REPUBLIC OF CONGO EMERGENCY OPERATION (EMOP) 200095 "Food Assistance to Congolese Displaced in Likouala Province"

Duration: 6 months (January - June 2010) Number of beneficiaries: 94,000 WFP food tonnage: 11,020 tons WFP food costs: US\$5,853,745 Total costs to WFP: US\$15,748,677

Executive Summary

Over the past months, disputes between Enyele and Munzaya ethnic groups in the Equateur province of the Democratic Republic of Congo (DRC) have fast degenerated into armed clashes. As of the end of October 2009, displaced people started crossing the border into the neighbouring Republic of Congo. According to the United Nations High Commissioner for Refugees and local authorities, over 84,000 civilians had crossed the Ubangui River into Likouala Province of the Republic of Congo by the end of December 2009.

A joint government/donor/United Nations rapid assessment mission was conducted on 10-13 November 2009 to Betou district, where the majority of the displaced population settled. The food security situation of the displaced population was found to be extremely precarious given the limited availability of livelihood opportunities. The Government of the Republic of Congo appealed for humanitarian assistance and chartered a cargo flight to deliver relief items. Responding to the appeal, WFP launched an immediate response emergency operation (IR-EMOP) to provide food assistance to 52,200 displaced Congolese. The United Nations Children's Fund (UNICEF), the United Nations Population Fund and the World Health Organization provided non-food items.

On 25-30 November 2009, WFP and partners conducted a more in-depth emergency food security assessment in 12 settlements in Likouala Province and concluded that the food security situation was deteriorating. Displaced persons fled their villages with limited or no food stocks. The presence of displaced Congolese is also putting pressure on local communities, some of whom are hosting people in their homes and sharing their limited resources. A nutrition screening carried out by UNICEF established that 8 percent of children under 5 appeared to be suffering from severe acute malnutrition and 13 percent from moderate acute malnutrition. The incidence of diarrhoea, respiratory infections and malaria was also rapidly increasing. A continuation of urgent food assistance to the displaced, as well as to the vulnerable among the host population, was therefore recommended.

As part of the integrated United Nations humanitarian response and in support of the Government's efforts, WFP plans to provide additional emergency relief assistance under this emergency operation to 84,000 displaced persons, 10,000 vulnerable people among the host population and 3,500 moderately malnourished children under 5. In view of the volatility of the situation in DRC and the remoteness of operational areas, a contingency stock of 20 percent of food tonnage is included in the emergency operation to respond to

any additional influxes of displaced people. The emergency operation is in line with WFP's Strategic Objective 1 (to save lives and protect livelihoods in emergencies) and Millennium Development Goal (MDG) 1 (to eradicate extreme hunger and poverty).

This emergency operation has been planned for a 6-month period to the end of June 2010. The phase-out of WFP assistance will depend on the outcome of ongoing discussions between the Republic of Congo and DRC governments and the security situation in the Equateur province which remains volatile.

SITUATION ANALYSIS AND SCENARIO

Overall Context

1. As a result of inter-ethnic violence in Equateur Province in the Democratic Republic of Congo (DRC), an estimated 84,000 Congolese crossed the Ubangui River into the Republic of Congo. Displaced populations settled in sites along a 200 km stretch of the Ubangui River covering 5 districts of Likouala Province in the extreme north of the Republic of Congo. A first mass influx began at the end of October 2009 and accelerated in November 2009 as the security situation in DRC further deteriorated. Eighty four percent of the displaced people are women and children under 5. The number of displaced persons by district, as at end December 2009, is outlined in the table below:

District	Number of displaced Congolese		
Betou	54,259		
Dongu	11,265		
Impfondo	13,835		
Enyele	903		
Liranda	3,650		
Total	83,912		

Table 1: Number of displaced people by district

2. A rapid interagency assessment mission undertaken from 10-13 November 2009 reported that the displaced Congolese were either staying with host families or living in public buildings and temporary shelters made of plastic sheeting and other local materials. Following the allocation of land by the local authorities, the United Nations High Commissioner for Refugees (UNHCR) has started building a new camp site in the Betou area where some of the displaced will be moved to. With the exception of Betou town, none of the settlements has adequate access to safe water and sanitation facilities. Displaced families collect water from the Ubangui River for drinking. Due to the lack of blankets and treated mosquito nets, the incidence of respiratory diseases and malaria among children under five is expected to increase.

