

## Democratic Republic of Congo Emergency Operation 200480

<b>EMERGENCY SUPPORT TO INTERNALLY DISPLACED POPULATIONS IN EASTERN DEMOCRATIC REPUBLIC OF CONGO</b>	
Number of beneficiaries	1,200,000
Duration of project	September 2012 - June 2013
WFP food tonnage	48,347 mt
Cost (United States dollars)	
WFP food cost	US\$29,875,207
WFP voucher cost	US\$9,448,650
Total cost to WFP	US\$80,939,264

## EXECUTIVE SUMMARY

The Democratic Republic of Congo has experienced continuing conflict and instability, especially in the eastern part of the country, since its first civil war in 1996. The November 2011 presidential and legislative elections, which were expected to consolidate the democratic process initiated since 2006, rather led to a political crisis and uncertainties. The situation has remained fragile due to continued armed conflict, proliferation of arms, land disputes and the inability of the Government to restore state authority and control. Areas most affected include North and South Kivu, Katanga, Maniema, and Oriental province.

Due to the intensified conflict, the number of internally displaced persons has increased by 26 percent in 2012 compared to December 2011. As of 30 June, a total of 2.36 million people were displaced in the Democratic Republic of Congo, of whom over 600,000 have been displaced since the beginning of 2012 (including 550,000 displaced since April 2012<sup>1</sup>). Rapid assessments have shown that their livelihoods have been severely disrupted and their access to food is limited.

Given the magnitude of new displacements, WFP is launching an emergency operation to provide timely lifesaving assistance to newly displaced persons in the provinces of, Katanga, Maniema, North and South Kivu and Oriental. This operation will continue to support on-going activities in the Haut and Bas Uélé districts of Oriental Province which have been assisted under emergency operation 200362. Once regular food security assessments demonstrate that internally displaced people no longer require emergency assistance they will be transferred to early recovery and resilience building activities under protracted relief and recovery operation 200167.

WFP response has been designed recognizing the great potential for scale up of cash-based interventions to address food needs. Recent analysis has shown the cost-effectiveness of cash and vouchers as compared to food transfers in North and South Kivu and Maniema. Scale up is being planned carefully and gradually in recognition of the rapidly evolving environment and need for appropriate systems and partnerships.

This emergency operation addresses WFP Strategic Objective 1, “to save lives and protect livelihoods in emergencies”. Specifically it will address the immediate food needs and improve the food consumption of internally displaced persons who have been affected by conflict in eastern Democratic Republic of Congo.

This emergency operation is aligned with the Government’s Plan of Action (2012 – 2016) and Poverty Reduction Strategy Paper (2011 – 2015) and supports progress towards Millennium Development Goals 1 and 2, 4.<sup>2</sup>

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## SITUATION ANALYSIS

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<sup>1</sup> Office for the Coordination of Humanitarian Affairs (OCHA) quarterly IDP statistics, June 2012.

<sup>2</sup> Millennium Development Goal (MDG) 1 : eradicate extreme poverty and hunger; MDG 2: achieve universal primary education; MDG 4 reduce child mortality.

## The Overall Context

1. The Democratic Republic of Congo with a population of about 68 million people is Africa's second largest country. It ranked 187<sup>th</sup> out of 187 countries in the 2011 Human Development Index, a significant deterioration since 2009 when it ranked 176<sup>th</sup> out of 182 countries.<sup>3</sup> Per capita gross domestic product (GDP) in 2011 was among the lowest in the world at US\$210. GDP growth slowed in 2011 to 6.5 percent, a slight drop from 2010 (7.2 percent) but it is expected to further decline to 5.1 percent in 2012 due to persistent political uncertainties.
2. According to the Poverty Reduction Strategy Paper (PRSP) 2011-2015, 71 percent of the population lives below the poverty line. Urban and rural poverty rates are 55 and 82 percent respectively. In 2011, the DRC's Global Hunger Index (GHI) score increased by 63 percent, due to the impact of conflict and political instability. The food security situation was classified as "extremely alarming".<sup>4</sup>
3. Agriculture is the main source of food and income in rural areas, where nearly 70 percent of the population live. Agricultural activities in some areas are severely constrained by conflict, lack of appropriate inputs, limited access to markets due to poor roads, communication and inadequate transportation infrastructure.
4. Women's participation in agriculture is particularly affected by conflict. Insecurity and repeated violence including rape, disproportionately affects women and girls<sup>5</sup> and have a negative impact on agricultural production. Studies have shown that households led by women are more affected by food insecurity than those led by men.
5. This year has been marked by renewed instability and fighting in various provinces. In North Kivu, clashes were reported between the Congolese national army, the Armed Forces of the Democratic Republic of Congo (*Force armées de la République démocratique du Congo* - FARDC) and various armed groups including the Movement of 23 March (*Mouvement du 23 mars* – M23) and the *Alliance des Patriotes Souverains et Libres* (Sovereign Alliance of Patriots and Free). In South Kivu, civilians have been attacked by various armed groups including the *Forces démocratiques de libération du Rwanda* (Democratic Forces for the Liberation of Rwanda) and Mai Mai Mutomboki. In Katanga province, which was one of the most stable in the country, clashes between FARDC and the Mai Mai of Gedeon have resulted in population displacement. In Oriental, people have been displaced as a result of tribal clashes and attacks by armed groups in and around Ituri district. The withdrawal of FARDC troops from Haut and Bas-Uélé districts has resulted in populations moving towards the border with Central African Republic and South Sudan as they become more vulnerable to armed attacks.
6. As a result of intensified conflict, the number of internally displaced persons (IDPs) has increased by about 26 percent in 2012 compared to December 2011. According to recent statistics issued by the Office for the Coordination of Humanitarian Affairs (OCHA), there were 2.36 million IDPs as of June 2012 in the DRC, of whom over 600,000 have been displaced since the beginning of 2012 (including 550,000

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<sup>3</sup> The United Nations Development Programme Human Development Report 2011.

<sup>4</sup> The International Food Policy Research Institute, GHI Report, October 2011.

