crisis-prone areas – primarily smallholders facing the impacts of repeated shocks. FFA will be used to promote community resilience. Geographical areas will be identified based on an analysis of food insecurity using geographical targeting tools such as integrated phase classification. Project selection will employ community-based participatory processes while participants in asset-creation activities will be selected by their communities based on vulnerability. An estimated 45 percent of targeted households will be headed by women, while 55 percent of beneficiaries will be women.
103. Indirect beneficiaries of activities 6 and 7 will include populations that are not directly targeted but will benefit from feeder roads, market rehabilitation, increased agricultural productivity and community asset creation. Activities 8, 9, 10 and 11 will have no households or individuals as direct beneficiaries.

²⁷ This figure is based on historical data and may be revised based on the changing market conditions and other factors.

4.2 Transfers

Food and CBTs

104. WFP will use a combination of food and CBTs under strategic outcomes 1, 2 and 3. The choice of delivery mechanism will be made using analytical tools including market assessments and Omega analysis to determine the most feasible, cost-effective and appropriate tools for the social and security context.
105. To ensure that the needs and preferences of affected communities are adequately integrated into the design and delivery of food and cash-based transfers, WFP will establish complaint and feedback mechanisms. The local context will be taken into account in an effort to understand, prevent and mitigate obstacles that affected people may face in gaining access to the mechanisms. The mechanisms will be informed by consultations with affected populations and will address complaints in a manner that equitably promotes the priorities and interests of women, men, girls and boys.

TABLE 2: FOOD RATIONS (g/person/day) AND CBT VALUES (USD/person/day) BY STRATEGIC OUTCOME AND ACTIVITY

	Strategic outcome 1			Strategic outcome 2							Strategic outcome 3
	Activities 1 and 2			Activities 3, 4 and 5							Activity 7
Beneficiary type	General distribution full ration	General distribution reduced ration*	Students	MAM treatment (TSF) 6–59 months	MAM treatment (TSF) PLW/G	Prevention of acute malnutrition (BSF) 6–23 months	Prevention of acute malnutrition (BSF) PLW/G	Stunting prevention (BSF) 6–23 months	PLHIV/tuberculosis	Care takers	FFA
Modality	Food/CBT	Food/CBT	Food	Food	Food	Food	Food	Food	Food	Food	Food/CBT
Cereals	400	300	120	-	-	-	-	-	-	400	400
Pulses	120	50	30	-	-	-	-	-	-	120	120
Oil	30	25	10	-	25	-	25	-	25	30	30
Salt	5	5	5	-	-	-	-	-	-	5	5
SuperCereal Plus	-	-	-	-	250	-	250	-	250	-	-
Plumpy'Sup	-	-	-	92	-	-	-	-	-	-	-
Plumpy'Doz	-	-	-	-	-	47	-	47	-	-	-
High-energy biscuits**	(333)	-	-	-	-	-	-	-	-	-	-
Micronutrient powder***	-	-	0.38	-	-	-	-	-	-	-	-
Total kcal/day	2 132	1 470	628	500	1 175	247	1 175	247	1 175	2 132	2 132
% kcal from protein	16	10	10	10.2	13.2	10	13.2	10	13.2	16	16
Cash (USD/person/day)	0.50	0.35	-	-	-	-	-	-	-	-	0.50
Number of feeding days	90	90	220	60	90	180	180	180	180	7	66

BSF = blanket supplementary feeding; MAM = moderate acute malnutrition; TSF = targeted supplementary feeding.

* A reduced ration will be provided during the second phase and to host families on the basis of assessed needs.

** High-energy biscuits are not part of the general distribution ration; they are only provided for the first three days after displacement of refugees and IDPs.