- 3. The Government of the Republic Congo has delivered urgent relief supplies including non-food items (NFIs) and food commodities. Due to limited resources and capacity, the Government requested the humanitarian community to provide immediate relief assistance. In response, WFP launched an immediate response emergency operation (IR-EMOP) to cover the food needs of the most vulnerable displaced people for one month. As of 30 December 2009, 455 mt of commodities were distributed to over 52,200 vulnerable displaced Congolese in the most populated sites in Betou district.
- 4. WFP has also provided logistics support to the humanitarian country team. Through the air bridge established for the delivery of food commodities, WFP has also airlifted medical supplies and NFIs on behalf of sister United Nations agencies.

Food Security and Nutrition Situation

- 5. Likouala Province is one of the poorest areas in the country. It is a food deficit area, poorly linked to markets. The local population is dependent mostly on subsistence farming (contributing to 35 percent of household food consumption) and trading activities on the Ubangui River between DRC and the Republic of Congo (contributing to 38 percent of the household food consumption). According to the preliminary findings of the latest comprehensive food security and vulnerability assessment (CFSVA), 5 percent of the population is food insecure or vulnerable.
- 6. Between 25 November and 1 December 2009, WFP, UNHCR, UNICEF, Agence d'Assistance aux Rapatriés et Refugiés au Congo (AARREC) and Médecins d'Afrique (MDA) conducted a more in-depth emergency food security assessment (EFSA) to assess the food security and nutritional status of the Congolese from DRC and the host communities. The assessment found that displaced Congolese had limited or no food stocks, having fled before the harvesting their cassava crop. Until their refugee status is determined, displaced Congolese will not be able to access land for farming.
- 7. Displaced families have limited access to food markets due to low income levels and rising food prices. Local food supplies are insufficient to meet the increased demand caused by the influx of displaced people resulting in higher market prices. Prices of staple foods, mainly cassava flour, fish and banana, in local markets have almost doubled between September and November 2009.
- 8. Since their arrival in Likouala Province, the Congolese displaced have been relying on fishing, trade, and the sale of labour. However, the demand for labour is already low due to the approaching lean season and decreasing fishing opportunities as the water levels of rivers go down. Host populations have been sharing their food stocks with the displaced people. However, in some villages, the displaced Congolese have rapidly outnumbered the local population. The local communities' food stocks were estimated at only 2 weeks supply by the EFSA.

- 9. The food security situation of vulnerable households among the host population is also of concern. Host communities have been severely impacted by the suspension of trading activities between DRC and the Republic of Congo. Food accessibility and availability have also been limited as a result of rising food prices and depleted household food reserves. The local population is relying increasingly on family support and hunting to cope. However, greater competition with displaced people for basic resources such as fuel wood, wild foods and social support is anticipated.
- 10. A nutritional screening carried out by UNICEF at two sites in Betou district established that 8 percent of children under 5 appeared to be suffering from severe acute malnutrition (SAM) and 13 percent from moderate acute malnutrition (MAM).¹ The prevalence of acute malnutrition is also expected to increase as a result of malaria, diarrhoea and respiratory infections.

Scenarios

- 11. Under a best-case scenario, the security situation would stabilize in Equateur province of DRC, allowing the delivery of humanitarian assistance to displaced persons and the vulnerable host community. As a result, the influx of Congolese displaced crossing the border into the Republic of Congo would reduce and the caseload of displaced Congolese in the Republic of Congo would stabilize at around 90,000. Congolese displaced have expressed fears of possible retaliation and feel more secure in the Republic of Congo. Since the displaced are not expected to return to their home country in the immediate future, food assistance would be required for 6 months. As recommended by the EFSA mission, a food security and vulnerability assessment would be carried out in Likouala province by April 2010 to re-assess the food needs of the Congolese displaced population and host communities.
- 12. Under a worst-case scenario, ongoing negotiations between the Government of DRC and rebels groups would not succeed, fighting would resume, resulting in a further influx of displaced Congolese into the Republic of Congo. Under such a scenario, the caseload of displaced Congolese in Likouala province would increase by up to 150,000.
- 13. This EMOP is based on the best-case scenario, with a 20 percent contingency stock to respond to potential additional needs.