<sup>5</sup> According to the national multi-sector program against acquired immune deficiency syndrome (2009), and the 2011-2015 PRSP, HIV prevalence in the Democratic Republic of Congo is estimated at 3.25 percent of the overall population. The most affected groups are sex workers (17 percent), rape victims (99 percent of whom are women, with 20 percent HIV rate), IDP women (7.6 percent), and pregnant women (3.7 to 4.3 percent). The PRRO 200167 includes assistance to PLHIV and tuberculosis (TB) patients on anti-retroviral therapy and directly observed treatment with short-course chemotherapy respectively.

displaced since the beginning of April 2012<sup>6</sup>). Most of the newly displaced households are living with host communities. Given the sporadic nature of the attacks, it is difficult to determine duration of displacement.

<b>TABLE 1: NUMBER OF RECENT IDPs BY PROVINCE</b>	
<b>Province</b>	<b>Number</b>
North Kivu	200,000
South Kivu	150,000
Katanga	130,000
Maniema	67,000
Oriental	65,000

Source: Population Movement Committee (PMC), June 2012 and WFP update No. 9, July 2012

7. These movements and renewed fighting have left the population in an increasingly vulnerable situation. Several interagency monitoring reports have highlighted cases of sexual violence, killings and forced recruitments including children. According to the Office of the United Nations High Commissioner for Refugees (UNHCR) 7,000 protection incidents were reported in North Kivu from April to mid-July 2012.<sup>7</sup>

### **The Food Security and Nutrition Situation**

8. The June 2012 integrated phase classification<sup>8</sup> (IPC) estimates that 17.3 million people in the DRC are in Acute Food and Livelihood Crisis (phase 3). About 5.4 million of these are in need of humanitarian assistance; of which 46 percent are located in Katanga, North and South Kivu, Maniema and Oriental provinces. In these areas the proportion of households with poor and borderline food consumption scores (FCSs) exceeds 20 percent.<sup>9</sup> Comparison of IPC reports for November 2011 and June 2012, show that the overall food security is worsening, with more territories in the provinces affected by population displacements being classified in phases 3 and 4.

9. Recent rapid assessments<sup>10</sup> show that IDPs' livelihoods have been severely disrupted and they have a very limited capacity to access food. They flee from conflict areas

<sup>6</sup> Office for the Coordination of Humanitarian Affairs (OCHA) quarterly IDP statistics, June 2012.

<sup>7</sup> OCHA Situation Report, 27 July 2012.

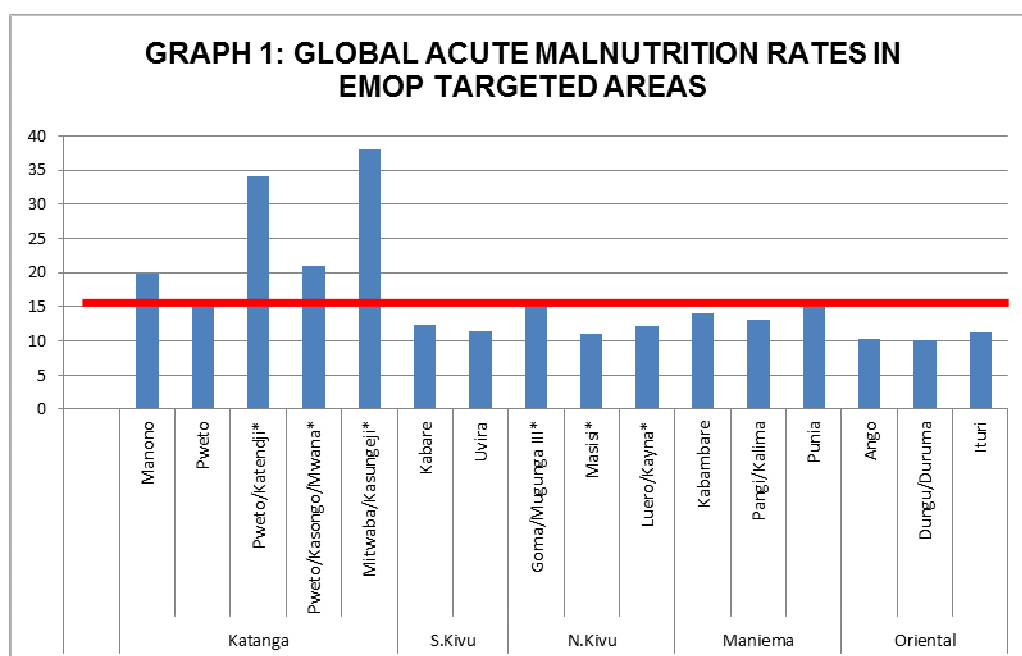
<sup>8</sup> The IPC classification is: level 1- Generally Food Secure; 2- Moderately/Borderline Food Secure; 3 – Acute Food and Livelihood Crisis; 4 – Humanitarian Emergency; 5- Famine. Levels 3 to 5 require humanitarian response.

<sup>9</sup> The FCS is a proxy indicator for food insecurity; the cut-off points for the DRC are 28 for poor FCS and 42 for borderline. A FCS > 42 indicates acceptable food consumption.

<sup>10</sup> Rapid Assessment at Rutshuru, WFP, June 2012 ; Rapid Assessment on the situation of IDPs in Ntoto and surroundings (Masisi et Walikale), April 2012 ; Rapid Assessment on the Food Security of the IDPs in the direction of Kalehe-Minova, South Kivu, WFP Food and Agriculture Organization of the United Nations (FAO)-World Vision, NGOs, May 2012.

with limited assets and during the first weeks of displacement usually rely on support from host populations or humanitarian organizations. IDPs who have not benefited from any assistance have been resorting to negative and unsustainable coping strategies including selling the few assets they might still possess or returning to their villages, exposing themselves to the risk of being harassed and killed; begging or reducing food intake, sometimes even spending an entire day without eating. Most IDPs eat one meal per day usually made of staple food (cassava) with leaves. It is only after a period of 3 to 6 months that newly displaced households start developing less risky coping strategies, such as working as labourers in host population's farms.