*** Micronutrient powders will be provided every other day in accordance with guidelines.

TABLE 3: TOTAL FOOD/CBT REQUIREMENTS AND VALUE		
Food type/CBTs	Total (mt)	Total (USD)
Cereals	105 045	55 048 798
Pulses	28 146	19 837 989
Oil and fats	9 453	10 172 672
Mixed and blended foods	17 600	18 938 886
Other	1 789	561 558
Total (food)	162 034	104 559 902
CBT	-	146 615 508
Total (food and CBTs)	162 034	251 175 410

Capacity strengthening including South–South cooperation

106. WFP will continue to improve the quality of its response by supporting market assessments, vulnerability analysis, early warning, response planning and coordination. This will include technical assistance to strengthen government capacity for food and nutritional security analysis, emergency preparedness and response, procurement and macro-supply-chain assessment.
107. WFP will increase its focus on promoting stronger food-security and nutrition policies and supporting the development of a social protection system. The country office will explore possibilities for South–South cooperation, including with Brazil, with a view to integrating WFP's activities within a broader social protection framework.
108. WFP will continue to ensure that its activities take gender and protection considerations into account throughout design, implementation and service provision. WFP will mainstream gender in all assessments. Data will be collected and analysed separately for women and men.

4.3 Supply chain

109. The choice of delivery mechanism – whether food or CBTs – will be made based on cost-efficiency and feasibility. While considering gender issues, a macro-supply-chain assessment will inform local market assessments. Assessments will determine whether functioning markets exist in targeted areas and are capable of meeting the additional demand associated with CBTs.
110. Local and regional purchases, and the Global Commodity Management Facility (GCMF), will be used to improve the cost efficiency of commodity-based assistance. In-kind contributions and international purchases will be used for specialized nutritious products and other commodities that are either too expensive or difficult to source locally or regionally. Internationally sourced foods will be supplied through the Kenya and United Republic of Tanzania corridors while regional purchases through the GCMF will be sourced from Kenya, Rwanda, United Republic of Tanzania and Zambia.
111. Local and regional purchases will be made during the harvest season, when prices are low and the risk of distorting the market is limited. Food transfers will occur primarily during the lean season when food supplies are limited and market prices are high. CBTs will be used when markets are well supplied and prices are relatively low.
112. As part of the supply-chain process, smallholder farmers and cooperating partners will be trained to ensure the quality of food purchased from local producers and to reduce the risk of loss during storage. WFP staff will perform quality control in respect of transported and warehoused goods, with national laboratories across the country available to verify food quality.

113. In-country transport costs remain high because of the remote locations in which many beneficiaries are located and the poor state of transportation infrastructure. WFP uses a combination of contracted commercial transporters and WFP-owned trucks to deliver food to beneficiaries.

4.4 Country office capacity and profile

114. Recently, WFP's network of sub-offices was revised based on geographic prioritization of its operations, with the aim of bringing costs in line with resources. These adjustments were made in consultation with stakeholders and donors.
115. While the existing staff have the skillsets required to implement ICSP activities, country office capacity may be stretched by the demands of ICSP implementation and humanitarian response. Additional expertise will also be required to mobilize resources from the private sector and engage civil society. Temporary technical support will be required for the ZHSR and CSPs preparation. Support may also be required to address gender-equality and protection issues.

4.5 Partnerships

116. Partnership arrangements will vary across strategic outcomes. WFP's main relationships are summarized in the following paragraphs and described in more detail in the CSP partnership action plan.
117. For transfers to populations affected by conflict or shocks (strategic outcome 1), partners will include the Office of the United Nations High Commissioner for Refugees, the United Nations Children's Fund (UNICEF), FAO, non-governmental organization (NGOs) and government agencies involved in responding to shocks and implementing social protection activities.
118. For nutrition activities (strategic outcome 2), collaborating partners will include the Government (including the national nutrition programme, the Ministry of Social and Humanitarian Affairs, and national programmes covering HIV and tuberculosis), United Nations agencies, the nutrition cluster and NGOs.
119. For support to smallholder producers and vulnerable rural communities (strategic outcome 3), WFP has developed partnerships with the other Rome-based agencies (FAO and the International Fund for Agricultural Development), the national and provincial governments (especially the Ministry of Agriculture, Fisheries and Livestock), national and international NGOs and farmer organizations. The Rome-based agencies' partnership during the implementation of this ICSP will be based on the following pillars:
- **Strategy:** The three agencies are contributing to the achievement of SDG 2 and ensuring that food security and smallholder agriculture remain at the centre of discussions on humanitarian and development issues on the agenda of the United Nations.
 - **Operations:** Joint programming meetings will be organized and field visits conducted, in particular by FAO and WFP staff. Whenever possible, donor proposals will be developed and presented jointly.
 - **Coordination:** The Rome-based agencies are active participants in the group of donors for agriculture and rural development and the national coordination mechanism.
120. Capacity will be strengthened within the Ministry of Social and Humanitarian Affairs and the ministries for interior and security, labour and agriculture (strategic outcome 4). This includes the Department of Civil Protection, the food security coordination cell, the national early warning system, the national nutrition programme, the National Institute of Statistics and the Centre for Analysis of Development Indicators.
121. For disaster risk management and emergency preparedness, WFP and the Logistics Cluster work with the Department of Civil Protection, the Ministry of Social and Humanitarian Affairs and the humanitarian community.