¹ The data is based on mid-upper arm circumference (MUAC) screening.

POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, capacities and actions of the Government

- 14. The Government has taken the lead in assessing the needs of the displaced Congolese and the host population and providing relief assistance. The Government donated 15,000 litres of fuel to humanitarian partners and used its own resources to airlift food commodities and non-food items, including medical supplies.
- 15. While discussing with its counterparts in DRC on ways to stabilize the situation and allow for a return of the Congolese displaced to Equateur Province, the Government of the Republic of Congo is committed to providing protection to the displaced. As the situation in Equateur Province in DRC remains highly volatile, an immediate return of the Congolese displaced is not foreseen. Meanwhile, the determination of refugee status is also under consideration.
- 16. The Ministry of Interior has agreed to provide military escorts to United Nations missions and convoys. The Ministry of Transport has been collaborating with WFP to expedite WFP trucks in crossing the border with the Central African Republic and to prioritise WFP cargo for rail transport out of the port of Pointe Noire in the Republic of Congo.

Policies, capacities and actions of other actors

- 17. Under the lead of the United Nations Resident Coordinator (RC), the United Nations Country Team (UNCT) has responded promptly to the crisis. WFP, UNICEF, WHO and UNFPA have deployed staff to the affected area. UNHCR, which already had an operational base in the province, is the lead agency in Betou and Impfondo, coordinating humanitarian response, facilitating assessment missions and the transportation of humanitarian staff and cargo. The Regional Office of the Office for the Coordination of Humanitarian Affairs (OCHA) has been supporting the RC's office.
- 18. On 16 December 2009, the United Nations Central Emergency Response Fund (CERF) allocated over US\$8 million to humanitarian agencies assisting Congolese displaced in the Republic of Congo. WFP will use over US\$3 million of the CERF allocation to provide food assistance and common logistics support. UNHCR will provide multi-sectoral assistance, including the provision of non-food items and protection services. UNICEF and UNFPA will complement UNHCR's efforts to provide protection for vulnerable populations. The Food and Agriculture Organization of the United Nations (FAO) will provide seeds, tools and fishing supplies. The United Nations Educational, Scientific and Cultural Organization (UNESCO) and UNICEF will provide education programs. Medical assistance will

be supplied by WHO, UNFPA and UNICEF.² Finally, UNICEF and WHO will support water and sanitation interventions.

19. NGOs such as MDA, *Médecins Sans Frontières* (MSF) France and AARREC have built up their response teams to provide medical assistance and deliver non-food items.

Coordination

- 20. The Ministry of Social Affairs and Humanitarian Action has been regularly meeting with United Nations agencies, non-governmental organizations (NGOs) and donors. Local authorities in Impfondo and Betou are also organizing regular coordination meetings.
- 21. The Resident Coordinator has set up a United Nations crisis cell that has held several meetings. The United Nations Development Assistance Framework (UNDAF) thematic groups have been instrumental in elaborating joint intervention strategies. FAO leads the food security sector and works closely with the Ministry of Agriculture, WFP and UNHCR. As the lead agency for displaced populations, UNHCR holds coordination meetings with humanitarian partners in Betou. UNICEF will assure the leadership of nutritional interventions.

OBJECTIVE OF WFP ASSISTANCE

- 22. The overall objective of this EMOP is to save lives and protect the livelihoods of targeted displaced people and host communities in the Republic of Congo as a result of inter-ethnic clashes in Equateur Province of the neighbouring Democratic Republic of Congo. The proposed activities aim to: i) improve the food consumption of the targeted displaced Congolese and host families; and ii) stabilize acute malnutrition among children under 5. The objectives are in line with WFP's Strategic Objective 1 (to save lives and protect livelihoods in emergencies) and Millennium Development Goal (MDG) 1 (to eradicate extreme hunger and poverty).
- 23. Food assistance will be provided through general food distributions and supplementary feeding targeting moderately malnourished children between 6-59 months.

² WHO intends to carry out a polio and measles vaccination campaign in the Likouala Province.