10. *Market conditions:* Poor roads and security conditions in many areas make food delivery difficult and expensive. Several market studies in North Kivu have demonstrated that food is generally available, at affordable prices in most markets where IDPs have settled.<sup>11</sup> However, the lack of income limits IDPs' access to food. Urban markets in North Kivu (Goma, Beni and Butembo) are functioning and competitive. They are supplied with a large variety of foods throughout the year by rural markets and neighbouring countries, mainly Uganda and Rwanda.
11. *Nutrition situation:* The 2010 multiple-indicator cluster survey depicted an alarming nutrition situation with global acute malnutrition (GAM) prevalence exceeding the World Health Organization's threshold of 10 percent, indicating "serious" levels in 6 out of 11 provinces of DRC. Although nutrition indicators are worse in the western part of the country, recent nutrition survey and screening in conflict-affected areas show pockets of malnutrition, with GAM exceeding the threshold of 15 percent ("critical") in some areas as summarized in table 3. Increased levels of acute malnutrition are due to a lack of clean water, poor hygiene and sanitation associated with of inappropriate infrastructure. Cases of cholera and measles have recently been reported in the areas affected by population displacement.



\*\*Sources include *Programme National de Nutrition* (PRONANUT – National Nutrition Programme) January and February 2012; nutrition surveys and screening conducted by the United Nations Children's Fund (UNICEF), WFP and CARITAS in May 2012 and by the Lutheran World Federation in June 2012.

<sup>11</sup> A market profiling exercise was conducted by WFP in April 2011, covering the territories of Masisi, Rutshuru and Lubéro in North Kivu; a cash and voucher feasibility study was conducted in the territory of Beni, North Kivu in May 2012. The information complemented the cash and voucher feasibility study that was conducted in Goma in 2008.

Data from territories marked by a star (\*) is based on mid-upper arm circumference screenings and should be interpreted with caution.

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## POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

### Policies, Capacities and Actions of the Government

12. Decades of poor governance and conflict have limited the Government's capacity to administer the country, assure peace and security, and deliver basic services. The recent elections in 2011 were marked by controversy at both the national and sub-national levels, delays in organizing the legislature and forming a new government.
13. The Government has developed a five-year Plan of Action (2012-2016). The major objective of the Plan is to enhance institutional growth and development, with improved standards of living across the population as a basis of national socio-economic development. Objective IV outlines plans to support the most vulnerable, who include children, women, the elderly and disabled.
14. The Poverty Reduction Strategy Paper (PRSP) for 2011-2015 focuses on peace consolidation, and emphasizes governance, reconstruction and economic recovery, provision of social services, and protection of the environment. The Government has also developed a stabilization programme, the *plan de stabilisation et de reconstruction pour les zones sortant d'un conflit armé* (stabilization and reconstruction plan for areas emerging from armed conflict), which covers the provinces of Maniema, North and South Kivu and Oriental, as well as Tanganyika district of Katanga Province. This is supported by the International Security and Stabilization Support Strategy which focuses on the Kivus and Oriental provinces.

### Policies, Capacities and Actions of Other Major Actors

15. The response actions of humanitarian agencies/organizations are aligned to the 2012 Humanitarian Action Plan (HAP), with over 90 organizations, including United Nations agencies and non-governmental organizations (NGOs) working within this framework.
16. United Nations agencies, Government and NGOs participate in the *Réponse rapide aux mouvements de population* (RRMP - Rapid Response to Population Movement) assessments to determine needs, particularly for non-food items, shelter, water and sanitation.<sup>12</sup> The RRMP assessments incorporate some key food security indicators such as FCS and coping strategy index. When needed, a joint food security cluster assessment/mission is undertaken to complement this information. WFP is actively engaged both in the RRMP and the food security cluster assessments.
17. Principal stakeholders relevant to food security and humanitarian relief include United Nations agencies, particularly the Food and Agriculture Organization of the United Nations (FAO), the Office of the United Nations High Commissioner for Refugees (UNHCR), and UNICEF, the Government and bilateral donors. In addition, most programme activities – including initial assessments and distribution of non-food items (NFIs) – are implemented through national and international NGOs. In view of the hazardous operational context, the United Nations Organization Stabilization Mission in the Democratic Republic of Congo (MONUSCO) provides security escorts in zones classified “red”.

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<sup>12</sup> Activities of the RRMP are financed by the United Nations pooled fund.

## Coordination

18. The cluster system is the primary coordination mechanism for humanitarian response, WFP leads the logistics and information and communications technology (ICT) clusters and co-leads the food security cluster with FAO. WFP also participates in the nutrition and education clusters. OCHA leads the provincial inter-agency coordination committee (*Comité provincial inter-agences – CPIA*),<sup>13</sup> ensuring complementary humanitarian responses, needs assessments, early warning, and contingency planning. The CPIA agrees upon provincial strategies, identifies gaps, prioritises intervention areas, and develops a strategic response framework. It also establishes and manages pooled fund allocation processes.
19. At the provincial level, monthly food security and logistics cluster meetings are held, while inter-cluster meetings take place regularly. At local level, the PMC validates displaced population figures and humanitarian requirements. Local food management committees participate in the identification and registration of beneficiaries and coordination of distributions.
20. As co-lead of the food security cluster, WFP collaborates with FAO on food security-related assessments, as well as the IPC on food security exercise, which is conducted twice a year. PRONANUT and the Ministry of Agriculture participate in nutrition and food security assessment and monitoring activities respectively. WFP and UNHCR collaborate on arrangements relating to the coordination of needs and movements of refugees and IDPs; WFP's collaboration with UNICEF includes coordination on nutrition assessments and complementary nutrition activities under the protracted relief and recovery operation (PRRO) 200167 "Targeted assistance to victims of armed conflict and other vulnerable groups". WFP collaborates with the United Nations Office for Project Services on rehabilitation and development of physical infrastructure.

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## OBJECTIVES OF WFP ASSISTANCE

21. EMOP 200480 addresses the immediate food needs of new IDPs following the recent conflicts in eastern DRC; it also includes assistance to previously displaced populations and host communities located in the Haut and Bas Uélé districts of the Oriental Province, currently assisted under EMOP 200362 "Emergency Support to Populations Affected by Insecurity in Haut- Uélé and Bas-Uélé Districts in Oriental Province of the DRC (1 April 2012-31 March 2013). The activities on-going in the Haut and Bas Uélé (emergency school feeding, food for work and nutrition) will continue through June 2013 in EMOP 200480 to ensure synergies and continuity taking into account current agreements with the Government. The end date of the EMOP 200362 will be brought forward end-August 2012 to coincide with the start date of this operation.
22. In line with WFP's 2008-2013 Strategic Results Framework's Strategic Objective 1 to "save lives and protect livelihoods in emergencies", this EMOP aims at addressing the immediate food needs and improving the food consumption of IDPs who have been affected by recent conflict and political instability in the eastern DRC as well as other affected groups in the Haut and Bas Uélé districts.