122. Activities will be carried out in conjunction with partners including the World Bank, the International Labour Organization, UNICEF and others active in social protection. WFP will also collaborate with the Food Security Cluster, NGOs, United Nations agencies, universities and other national institutions.
123. For the provision of humanitarian air services under strategic outcome 5, partners will include the Ministry of Social and Humanitarian Affairs, the Ministry of Interior and Security, the Department of Civil Protection and MONUSCO.
124. WFP provides a variety of logistics services to the humanitarian community and government agencies to achieve economies of scale through joint supply-chain activities. This reinforces the benefits of “delivering as one” within the United Nations system through a more effective, efficient and coherent approach to supply-chain operations.
125. At the national level, WFP will work with UN-Women and the Ministry of Gender, Family and Children to support gender equality. This collaboration will include the design of a strategic plan for DRC; mainstreaming gender investment in the national budget; and analysis of a DRC gender profile. At the provincial and field levels, gender equality will be mainstreamed in WFP’s response by partners, beneficiary sensitization and gender-based budgeting.

5. Performance management and evaluation

5.1 Monitoring and evaluation arrangements

126. WFP’s monitoring and evaluation strategy in DRC emphasizes the measurement of long-term impacts on food insecurity and malnutrition. Information on activity outputs will be collected and analysed regularly.
127. In addition to ongoing monitoring and tracking of indicators related to outcomes, several evaluations and reviews are planned for the ICSP period:
 - A country portfolio evaluation will be commissioned and managed by the Office of Evaluation in 2019 and will inform the preparation of the full CSP. This timing is consistent with the Evaluation Policy since it will be five years after the last country portfolio evaluation.
 - A decentralized evaluation of P4P will be commissioned and managed by the country office in 2018–2019.
 - Reviews of school feeding and nutrition activities will be commissioned and conducted by the country office in 2018 and 2019.
128. Baselines and targets for all outcome indicators will be set within the first three months of ICSP implementation. Post-distribution monitoring surveys, included in the country portfolio budget, will be carried out to collect outcome data. Output and process indicators will be monitored using the country office tool for monitoring effectively (COMET) and included in the annual country report.
129. WFP’s Corporate Monitoring Normative Framework and Regional Bureau Monitoring Strategy will guide the monitoring of ICSP activities. A gender-responsive monitoring, review and evaluation plan will be prepared to ensure that all baseline data are collected in the first three months of the ICSP and that evaluations, reviews and monitoring assessments are conducted in time.
130. Reviews of specific activities will be undertaken periodically and a mid-term review will take place at the midpoint of the CSP to generate lessons learned as a basis for programmatic adjustments.
131. The country office has introduced innovations to enhance data collection and analysis, including:
 - mobile technology through the use of hand-held devices for data entry;
 - the open data kit and multi-criteria decision analysis;

- WFP's System for Cash Operations (SCOPE) beneficiary and transfer management platform, which is used for beneficiary registration, distribution planning, transfers and distribution reporting (the country office will also explore the potential for linking beneficiary registration to biometric data and smart cards used for cash transfers); and
- mobile vulnerability analysis and mapping, for data collection, monitoring and beneficiary feedback and complaints.

