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Democratic Republic of the Congo country strategic plan (2021–2024)

Duration	1 January 2021–31 December 2024
Total cost to WFP	USD 1,673,766,710
Gender and age marker*	3

* <https://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>.

Executive summary

Food and nutrition security in the Democratic Republic of the Congo is subject to the relentless impact of conflict, epidemics and climate events that have persisted in the country for decades, further compounded by the global COVID-19 pandemic. Lack of infrastructure and investment in agriculture, health and human capital development combine to impede progress towards the achievement of Sustainable Development Goals 2 and 17. While there are several legal instruments and policies that promote food and nutrition security, poor coordination, weak national capacity and exponential population growth present serious obstacles to the achievement of zero hunger. Political instability and siloed sectoral responses to humanitarian and development needs have also affected results to date.

Fragile national disaster preparedness and weak capacity to respond to persistent conflict and climate change force poor individuals and households to adopt negative coping strategies that disproportionately affect women. Emergency and development response is complicated by the sheer size of the country and its limited roads, bridges and river transport systems. Food system constraints limit supply; markets affected by conflict are poorly served, and 70–80 armed groups are present in areas where WFP operates at any given time. Deep-rooted food insecurity and malnutrition are driven by poverty; diseases such as Ebola, measles and tuberculosis; and limited access to health services, education and livelihood opportunities that is underpinned by

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entrenched gender inequality. Added to this, the COVID-19 pandemic threatens to further deepen the fragility of the country.

Through this country strategic plan, WFP will support the Government's national priorities for achieving food and nutrition security, through key shifts that include a commitment to translating the triple-nexus approach into stronger partnerships that support peace and development outcomes. New opportunities presented through the socioeconomic response to COVID-19 are also captured.

The plan will allow WFP to work with the Government and partners to address governance and technical gaps to increase local production and consumption of nutritious food. Similarly, WFP will tackle the challenges that women and men in rural areas face every day due to their lack of access to land, markets and nutritious food and the risks posed by conflict and climate events.

WFP is committed to mainstreaming gender equality measures in all of its activities and has adopted a gender-transformative approach based on the knowledge that men and women, boys and girls experience poverty differently and face different barriers in accessing services and economic resources that impact their food security and nutritional status.

WFP interventions will be programmed and implemented in such a way that they are conflict sensitive, contributing to conflict transformation and peace building. WFP's partnership with the Government and assistance to the people of the Democratic Republic of the Congo will be based on four mutually reinforcing strategic outcomes, which are also WFP corporate priorities:

- Strategic outcome 1: Conflict and crisis-affected men, women, boys, and girls from all ethnic groups are able to meet their food and nutrition requirements throughout the year.
- Strategic outcome 2: The human capital of conflict-affected and/or at-risk populations is equitably and inclusively protected and strengthened by 2024.
- Strategic outcome 3: Smallholder farmers and food value chain actors have improved livelihood opportunities, resilience, social cohesion and protection and make progress towards gender equality by 2024.
- Strategic outcome 4: Humanitarian and development partners have access to reliable air services and improved supply chain and other services during and in the aftermath of conflicts and crises.

This country strategic plan has been developed in consultation with the Government and other partners. It is aligned with the Government's national strategic development plan approved in December 2019 and the 2020–2024 United Nations sustainable development cooperation framework. It contributes to efforts to achieve Sustainable Development Goals 2 and 17 and to WFP Strategic Results 1, 3 and 8.

Draft decision*

The Board approves the Democratic Republic of the Congo country strategic plan (2021–2024) (WFP/EB.2/2020/7-A/2) at a total cost to WFP of USD 1,673,766,710.

* 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. Widespread conflict, poverty, food insecurity, malnutrition, poor access to public services, socio-political instability, gender inequality and climate crises continue to affect the wellbeing and livelihoods of people in the Democratic Republic of the Congo. Food insecurity and malnutrition are exacerbated by conflict, poverty, deteriorating infrastructure and productive assets, inefficient food systems and weakening production, which have different impacts on men and women because of persistent gender inequality.
2. The August 2019 17th Integrated Food Security Phase Classification (IPC) analysis of food insecurity in the Democratic Republic of the Congo, covering 2019–2020,¹ indicates that hunger remains a major concern in the country. Around 15.6 million people were food insecure in 2019, and for the forecast period of January–May 2020 13.3 million people were expected to face crisis or emergency food insecurity in the rural areas analysed.² In the provinces of North and South Kivu and Ituri, food insecurity has been compounded by the tenth Ebola outbreak, resulting in increased hunger and disease for affected households. Real-time monitoring and assessments carried out in response to the COVID-19 pandemic show that the number of acutely hungry people has increased from 15.6 million (pre-pandemic) to 19.5 million. While it will take months, even years, for the pandemic to have its full impact on food security and nutrition, WFP recognizes that in a country battling Ebola alongside ongoing and violent conflict COVID-19 is yet another challenge to be added to a long list of issues that have held the country in poverty for decades.
3. Up to 700,000 Congolese migrant workers³ had been forcibly returned from Angola by the end of 2018, while 905,059 Congolese refugees had fled to neighbouring countries. The number of internally displaced persons (IDPs) has reached 5 million;⁴ most are fleeing violence between armed groups and Congolese armed forces. The Democratic Republic of the Congo hosts 548,801 refugees from neighbouring countries, including Burundi, the Central African Republic, Rwanda and South Sudan.⁵
4. Gross domestic product (GDP) in the Democratic Republic of the Congo grew by an average of 7.8 percent per year between 2011 and 2014 but growth has since slowed and become more erratic, ranging between 2 and 5 percent. The economy depends on world mineral prices and is directly affected by the security situation in the east of the country. The current business climate does not attract many investors, and human development indicators are extremely low: in 2018, the Democratic Republic of the Congo ranked 176 of 189 countries