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<sup>13</sup> Comité provincial inter-agencies.



23. The EMOP will pursue two additional objectives specifically in Haut and Bas Uélé districts:
- stabilizing enrolment of girls and boys in primary schools; and
  - stabilizing acute malnutrition among children 6-59 months and pregnant and lactating women.
24. WFP combined assistance under EMOP 200480 and PRRO 200167 will provide a comprehensive package in response to the crisis in DRC. The PRRO will enable continued support to IDPs through medium-term actions including food, cash or voucher-for-work activities and for training interventions that address early recovery and resilience building needs. The PRRO will also complement this EMOP by providing nutritional support to children 6-59 months, pregnant and lactating women and people living with HIV and tuberculosis. In areas with GAM above 15 percent, the PRRO provides blanket supplementary feeding for children 6-23 months, it also delivers school feeding in food-insecure areas with low enrolment rates. PRRO 200167 (1 January 2011- 31 December 2012) will be extended-in-time through a budget revision to match the duration of this EMOP (from January to June 2013) and incorporate additional requirements to accommodate increased needs.
25. This EMOP will respect the principles laid out in the WFP humanitarian protection and gender policies and will endeavour to improve the situation of beneficiaries regarding humanitarian protection.

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## **BENEFICIARIES AND TARGETING**

26. EMOP 200480 will be implemented in South and North Kivu, Maniema, Katanga and the Oriental Province. Relief assistance in the form of general food distributions or voucher transfers will be targeted towards households who have been recently displaced. In Bas and Haut Uélé districts, the EMOP will provide continued support to conflict-affected communities in Dungu and Faradje (Haut Uélé) and Ango and Bondo (Bas Uélé) territories. These include previously and recently displaced households, returnees and repatriated refugees, food-insecure host populations and victims of sexual and gender-based violence.
27. IDPs are registered by a local humanitarian committee composed by the village chief as well as representatives of the displaced families and other local leaders. This committee alerts the humanitarian community through the Population Movement Committee instituted by OCHA. IDP numbers are then verified and validated through inter-agency food security and RRMP assessments.
28. WFP planning figures for the start of this operation in September are based on the latest IDP statistics from the June 2012 OCHA update and additional estimates for Oriental and Maniema provinces. Projections have then been determined for the successive months, assuming a gradual increase of the number of IDPs until October 2012, followed by a gradual decline. It is expected that i) the number of attacks and displacements will go down during the rainy season (November – March), prompting some households to return to their villages; and ii) WFP may not be able to reach all IDPs in need due to insecurity in the areas of displacement. Projections for 2013 are based on the assumption that the situation will stabilize at levels similar to those experienced during the first half of 2011.
29. WFP and its partners will conduct regular food security and nutrition assessments to determine the need for continued food assistance under the EMOP. The level of food

insecurity and vulnerability of the IDPs will be assessed through a participatory approach involving beneficiary communities, implementing partners and government. Households still requiring relief assistance will be supported through the EMOP, while those requiring early recovery and resilience building support will transit into the activities foreseen in the PRRO. Nutritional screening of children under 5 and pregnant and lactating women will be done in collaboration with partners. Those found to be malnourished will be assisted through PRRO 200167.

30. In Haut and Bas Uélé, this EMOP will continue to implement activities which are currently under EMOP 200362. FFW activities will be prioritized to areas of return and target food-insecure IDPs, returnees and refugees. Emergency school feeding will continue to target school-aged children in newly displaced and recent returnees' households. The activity will be scaled up in order to meet increased demand for schooling and respond to increased pressure on existing schools, due to the movement of households from isolated homesteads to safer areas. Targeted supplementary feeding will assist moderately malnourished children 6-59 months and pregnant and lactating women through existing health centres.

TABLE 2: BENEFICIARIES BY MONTH BY PROVINCE						
2012						
Provinces	September	October	November	December		
North Kivu	161,500	172,500	124,500	118,000		
South Kivu	150,000	165,000	155,000	150,000		
Katanga	90,000	95,000	87,000	85,000		
Maniema	85,000	89,000	43,000	42,000		
Oriental	151,500	130,000	114,000	113,000		
TOTAL	638,000	651,500	523,500	508,000		
2013						
Provinces	January	February	March	April	May	June
North Kivu	75,000	85,000	85,000	60,000	30,000	10,000
South Kivu	65,000	75,000	70,000	50,000	20,000	10,000
Katanga	17,000	15,000	15,000	15,000	10,000	5,000
Maniema	15,000	15,000	15,000	15,000	10,000	5,000
Oriental	140,000	133,500	134,000	132,000	132,000	127,000
TOTAL	312,000	323,500	319,000	272,000	202,000	157,000

31. The below table outlines the beneficiary number by activity:

<b>TABLE 3: BENEFICIARIES BY ACTIVITY</b>			
<b>Activities</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>
General food/voucher distribution (GFD)	402,000	688,000	1,090,000*
<b>Additional activities in Haut and Bas Uélé districts</b>			
Targeted supplementary feeding (TSF) – Children 6-59 months	2,000	4,000	6,000
Targeted supplementary feeding (TSF) – Pregnant and lactating women		3,000	3,000
Emergency school feeding (ESF)	31,000	32,000	63,000
Food for work (FFW)	8,500	14,000	22,500
<b>Total</b>	<b>443,500</b>	<b>741,000</b>	<b>1,184,500</b>

\*Of this total, 188,000 IDPs will receive vouchers.