5.2 Risk management

Contextual risks

132. In DRC, the primary contextual risks relate to political instability, a lack of government capacity to ensure basic service delivery and continued or new insecurity.
133. With ongoing political uncertainty, elections may not be held in 2017, which may significantly affect the security of the operating environment. Conflict in neighbouring countries will probably continue to result in the movement of refugees into DRC.
134. Other contextual risks involve ongoing insecurity, limited access, displacements, natural disasters and increased prices. WFP's mitigation plans regarding access, emergency preparedness and remote operations will minimize operational impediments. WFP will liaise with local authorities, police and MONUSCO on security matters.
135. In the light of the complex dynamics in DRC, WFP will continue to pursue a principled humanitarian approach to maintaining access and safeguarding humanitarian space. In line with recommendations from the 2016 audit, WFP will work with NGOs and third parties to monitor where access is constrained.

Programmatic risks

136. Partnerships with the Government, NGOs and financial service providers – particularly in insecure areas – and the potential abuse of resources present significant risks. In addition, ingrained attitudes and practices with respect to gender roles could constrain progress on gender equality, impeding implementation of planned activities and achievement of the strategic outcomes.
137. Mitigation will involve strict oversight and capacity development in financial management, monitoring, reporting and warehouse management. This will be supported by annual evaluations and compliance audits. The risk of food loss or diversion of CBTs will be mitigated by ensuring the accountability of delivery mechanisms, training, third-party monitoring and information dissemination. WFP will ensure that all programmes are implemented in a conflict-sensitive manner that does not exacerbate tensions in the country.
138. Funding shortfalls and pipeline breaks are also programmatic risks. WFP's resourcing strategy includes working with the humanitarian country team, the United Nations country team and the Government to engage donors and raise funds. Forward purchasing using the GCMF will mitigate pipeline breaks and maximize on-time deliveries.

Institutional risks

139. ICSP implementation may be hampered by a lack of staff capacity at the country level or staff being overextended by the need to respond to ongoing humanitarian demands. WFP will facilitate staff training and development and the deployment of staff with the required skills from other WFP operations and externally.

6. Resources for results

6.1 Country portfolio budget

TABLE 4: INDICATIVE ANNUAL BUDGET REQUIREMENT (USD)				
	Year 1	Year 2	Year 3	Total
	2018	2019	2020	
Strategic outcome 1	133 203 200	118 196 582	119 896 656	371 296 438
Strategic outcome 2	17 105 353	14 872 740	15 250 576	47 228 670
Strategic outcome 3	26 172 519	14 517 862	15 371 956	56 062 337
Strategic outcome 4	2 005 215	2 328 453	2 228 643	6 562 311
Strategic outcome 5	38 081 633	39 759 496	41 151 240	118 992 368
Total	216 567 920	189 675 134	193 899 071	600 142 124

6.2 Resourcing outlook

140. The resourcing outlook is realistic and in line with recent trends in the current country portfolio. The country office expects to mobilize at least USD 120 million – 63 percent of the annual requirement. As per WFP's requirements, 15 percent of project funds will be allocated to activities promoting gender equality.²⁸
141. In the event of a resource shortfall, priority will be given to life-saving interventions for the most vulnerable people, including newly displaced households, followed by existing IDPs and refugees. WFP's ability to allocate resources across strategic outcomes will depend on the nature of the resources provided by donors.

6.3 Resource mobilization strategy

142. The country office will continue to assess historical and emerging trends in order to identify potential donors and package activities. For example, resilience activities could be packaged within a multi-sector or multi-partner framework. The country office will aim to maintain or increase funding from traditional donors for crisis response and resilience activities while identifying new donors, particularly for non-emergency activities.
143. The country office will seek to build donors' confidence and trust to ensure that WFP remains their partner of choice. This will be achieved by providing impact-driven programming; focusing on WFP's comparative advantages; demonstrating results; strategic communications with traditional and new donors; and increasing visibility for donors. The country office will ensure that DRC remains high on the international agenda.
144. Partnerships with non-traditional and emerging donors will be expanded, including with the Government (mainly in implementing the social protection policy). The country office has also approached financial institutions and regional organizations such as the World Bank, the African Development Bank and the African Union. WFP will seek opportunities from multi-donor funds such as the Green Climate Fund and the United Nations Peacebuilding Fund.