BENEFICIARIES AND TARGETING

24. The EMOP will target 84,000 displaced Congolese and 10,000 vulnerable people from the host communities through general food distributions (GFD). A targeted supplementary feeding programme will also benefit 3,500 malnourished children 6-59 months.

	Beneficiaries		
Activity	Male	Female	Total
General food distribution (GFD)	28,200	65,800	94,000
Supplementary feeding programme (SFP)	1,330	2,170	3,500
Total	28,200	65,800	94,000*

Table 2: Beneficiaries by activity type

*The 3,500 children assisted under the SFP will also be benefiting from GFD. Hence, the total beneficiary figure has been adjusted downward to avoid double-counting of beneficiaries.

- 25. General food distributions will be targeted at the displaced Congolese who have been registered by local authorities. The registration lists will be validated by WFP and UNHCR following verification exercises that have started in all sites.
- 26. About 6.5 percent of the local population will receive WFP assistance. The poorest households will be identified among the host population through community-based targeting. The following targeting criteria have been determined on the basis of the CFSVA and EFSA findings: no food stocks available, lack of access to health care and use of distress coping strategies. WFP's assistance to host communities will be complemented by the distribution of fishing nets and agricultural inputs by FAO.
- 27. The supplementary feeding programme will be targeted at children 6-59 months suffering from moderate acute malnutrition. Criteria for admission and discharge will be based on weight for height.³ Children discharged from the therapeutic feeding programme supported by UNICEF will also be assisted through the supplementary feeding programme.

³ Admission criteria: W/H 70 to 79 percent of the median without oedema. Discharge criteria: W/H 80 percent of the median and above.

NUTRITIONAL CONSIDERATIONS AND RATIONS

28. The food rations by activity are presented in Table 3.

Commodity	General food distribution	Supplementary feeding
Cereals	450	0
CSB	20	200
Pulses	30	0
Vegetable Oil	25	20
Iodized Salt	10	0
Sugar	15	20
Total	550	240
Total kcal/day	2,100	1,009
% kcal from protein	11	13
% kcal from fat	13	27

Table 3: Food rations by activity type (g/person/day)

29. The total food requirements by activity are presented in Table 4. A provision has also been made for a 20 percent contingency stock to respond to a potential increase in the number of displaced people.

Commodity	General food distribution	Supplementary feeding	Contingency stock	Total (mt)
Cereals	7,615	0	1,361	8,976
CSB	338	42	61	441
Pulses	508	0	90	598
Vegetable Oil	423	4	76	503
Iodized Salt	169	0	30	199
Sugar	254	4	45	303
Total	9,307	50	1,663	11,020

Table 4: Total food requirements by activity

IMPLEMENTATION ARRANGEMENTS

General food distribution: GFD will be implemented in collaboration with local authorities, UNHCR and AARREC. Once verified, displaced persons will receive ration cards to facilitate food distributions. Food distributions will take place on a monthly basis in the most populated sites. Displaced populations living in smaller settlements will travel to the main distribution sites to receive their food rations. WFP assistance to host communities will be channelled through a community-based distribution system. WFP will be responsible for delivering food commodities to the extended delivery points (EDPs). AARREC will be responsible for the management of the EDPs, the transportation of food from the EDPs to the distribution sites and final distribution to beneficiaries.

- 30. Supplementary Feeding: An estimated 3,500 children moderately malnourished children 6-59 months will receive supplementary food rations. The supplementary feeding programme will be implemented by the *Agence d'Aide a la Coopération Technique et au Dévelopment* (ACTED). MDA and MSF will be responsible for the screening of children under five in the areas where displaced populations have settled. Cooking utensils and plastic cups will be provided by ACTED to organize cooking demonstrations in the health centres under the supplementary feeding programme. Weighing equipment will be supplied by UNICEF, MDA and MSF. Severely malnourished children will be assisted by UNICEF through a therapeutic feeding programme.
- 31. Participation: Women have been actively involved in food distributions under the IR-EMOP and will have greater management functions throughout the implementation of this EMOP.
- 32. Logistics: The transport of humanitarian cargo between the port of Pointe Noire in the Republic of Congo and the capital Brazzaville is mainly undertaken by rail but current transport capacity is poor. The rehabilitation of the 535 km road linking Pointe Noire and Brazzaville is not yet complete making it expensive and time consuming.⁴ WFP Brazzaville, in collaboration with the WFP Regional Bureau and country offices in neighbouring countries, has therefore established a road and river corridor between the Central African Republic and the Republic of Congo. This Douala-Bangui-Betou road corridor was used on an experimental basis under the IR-EMOP and has proved efficient. The corridor will be used to move 75 percent of WFP food requirements. The remaining 25 percent of WFP's assistance will be delivered through the Pointe Noire-Brazzaville rail corridor, and then by road to Oyo and by river on small barges to WFP warehouses in Impfondo or6 Betou.
- 33. The displaced population has settled along the Ubangi River in Likouala Province which is heavily forested and has many rivers. Only the sites in Betou and near Impfondo are accessible by road, while the road linking these two main district