## **NUTRITIONAL CONSIDERATIONS AND RATIONS / VALUE OF VOUCHER TRANSFERS**

32. The general food ration will include cereals, pulses, vitamin A fortified vegetable oil and iodized salt providing 2,100 kcal per person per day. In remote places where the delivery of the commodities may be delayed, WFP foresees the provision of 333 g of high-energy biscuits (HEB) for a maximum of five days per person, providing about 1,500 kcal for newly displaced families. In areas where GAM is close to or over the 15 percent threshold, the GFD ration will include 50 g of Supercereal in lieu of 60 g of pulses. Mothers will be sensitized at distribution points on the importance of using the Supercereal for young children.
33. In Haut and Bas Uélé districts, the ration for targeted supplementary feeding includes Supercereal, vegetable oil and sugar in line with the national protocol for the treatment of moderate acute malnutrition. The emergency school feeding ration will be provided as a hot meal for a full school-day. The FFW ration will provide 2,100 kcal per person per day.
34. Of the 1.1 million IDPs targeted by WFP, 188,000 people are expected to receive voucher transfers as opposed to in-kind food assistance. This planning figure has been determined on the basis of the following six pre-requisites:
- government control over the areas (especially in terms of security);
  - markets relying mainly on local production and their capacity to import commodities during the lean season;
  - competition analysis;
  - capacity and availability of financial systems for cash transfers;
  - potential partners with permanent presence in areas of implementation; and
  - accessibility for monitoring purposes.
35. An evaluation conducted in April 2011 found that voucher transfers were effective in improving access to food and increasing diet diversity, while at the same time benefiting the host community, particularly producers and traders, thus contributing to

reduced tensions between the displaced and host populations.<sup>14</sup> In addition, given the long lead time and high transport costs to deliver in-kind food in DRC, cash and voucher transfers offer great potential for timely provision of assistance, reducing the risks of pipeline breaks and improved cost-efficiency. The alpha value analysis based on market prices for the staple foods included in the GFD basket indicates a situation that is favourable for cash or vouchers in North and South Kivu as well as Maniema.<sup>15</sup> A recent market study in Beni, an area where WFP is currently implementing a voucher programme, has shown that additional demand can be well absorbed without any negative impact on prices.<sup>16</sup>

36. The April 2011 evaluation proposed a gradual shift from vouchers in fairs/closed markets to more sustainable cash transfer/open market approaches. Actions to address these recommendations have already been taken under the PRRO 200167 and will be incorporated in this EMOP. However, vouchers have been selected for the initial response as opposed to cash transfers because of high security risks to beneficiaries and partners, WFP's limited experience with cash transfers in the area, the lack of microfinance institutions in remote areas and beneficiary preferences.<sup>17</sup> Should the security situation improve, cash transfers will be considered.
37. The value of voucher transfers is based on the value – at prevailing local prices – of a GFD basket for a standard family of five members. The calculation also includes an allocation for price inflation up to 20 percent. Regular market monitoring will inform implementation and need for readjustments. A market monitoring system is also already in place in areas where voucher transfers are planned and in major markets in urban areas. Discussions are on-going with FAO to enhance their current price monitoring in rural areas. If prices increase beyond the 20 percent contingency for inflation, the value of the vouchers will be adjusted accordingly. In the event that markets are no longer able to satisfactorily respond, vouchers will be replaced by food transfers. Table 4 depicts how the average voucher equivalent has been calculated :

<b>TABLE 4: COST OF THE GFD RATION ON LOCAL MARKETS (US\$)<sup>18</sup></b>							
Commodity	Daily ration (g/person)	Buni a	Goma	Kalemi e	Bukavu	Kindu	Average
Maize flour	400	0.43	0.32	0.29	0.35	0.46	0.37
Pulses	120	0.12	0.10	0.10	0.10	0.20	0.12
Vegetable oil	30	0.04	0.04	0.04	0.06	0.03	0.04
Salt	5	0.004	0.003	0.002	0.003	0.005	0.003
US\$ per day per person		0.60	0.46	0.43	0.50	0.69	0.54
US\$ per day per person (including a 20% inflation rate)		<b>0.71</b>	<b>0.55</b>	<b>0.52</b>	<b>0.61</b>	<b>0.83</b>	<b>0.64</b>

<sup>14</sup> WFP Regional Bureau, April 2011, *Operational Review of DRC voucher pilots*.

<sup>15</sup> The alpha value compares the overall cost for WFP and its donors to deliver food to the beneficiaries with the local value of the same commodities.

<sup>16</sup> WFP, cash and voucher feasibility study in the territory of Beni, North Kivu, May 2012.

<sup>17</sup> These have been clearly spelled out through various post-distribution monitoring exercises, whereby beneficiaries of vouchers think that cash distribution exposes them to high risks of being attacked, among other considerations.

<sup>18</sup> Based on June 2012 market price data.

38. Detailed food rations, transfer values and requirements are presented in tables 5 and 6.

<b>TABLE 5: DAILY FOOD RATION/TRANSFER BY ACTIVITY (g or US\$/person/day)</b>								
Commodity Type/ voucher	GFD (HEB)	GFD	GFD with Supercereal	Vouchers	FFW	ESF	TSF	
							Children 6-59 months	PLW
Cereals		400	400		400	120		
Pulses		120	60		120	30		
Vegetable oil		30	30		30	10	20	25
Salt		5	5		5	5		
Supercereal			50				200	250
Sugar							20	20
Voucher (US\$)				0.64				
HEB	333							
<b>Total</b>	<b>333</b>	<b>555</b>	<b>545</b>	<b>0.64</b>	<b>555</b>	<b>165</b>	<b>240</b>	<b>295</b>
<b>Total kcal/day</b>	<b>1,500</b>	<b>2,132</b>	<b>2,118<sup>19</sup></b>		<b>2,132</b>	<b>623</b>	<b>1,009</b>	<b>1,241</b>
% Kcal from protein	11	11	10		11	10	12	12
% Kcal from fat	30	16	17.6		16	16	32	33
Number of feeding days per year	5	90-120	90-120	90-120	60-90	220	90	270

<b>TABLE 6: FOOD AND VOUCHER REQUIREMENTS BY ACTIVITY (mt/US\$)</b>						
Commodity Type	GFD/voucher	ESF	TSF		FFW	Total
			Children 6-59 months	PLW		
Maize Meal	32,138	0	0	0	678	32816
Rice	0	1167	0	0	0	1167
Pulses	8,201	338	0	0	203	8742
Vegetable oil	2,407	109	8	9	52	2586
Iodized salt	407	45	0	0	7	460
Supercereal	1,462		79	95	0	1636
Sugar	0	0	6	9	0	15
HEB	924	0	0	0	0	924
<b>Total food requirements (mt)</b>	<b>45,539</b>	<b>1,660</b>	<b>93</b>	<b>113</b>	<b>940</b>	<b>48346</b>
<b>Total voucher requirements (US\$)</b>	<b>US\$9,448,650</b>					<b>US\$9,448,650</b>

<sup>19</sup> The slight reduction in calories is compensated by the higher nutritional value of Supercereal that provides additional micronutrients not provided by pulses.