²⁸ Activities will include nutrition education targeting women that includes information about gender equality; emergency-related participatory gender analysis; and gender-related capacity strengthening for smallholder producer organizations and others.

ANNEX I

**LOGICAL FRAMEWORK FOR DEMOCRATIC REPUBLIC OF THE CONGO INTERIM COUNTRY STRATEGIC PLAN
(JANUARY 2018–DECEMBER 2020)**

Strategic Goal 1: Support countries to achieve zero hunger

Strategic Objective 1: End hunger by protecting access to food

Strategic Result 1: Everyone has access to food

Strategic outcome 1: Targeted food-insecure populations affected by shocks are able to meet their basic food requirements in times of crisis.

Outcome category: nutrition-sensitive
Maintained/enhanced individual and household access to adequate food
Focus area: crisis response

Assumptions:

Targeting zones are accessible. Funding available to enable surveys and assessments

Outcome indicators

Attendance rate

Consumption-based coping strategy index (Average)

Dietary diversity score

Enrolment rate

Food consumption score

Food consumption score – nutrition

Food expenditure share

Livelihood-based coping strategy index (average)

Minimum dietary diversity – women

Proportion of children 6–23 months of age who receive a minimum acceptable diet

Retention rate

Activities and outputs

1. Provide food assistance to conflict-affected populations. (Unconditional resource transfers to support access to food)

Conflict-affected and acutely food-insecure populations targeted by WFP receive sufficient cash or food to enable them to meet their basic food and nutrient requirements (A: Resources transferred)

Conflict-affected and acutely food-insecure populations targeted by WFP receive sufficient cash or food to enable them to meet their basic food and nutrient requirements (E: Advocacy and education provided)

2. Provide food assistance to populations affected by non-conflict shocks. (Unconditional resource transfers to support access to food)

Acutely food-insecure populations affected by natural disasters and economic shocks receive sufficient cash or food to enable them to meet their basic food and nutrient requirements (A: Resources transferred)

Acutely food-insecure populations affected by natural disasters and economic shocks receive sufficient cash or food to enable them to meet their basic food and nutrient requirements (E: Advocacy and education provided)

Strategic Objective 2: Improve nutrition

Strategic Result 2: No one suffers from malnutrition

Strategic outcome 2: Food-insecure and vulnerable populations in conflict-affected areas have improved nutritional status in line with national protocols by 2020.

Outcome category:
Improved consumption of
high-quality, nutrient-dense
foods among targeted
individuals

Focus area: resilience-building

Assumptions:

Complementarities of services, partners focus on mitigating other factors that can affect nutrition status.

Outcome indicators

ART default rate
MAM treatment default rate
MAM treatment mortality rate
MAM treatment non-response rate
MAM treatment recovery rate
Minimum dietary diversity – women
Proportion of children 6–23 months of age who receive a minimum acceptable diet
Proportion of eligible population that participates in programme (coverage)
Proportion of target population that participates in an adequate number of distributions (adherence)
TB Default rate

Activities and outputs**3. Treat moderate acute malnutrition among vulnerable people including children 6–59 months, PLW/G and ART/TB- DOTS clients (Nutrition treatment activities)**

Vulnerable people, including children 6–59 months, PLW/G and ART/TB-DOTS clients, receive specialized nutritious foods (category B) to treat moderate acute malnutrition (A: Resources transferred)

Vulnerable people, including children 6–59 months, PLW/G and ART/TB-DOTS clients, receive specialized nutritious foods (category B) to treat moderate acute malnutrition (B: Nutritious foods provided)

4. Prevent acute malnutrition among vulnerable groups including children 6–23 months and PLW/G (Malnutrition prevention activities)

Vulnerable people, including children 6–23 months and PLW/G, receive appropriate specialized nutritious foods to prevent acute malnutrition (A: Resources transferred)

Vulnerable people, including children 6–23 months and PLW/G, receive appropriate specialized nutritious foods to prevent acute malnutrition (B: Nutritious foods provided)