⁴ It costs on average US\$500 per ton and requires 5 travel days during the dry season. During the rainy season, the road is not used.

capitals is in poor condition and is usable only during the dry season. WFP and partners will therefore rely heavily on river transport to deliver humanitarian assistance. WFP and UNHCR plan to rehabilitate UNHCR's small barge fleet, whose capacity has been boosted with three more barges contracted by WFP.

- 34. WFP has established a temporary air corridor to transport life saving medical supplies and fortified foods for supplementary feeding. The costs of these airlifts are budgeted for in this EMOP. WFP will also provide bilateral services to other agencies, with air and barge corridors being made available for the transportation of humanitarian cargo on a full cost recovery basis.
- 35. The Government of Congo has been contributing to the logistics response by making land plots available free of charge for the erection of temporary warehouses (rub halls), facilitating border clearance and rail transport, as well as providing military escorts in collaboration with the United Nations Department of Safety and Security (UNDSS).
- 36. WFP has already established a field presence in Impfondo and Betou. Approximately 1,300 mt of warehousing capacity has been established in both towns under the management of AARREC. A head of WFP field office has been deployed in Impfondo. Food aid monitors and store keepers with previous WFP experience have been recruited. Two national logistics officers are being hired. The WFP country office in the Central African Republic has provided significant support in establishing the logistics infrastructure and training ARREEC on EDP management.
- 37. Procurement: Given that 77 percent of the country's food requirement is met through imports, all commodities will be purchased internationally. To overcome the long lead time to import food, the country office has started borrowing food commodities from other ongoing operations in the region. These loans will be repaid once forecasted contributions are confirmed.

PERFORMANCE MONITORING

- 38. The establishment of field offices in Betou and Impfondo will result in more regular assessments and close monitoring of the EMOP. WFP field staff will verify beneficiary lists and monitor the transportation of food. WFP staff will be directly involved in the distribution process and will conduct post-distribution monitoring to ensure that the food rations reach the intended beneficiaries. Field offices will issue weekly situation reports. At the operational level, the Commodity Movement Processing and Analysis System (COMPAS) will be established in both field offices to track commodity movement.
- 39. Data will be captured by WFP partners ARREC and ACTED through postdistribution monitoring exercises. AARREC and WFP field staff will ensure the accountability of operations and reporting on output indicators. With the support of

WFP Regional Bureau, baseline information will be collected and used for the vulnerability and food security assessment mission to be carried out by April 2010. WFP and UNICEF plan to undertake a nutritional survey towards the end of the EMOP to measure outcome indicators such as global acute malnutrition (GAM) and mortality rates. Performance measurement indicators are outlined in the log frame in Annex II.

HANDOVER STRATEGY

- 40. The EMOP has been planned for a 6-month period and is due to end by June 2010. The possible phase-out of WFP assistance will depend on the outcome of ongoing discussions between the Republic of Congo and DRC governments and the security situation in the Equateur province. WFP plans to conduct a more in-depth food security assessment in Likouala Province by April 2010 to review the needs of the displaced persons and host communities. The EFSA will take into account a) the food security situation and the Congolese Government's capacity to respond to needs; and b) the capacity for self reliance of the host communities and displaced population through government and United Nations partners' interventions.
- 41. WFP will support refugee operations in partnership with UNHCR and the Government of Congo in the event that the Congolese displaced are granted refugee status.