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## **IMPLEMENTATION ARRANGEMENTS**

### **Food distributions**

39. Food distributions will be carried out by cooperating partners, with the participation of local food management committees that check the beneficiary's eligibility on the basis of registration and distribution lists, ensure food management, arrange logistics and support distributions. Risks at distribution point include manipulated beneficiary lists, unreliable partners, harassment by local influential people, including the militia; insufficient food to ensure people receive their full entitlements, and barriers to women that prevent them from receiving entitlements. Mitigating actions include the establishment of food management committees composed by at least 50 percent of women, transparency, sensitization, complaint mechanisms, post-distribution monitoring, clear criteria for the selection of implementing partners, distribution of numbered and/or magnetized beneficiary cards.
40. Security risks at distribution points are considerable, especially for women. To address these risks, distributions are held in secure locations, during daytime, with the involvement of local security authorities, and in close collaboration with the United Nations Department of Safety and Security (UNDSS) and MONUSCO. Field offices are piloting the use of distribution checklists to ensure that all relevant aspects related to the "do no harm" principle are respected in the planning and execution of distributions. Protection risk analysis will be conducted prior to each distribution.

### **Voucher transfers**

41. Beneficiaries will exchange vouchers against a set of food commodities (cereals, pulses, oil, salt) in shops, which will be pre-identified and contracted by WFP. Voucher distributions will be done by existing and new cooperating partners, which will be responsible for registration, sensitization (including of vendors), distribution, monitoring and reporting. Voucher reimbursement and payment will initially continue through cooperating partners as per current arrangements. WFP has launched a tendering process to directly reimburse traders through the banking system or mobile phone companies, according to a payment schedule agreed to by the cooperating partners. A set of core standard operating procedures is being established.
42. Risks at voucher distribution points are similar to those at food distribution points but with special consideration for market risks such as price inflation, looting and disruption caused by conflict. Mitigating actions that will be taken include market monitoring, adjustment of transfers on basis of inflation, use of holograms and frequent changes in colour of the paper vouchers and, eventually, the use of e-vouchers.

### **Partnerships**

43. WFP has been implementing voucher transfers since 2010 through several cooperating partners including the Norwegian Refugee Council (NCR), Caritas, Catholic Relief Services (CRS), and local NGOs. Prior to selection of partners, WFP details the terms of reference and evaluates performance. Once selected, partnership arrangements will be defined through field-level agreements, which include provisions on gender and protection. WFP ensures that implementing partner staff have undergone adequate "do no harm" training.

44. Agreements to provide monitoring services on behalf of WFP in areas where insecurity constrains access are a recent innovation. WFP makes an effort to enhance partners' operational capacities through training and tool development.

### **Procurement**

45. Local procurement is prioritized and will take place in North Kivu, Oriental and Katanga provinces. Over the past four years, prices have been competitive in relation to the international market, a factor that has enabled WFP to procure more than 50,000 mt since 2008. Over 20 local suppliers (traders, farmers associations and producers) are currently registered with WFP and participate regularly in tenders. Increased purchases under the Purchase-for-progress initiative are also planned, as well as regional purchases from Uganda, Rwanda and Zambia. Risks associated with local procurement are mainly quality issues and defaults. This will be managed through a robust quality-control regime and back-up plans to purchase from another source. WFP will also explore the possibility to borrow food from the region and make best use of WFP's forward purchase facility.

### **Logistics**

46. WFP's internationally procured food enters the DRC through four main corridors depending on the discharge point: Matadi (DRC - western corridor), Beira (Mozambique), Dar Es Salaam (Tanzania) or Mombasa (Kenya). The lead time from entry ports to extended delivery points is on average seven weeks. The logistics infrastructure in DRC has become derelict due to decades of low financial investment. Insecurity and heavy rains further constrain the internal transport, resulting in a landslide transport, storage and handling (LTSH) rate of US\$377.86 per mt.<sup>20</sup>
47. WFP continues to operate a fleet of 16 trucks in areas where insufficient commercial transport capacity exists or the poor conditions of the road required all-wheel-drive (6x6) trucks. WFP is also engaged to continue to provide multimodal transport and storage services to United Nations agencies and other partners through service provision activities.

### **Non-food items**

48. United Nations agencies (such as UNHCR and UNICEF), NGOs and members of the RRMP assist IDPs with NFIs funded by the United Nations Pooled Fund and directed donor contributions. Medical services are provided through established health centres or health zones.

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## **PERFORMANCE MONITORING**

49. The monitoring and evaluation (M&E) system is being enhanced to improve information collection, analysis and reporting, and integrate it with the existing vulnerability analysis and mapping (VAM) systems, including emergency food and nutrition security assessment, food security monitoring systems, rapid assessments, as well as early warning systems. Data related to output and outcome performance indicators will be collected from partners' monthly reports and monitoring (post-distribution, food basket and distribution). An enhanced monitoring toolkit for the monitoring of voucher transfers is being rolled out and protection elements will be included in the M&E tools.

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<sup>20</sup> This rate also includes the airlift of food to the Shabunda territory of south Kivu that cannot be accessed by road.

50. Sub-office programme and logistics staff spend at least 25 percent of their time in the field. Where access to activities is limited by security issues, WFP will outsource monitoring tasks to third parties. Performance review meetings are held at the country office-level each month to analyse outputs and provide recommendations to management for improvement. Quarterly reconciliation exercises avoid delays in producing timely and good quality standard project reports. Implementation of near real-time data collection using digital pen technology is on-going. All distributions will be entered into the Commodity Movement Processing and Analysis System or its succeeding system, the Logistics Execution System.

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## **HAND-OVER STRATEGY**

51. This EMOP is designed to save the lives of IDPs until a time when regular assessments demonstrate that they can transition into early recovery interventions through PRRO 200167. Under the PRRO, beneficiaries will be assisted through food/cash for assets, school meals, and targeted nutrition programmes.