**5. Prevent chronic malnutrition among vulnerable groups, including children 6–23 months and PLWs.
(Malnutrition prevention activities)**

Targeted populations receive tailored nutrition-focused social and behaviour change communication (SBCC) on the treatment and prevention of wasting and stunting. (E: Advocacy and education provided)

Vulnerable people, including children 6–23 months and PLW/G receive appropriate specialized nutritious foods to prevent chronic malnutrition. (A: Resources transferred)

Vulnerable people, including children 6–23 months and PLW/G receive appropriate specialized nutritious foods to prevent chronic malnutrition. (B: Nutritious foods provided)

Strategic Objective 3: Achieve food security

Strategic Result 3: Smallholders have improved food security and nutrition

Strategic outcome 3: Smallholder farmers and vulnerable communities in targeted and crisis-prone areas, especially in eastern parts of the country, enhance their productive livelihoods and improve their food security and resilience by 2020

Outcome category: Increased smallholder production and sales

nutrition-sensitive

Focus area: resilience-building

Assumptions:

Weather and other external factors do not disrupt agricultural production

Outcome indicators

Food consumption score
 Food consumption score-nutrition
 Food expenditure share
 Livelihood-based coping strategy index (Average)
 Minimum dietary diversity – women
 Percentage of smallholder farmers selling through WFP-supported farmer aggregation systems
 Percentage of targeted smallholder farmers reporting increased production of nutritious crops
 Percentage of WFP food procured from pro-smallholder farmer aggregation systems
 Proportion of children 6-23 months of age who receive a minimum acceptable diet
 Proportion of the population in targeted communities reporting benefits from an enhanced asset base
 Rate of post-harvest losses
 Value and volume of pro-smallholder sales through WFP-supported aggregation systems

Activities and outputs**6. Strengthen the capacity of smallholder farmers (Smallholder agricultural market support activities)**

Participating households benefit from conditional transfers (food or cash) in order to meet their basic food needs
 (A: Resources transferred)

Participating households benefit from conditional transfers (food or cash) in order to meet their basic food needs
 (E: Advocacy and education provided)

Targeted smallholder farmers benefit from improved knowledge and skills in agricultural production and marketing in order to improve their sales and incomes (C: Capacity development and technical support provided)

7. Provide productive assets to smallholder farmers and food-insecure communities (Asset creation and livelihood support activities)

Smallholder farmers benefit from rehabilitated and newly constructed social and productive assets and access to post-harvest management tools in order to increase their incomes and productivity (D: Assets created)

Strategic Goal 2: Partner to support implementation of the SDGs**Strategic Objective 4: Support SDG implementation****Strategic Result 5: Developing countries have strengthened capacity to implement the SDGs**

Strategic outcome 4: National institutions have strengthened capacity to reduce food insecurity and malnutrition and respond to shocks by 2020.

Outcome category: Enhanced capacities of public- and private-sector institutions and systems, including local responders, to identify, target and assist food-insecure and nutritionally vulnerable populations

Focus area: resilience-building

Assumptions:

National institutions in DRC are available to receive enhancement of their capacity from partner.

Outcome indicators

Zero hunger capacity scorecard

Activities and outputs

8. Strengthen the Government's capacity in respect of social protection, nutrition, food security, emergency preparedness/ and disaster risk reduction (Institutional capacity-strengthening activities)

Populations affected by crises benefit from enhanced government capacity to scale up services in times of crisis in order to reach those in need.
(C: Capacity development and technical support provided)

9. Provide evidence-based analysis to national institutions (Analysis, assessment and monitoring activities)

Food-insecure populations benefit from an improved social protection system and stronger food security and nutrition policies.
(C: Capacity development and technical support provided)

Food-insecure populations benefit from national institutions' access to rigorous evidence in order to improve implementation of the Government's hunger-reduction programme (C: Capacity development and technical support provided)

Strategic Objective 5: Partner for SDG results

Strategic Result 8: Sharing of knowledge, expertise and technology strengthen global partnership support to country efforts to achieve the SDGs