SECURITY CONSIDERATIONS

- 42. Likouala Province is under United Nations security phase 2. However, the security situation on the Ubangui River has recently deteriorated, with the interception of humanitarian barges and increased tensions among displaced Congolese at some sites. The Government has deployed more troops to address rising insecurity and piracy along the Ubangui River.
- 43. WFP will ensure that its field offices are compliant with the minimum operating security standards (MOSS). The related costs have been budgeted for under the EMOP. Speed boats will be purchased to ensure safe travel to sites for distribution and monitoring as well to provide a means to move staff quickly to secure locations in the event of security threats or medical emergencies. Military escorts for WFP staff and partners during distribution and monitoring will be provided by the Government.

RECOMMENDATION

The Executive Director and the Director-General of FAO are requested to approve the proposed Emergency Operation Republic of Congo 200095 "Food Assistance to Congolese Displaced in Likouala Province".

APPROVAL

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Josette Sheeran Executive Director of WFP

Jacques Diouf Director-General of FAO

Date:

Date:

ANNEX IA

WFP PROJECT COST BREAKDOWN

	Quantity (mt)	Average cost (US\$) per mt	Value (US\$)
COSTS		·	
A. Direct operational costs			
Rice ⁵	8,975	530	4,756,750
Yellow Split Peas	598	380	227,240
Vegetable Oil	503	905	455,215
Blended Foods	441	470	207,270
High Energy Biscuits	1	1,980	2,970
Sugar	303	625	189,375
Salt	199	75	14,925
Total commodities	11,020		5,853,745
External transport	1,131,323		
Total LTSH			6,425,514
Other direct operational costs			208,996
Total direct operational costs			13,619,578
B. Direct support costs (see Annex IB table below for details)			1,098,812
C. Indirect support costs (7 percent of total direct costs)			1,030,287
TOTAL WFP COSTS			15,748,677

⁵ This is a notional food basket used for budgeting and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.

ANNEX IB

DIRECT SUPPORT REQUIREMENTS (US\$)

Staff and Staff Related Costs	
International Professional Staff	98,970
National Professional Officers	23,408
National General Service staff	233,500
Overtime	5,500
UNV	78,894
Staff duty travel	43,740
Subtotal	484,012
Recurring Expenses	
Rental of Facility	10,000
Utilities General	7,000
Office Supplies and Other Consumables	10,000
Communications and IT Services	18,000
Equipment Repair and Maintenance	16,000
Vehicle Running Cost and Maintenance	40,000
Office Set-up and Repairs	305,000
Subtotal	406,000
Equipment and Capital Costs	
Vehicle leasing	15,300
TC/IT Equipment	152,500
Local Security Costs	41,000
Subtotal	208,800
TOTAL DIRECT SUPPORT COSTS	1,098,812

Annex II: Summary of Log frame Republic of Congo: EMOP 200095 "Food Assistance to Congolese Displaced in Likouala Province".

Results-Chain (Logic Model)	Performance Indicators	Risks, Assumptions
STRATEGIC OBJECTIVE 1: SAVE LIVES AND	PROTECT LIVELIHOODS IN EMERGENCIES	
<i>Outcome 1</i> Reduce or stabilize acute malnutrition in children under 5 in the emergency-affected population	Prevalence of acute malnutrition among children under 5 below 10 percent (weight for height as %)	Cooperating partners ability to implement nutritional activities
<i>Outcome 2</i> Reduce or stabilize mortality in children under five and in adults in the target emergency-affected population	Crude mortality rate below 2 percent	Lack of child care activities
<i>Outcome 3</i> Improved food consumption over assistance period for targeted women, men, girls and boys under secure conditions	Household food consumption score.	Logistics constraints, insecurity
<i>Output 1 -3</i> Food distributed in sufficient quantity and quality to targeted beneficiaries	9,307 mt of food distributed under general food distribution, 50 mt of food distributed under supplementary feeding programme	Donor response Difficulties to reach all the beneficiaries due to logistics constraints and insecurity
	94,000 beneficiaries reached under general food distribution disaggregated by sex; 3,500 beneficiaries reached under supplementary feeding programme disaggregated by sex.	

Annex III