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## **RISK MANAGEMENT**

52. Contextual risks relate to a potential expansion of the on-going conflict, resulting in further displacements and access restrictions. Should the number of IDPs exceed planning figures, WFP can adjust its programmatic response to meet the additional needs through a budget revision. Where access is restricted, WFP works with cooperating partners that are able to access these areas.
53. Programmatic risks include: i) lack of funding, for which WFP is developing a resource mobilization strategy; ii) lack of implementing partners with sufficient capacity, in which case WFP will need to revise the scope of its activities and increase capacity-building activities; and iii) pipeline breaks, which can be mitigated by using the forward purchase facility, loans from other operations in the country or region, and vouchers.
54. Fraud and corruption are the major institutional risks for which WFP has already established well-defined internal control measures.

### **Security Risk Management**

55. Most of the country is at the United Nations security level 3 except for the rural areas in the east which are at 4 and Lubumbashi and Kisangani which are at level 2.<sup>21</sup> WFP maintains its facilities in compliance with the minimum operating security standards and minimum security telecommunications standards. WFP will ensure safety of its staff and operations by monitoring compliance with UNDSS guidelines. This will include ensuring that all staff have taken both the basic and advance field security courses and providing adequate protection to food storage centres and food convoys. When required, WFP monitoring missions will use MONUSCO armed escorts.
56. An expansion of the conflict could impact the ability of WFP to continue operations. Security constraints could hamper the ability to deliver assistance. The increased use

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<sup>21</sup> United Nations security levels are from 1 (least dangerous environment) to 6 (most dangerous environment). 1 – minimal; 2 – low; 3 – moderate; 4 – substantial; 5 – high ; 6 – extreme.



of airlift is also envisioned as an approach for bypassing insecure areas. This would lead to substantial increases in cost.

57. In addition to limitations on the implementation of WFP’s operations, insecurity may lead to situations where distributions, although feasible, should not be undertaken to protect beneficiaries. Food or vouchers could attract the attention of armed groups, putting beneficiaries at risk. Risk mitigation actions include changes in quantities of distributed food, distribution of HEB instead of other food, and alternative distribution locations. Risk analysis related to the “do no harm” principle will be integrated into decision-making processes linked to distributions, including information on both the vulnerability and capacity of the beneficiaries.

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**RECOMMENDATION**

The Executive Director, WFP and Director-General, FAO are requested to approve the proposed Democratic Republic of Congo emergency operation 200480.

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**APPROVAL**

.....  
Ertharin Cousin  
Executive Director  
United Nations World Food Programme

.....  
José Graziano da Silva  
Director-General  
Food and Agriculture Organization of the  
United Nations

Date: ... ..

Date:.....

## ANNEX I-A

PROJECT COST BREAKDOWN			
Food <sup>22</sup>	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	33,983	18,018,233	
Pulses	8,742	5,990,790	
Oil and fats	2,586	3,643,456	
Mixed and blended food	2,560	2,141,186	
Others	475	81,541	
<b>Total food</b>	<b>48,347</b>	<b>29,875,207</b>	
Cash transfers		0	
Voucher transfers		9,448,650	
Subtotal food and transfers			39,323,857
External transport			3,267,231
Landside transport, storage and handling			18,268,268
Other direct operational costs			5,300,796
Direct support costs (see Annex I-B)			9,484,020
Total WFP direct costs			<b>75,644,172</b>
Indirect support costs (7.0 percent) <sup>23</sup>			5,295,092
<b>TOTAL WFP COSTS</b>			<b>80,939,264</b>

<sup>22</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>23</sup> The indirect support cost rate may be amended by the Board during the project.

## ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
<b>Staff and staff-related costs</b>	
International professional staff	3,036,542
Local staff - national officers	595,882
Local staff - general service	682,964
Local staff - temporary assistance	912,974
Hazard pay and hardship allowance	766,268
International consultants	418,600
United Nations volunteers	67,275
Staff duty travel	408,833
<b>Subtotal</b>	<b>6,889,336</b>
<b>Recurring expenses</b>	
Rental of facility	185,749
Utilities	234,488
Office supplies and other consumables	154,025
Communications services	174,968
Equipment repair and maintenance	74,009
Vehicle running costs and maintenance	441,977
Office set-up and repairs	261,822
United Nations organization services	221,869
<b>Subtotal</b>	<b>1,748,906</b>
<b>Equipment and capital costs</b>	
Vehicle leasing	237,575
Communications equipment	256,711
Local security costs	351,491
<b>Subtotal</b>	<b>845,778</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>9,484,020</b>