Strategic outcome 5: The humanitarian community has the capacity to respond to shocks through strategic partnership by 2020

Outcome category: Enhanced
common coordination
platforms

Focus area: crisis response

Assumptions:

Collaboration with all humanitarian community is ensured

Outcome indicators

User satisfaction rate

Activities and outputs

10. Provide humanitarian platforms to the humanitarian community in DRC (Service provision and platforms activities)

Populations affected by crises benefit from supply-chain and other services offered by WFP to humanitarian partners, receiving timely humanitarian relief (H: Shared services and platforms provided)

11. Provide humanitarian air services to the humanitarian community in DRC (Service provision and platforms activities)

Populations affected by crises benefit from reliable, client-oriented air services that respond to users' needs for enhanced efficiency, effectiveness and safety in the implementation and monitoring of humanitarian activities. (H: Shared services and platforms provided)

Strategic Goal 1: Support countries to achieve zero hunger**C.1 Affected populations are able to hold WFP and partners accountable for meeting their hunger needs in a manner that reflects their views and preferences****Cross-cutting indicators**

C.1.1. Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance)

C.1.2. Proportion of project activities for which beneficiary feedback is documented, analysed and integrated into programme improvements

C.2 Affected populations are able to benefit from WFP programmes in a manner that ensures and promotes their safety, dignity and integrity**Cross-cutting indicators**

C.2.1. Proportion of targeted people accessing assistance without protection challenges

C.3 Improved gender equality and women's empowerment among WFP-assisted population**Cross-cutting indicators**

C.3.1. Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality

C.3.2. Proportion of food assistance decision-making entity – committees, boards, teams, etc. – members who are women

C.3.3. Type of transfer (food, cash, voucher, no compensation) received by participants in WFP activities, disaggregated by sex and type of activity

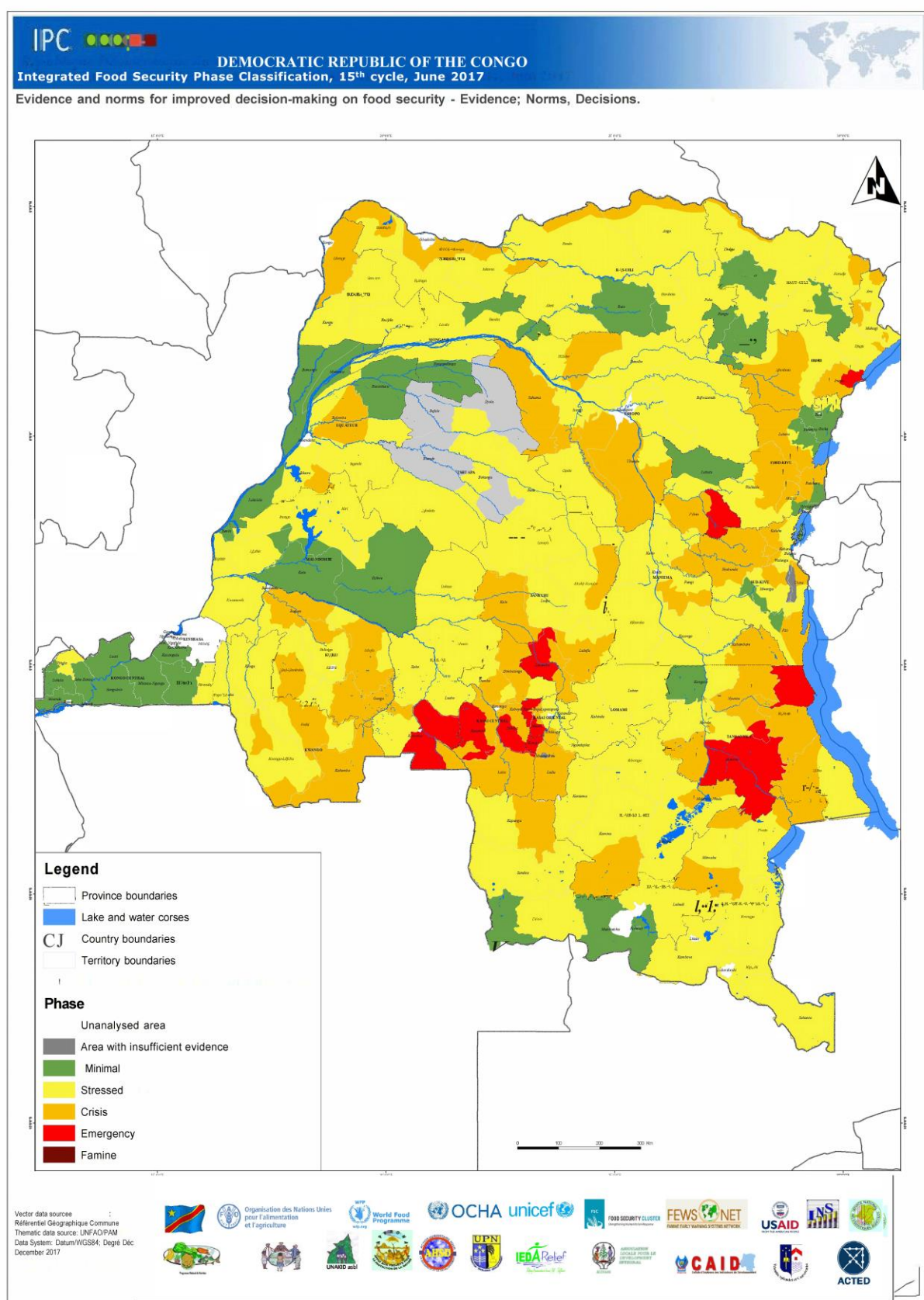
C.4 Targeted communities benefit from WFP programmes in a manner that does not harm the environment**Cross-cutting indicators**