## ANNEX II: LOGICAL FRAMEWORK

### Strategic Objective 1 : SAVE LIVES AND PROTECT LIVELIHOODS IN EMERGENCIES SITUATIONS.

#### Goal

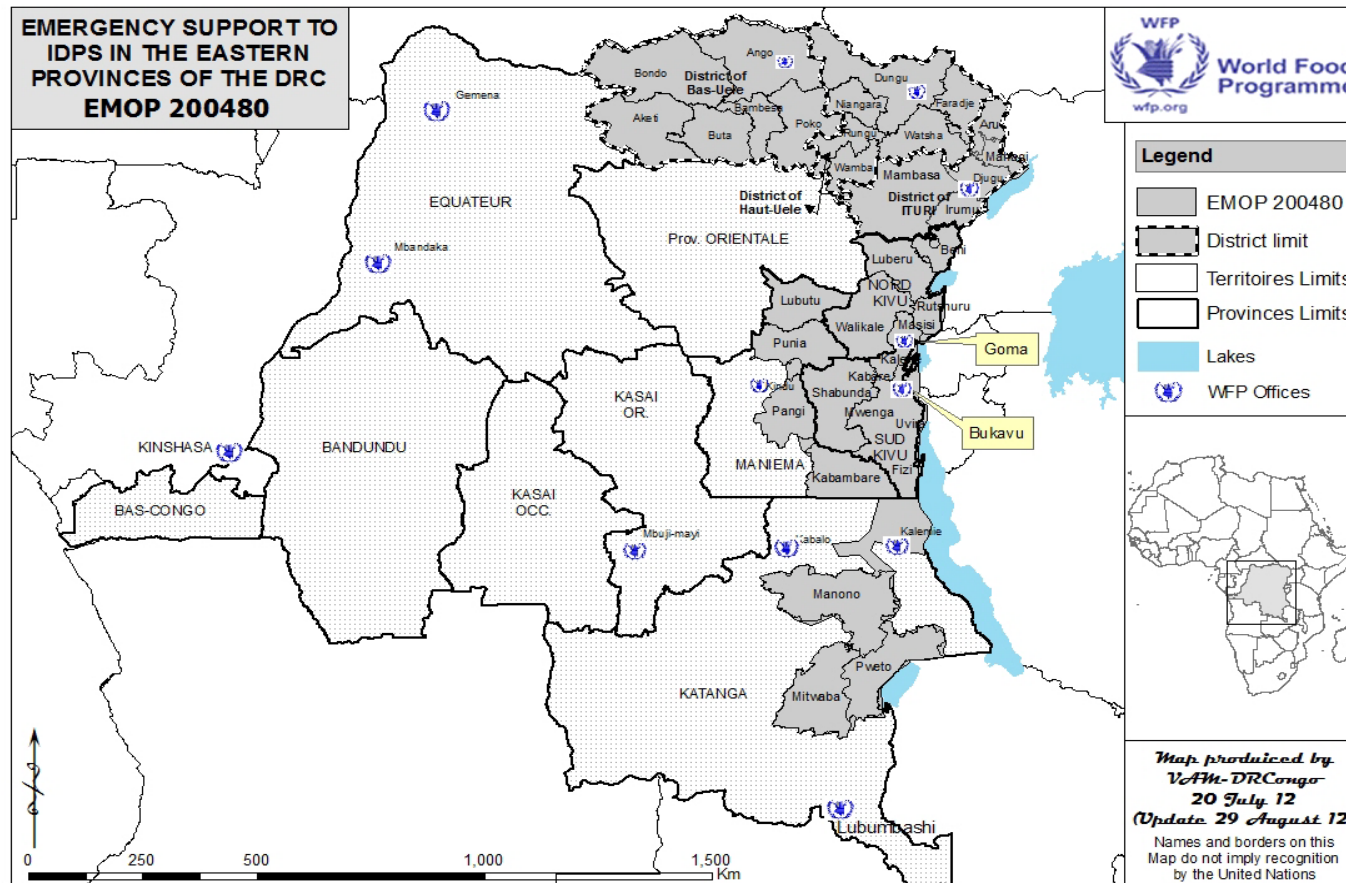
To save lives in emergencies and reduce acute malnutrition caused by shocks to below emergency levels

Results	PERFORMANCE INDICATORS AND TARGETS	Assumptions
<b>Outcome 1.1</b> Improved food consumption over assistance period for targeted households	<ul style="list-style-type: none"> <li>➤ Household food consumption score (FCS) exceeds 28 for 75 % of targeted IDP households- (FCS baselines percentage of households in acceptable range; Haut and Bas Uele (58%); N.Kivu (51%); S.Kivu (46%); Maniema (55%); Katanga (67%)</li> <li>➤ IDPs' coping strategy index Haut and Bas Uélé 10; Maniema: 12; South Kivu 17; North Kivu: 14; Katanga 11.</li> </ul>	No expansion of on-going conflict leading to further massive displacement
<b>Output 1.1</b> Food and vouchers distributed in sufficient quantity and quality to targeted groups in secure conditions.	<ul style="list-style-type: none"> <li>➤ Number of women, men, girls and boys receiving food/vouchers by category, activity as % of planned.</li> <li>➤ Tonnage of food distributed, by type, as % of planned</li> <li>➤ Value of vouchers transfers distributed in time, as % of planned</li> <li>➤ Tonnage of food purchased on the market in exchange for voucher, by food item</li> <li>➤ Number of security incidents</li> </ul>	Security conditions allow access to targeted zones for distributions. No pipeline breaks/funding shortfalls  Capable partners available at field level
<b>Outcome 1.2</b> Stabilized acute malnutrition among children under 5 and pregnant and lactating women	<ul style="list-style-type: none"> <li>➤ Prevalence of acute malnutrition among children 6-59 months (weight-for-height as percent) <i>Target: reduction in acute malnutrition prevalence achieved among children 6-59 months for 80 percent of targeted populations</i></li> <li>➤ Supplementary feeding performance indicators: recovery rate &gt;75 percent, defaulter rate &lt;15 percent, death rate &lt;3 percent, non-response rate &lt;5 percent</li> </ul>	
<b>Output 1.2</b> Food distributed in sufficient quantity and quality to target populations under secure conditions.	<ul style="list-style-type: none"> <li>➤ Number of girls, boys and women receiving food by category, activity as % of planned.</li> <li>➤ Tonnage of food distributed, by type, as % of planned</li> <li>➤ Number of security incidents</li> </ul>	
<b>Outcome 1.3</b> Stabilized enrolment of girls and boys.	<ul style="list-style-type: none"> <li>➤ Retention rate <i>Target: retention rate met for 70 percent of sampled schools</i></li> </ul>	
<b>Output 1.3</b> Food distributed in sufficient quantity and quality to girls and boys under secure conditions.	<ul style="list-style-type: none"> <li>➤ Number of girls and boys receiving food by category, activity as % of planned.</li> <li>➤ Tonnage of food distributed, by type, as % of planned</li> <li>➤ Number of security incidents</li> </ul>	

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## ANNEX III: LIST OF ACRONYMS

EMOP	emergency operation
ESF	emergency school feeding
FAO	Food and Agriculture Organization of the United Nations
FARDC	<i>Force armées de la République démocratique du Congo</i> (Armed Forces of the Democratic Republic of Congo)
FCS	food consumption score
FFW	food for work
GAM	global acute malnutrition
GDP	gross domestic product
GFD	general food distribution
GHI	Global Hunger Index
HAP	Humanitarian Action Plan
HEB	high-energy biscuit
IDP	internally displaced person
IPC	integrated food security phase classification
LTSH	landside, transport, storage and handling
M23	<i>Movement du 23 mars</i>
M&E	monitoring and evaluation
MDG	Millennium Development Goal
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of Congo
NGO	non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs (United Nations)
PMC	Population Mouvement Committee
PRONANUT	<i>Programme National de Nutrition</i> (National Nutrition Programme)
PRRO	protracted relief and recovery operation
PRSP	Poverty Reduction Strategy Paper
RRMP	<i>Réponse rapide aux mouvements de population</i> (Rapid response to Population Movement)
TSF	targeted supplementary feeding
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping
WFP	World Food Programme of the United Nations



ANNEX IV MAP