C.4.1. Proportion of activities for which environmental risks have been screened and, as required, mitigation actions identified

ANNEX II

INDICATIVE COST BREAKDOWN BY STRATEGIC OUTCOME (USD)						
	Strategic Result 1, SDG target 2.1	Strategic Result 2, SDG target 2.2	Strategic Result 3, SDG target 2.3	Strategic Result 5, SDG target 17.9	Strategic Result 8, SDG target 17.16	Total
	Strategic outcome 1	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	Strategic outcome 5	
Transfer	293 266 824	31 922 019	41 836 664	3 808 008	95 562 714	466 396 229
Implementation	29 401 471	9 123 167	6 957 699	1 890 563	7 788 781	55 161 681
Adjusted direct support costs	24 337 722	3 093 757	3 600 344	434 430	7 856 326	39 322 580
Subtotal	347 006 017	44 138 944	52 394 708	6 133 001	111 207 821	560 880 490
Indirect support costs (7.0 percent)	24 290 421	3 089 726	3 667 630	429 310	7 784 547	39 261 634
Total	371 296 438	47 228 670	56 062 337	6 562 311	118 992 368	600 142 124

ANNEX III



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

Acronyms used in the document

ART	anti-retroviral therapy
BSF	blanket supplementary feeding
COMET	country office tool for monitoring effectively
CSP	country strategic plan
DRC	Democratic Republic of the Congo
FAO	Food and Agriculture Organization of the United Nations
FFA	food assistance for assets
GAM	global acute malnutrition
GCMF	Global Commodity Management Facility
GDP	gross domestic product
HIV	human immunodeficiency virus
HRP	Humanitarian Response Plan
ICSP	interim country strategic plan
IDP	internally displaced person
IPC	Integrated Food Security Phase Classification
MONUSCO	United Nations Organization Stabilization Mission in the DRC
NGO	non-governmental organization
P4P	Purchase for Progress
PLHIV	people living with HIV
PLW/G	pregnant and lactating women and girls
PNSD	National Strategic Development Plan
SDG	Sustainable Development Goal
SUN	Scaling Up Nutrition
TB-DOTS	directly observed treatment, short-course
TSF	targeted supplementary feeding
UNDAF	United Nations development assistance framework
UNHAS	United Nations Humanitarian Air Service
UNICEF	United Nations Children's Fund
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
ZHSR	zero hunger strategic review