¹ Integrated Food Security Phase Classification Technical Working Group for the Democratic Republic of the Congo. 2019. *République démocratique du Congo: Analyse IPC de l'insécurité alimentaire aiguë, Juillet 2019–Mai 2020*. http://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/IPC_DRC_AFI_2019July2020May_French.pdf.

² *Ibid.*

³ These migrant workers and refugees include equal numbers of women, men girls and boys. See Betts, A. 2017. "Gender, violence, and deportation: Angola's forced return of Congolese migrant workers" in Buckley-Zistel, S. and Krause U. (eds.) *Gender, Violence, Refugees. An Introduction*. <https://www.rsc.ox.ac.uk/publications/gender-violence-and-deportation-angola2019s-forced-return-of-congolese-migrant-workers>; United Nations High Commissioner for Refugees (UNHCR). 2018. *Congolese situation: Responding to the needs of displaced Congolese and refugees. Annex – Angola*. <http://reporting.unhcr.org/sites/default/files/2018%20Congolese%20Situation%20SB%20-%20Angola.pdf>.

⁴ Humanitarian Needs Overview – December 2019 <https://www.humanitarianresponse.info/fr/operations/democratic-republic-congo/document/rd-congo-aper%C3%A7u-des-besoins-humanitaires-d%C3%A9cembre-2019>; and Humanitarian Response Plan 2020: <https://www.humanitarianresponse.info/en/operations/democratic-republic-congo/document/rd-congo-plan-de-r%C3%A9ponse-humanitaire-2020>.

⁵ *Ibid.*

- on the Human Development Index⁶ and 152 of 160 countries on the Gender Inequality Index.⁷ Despite being one of the countries that contributes the least to global carbon emissions,⁸ it is highly vulnerable to climate change and is not ready to address its impacts.
5. The proportion of the population living in poverty has been declining since 2004. According to the national strategic development plan (NSDP) 61.1 percent of women live below the poverty line, compared with 51.3 percent of men.⁹ Poverty levels remain high, although they fell from 69.3 percent in 2005 to 64 percent in 2012.¹⁰ The incidence of poverty is more than 60 percent in most regions. It is over 70 percent in Greater Kasai and Tanganyika, areas recently affected by conflict, and in the provinces of North and South Ubangui, which host refugees from the Central African Republic.
 6. Agriculture is the main source of employment for the poorest 40 percent of the rural population¹¹ and over 60 percent of national employment. Yet the sector is unable to generate sufficient income, sustainable employment or food to meet the country's needs.¹² Production, particularly of food crops, will need to increase by 60 percent in the coming years in order to keep pace with population growth.¹³ Although as much as 72 percent¹⁴ of farmers and small-scale agricultural entrepreneurs are women they own less than 10 percent of the land; only 2 percent of women have access to credit from financial institutions.¹⁵
 7. The World Bank Human Capital Index 2018 ranked the Democratic Republic of the Congo 146 of 157 countries,¹⁶ a rating strongly driven by its education indicators. The education system faces serious challenges: the national completion rate for primary education was 66.7 percent in 2018 (76 percent for boys and 62 percent for girls)¹⁷ and there are large provincial disparities. After six years in education, only 47 percent of young people are

⁶ United Nations Development Programme. 2018. *2018 Statistical Update: Human Development Indices and Indicators*. <http://hdr.undp.org/en/2018-update>. World Bank web page on annual GDP growth for the Democratic Republic of the Congo. <https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?end=2018&locations=CD&start=2000>.

⁷ United Nations Development Programme. 2018. *2018 Statistical Update: Human Development Indices and Indicators*. <http://hdr.undp.org/en/2018-update>.

⁸ The country ranks 186 of 188 countries for per capita carbon emissions and contributes only 0.09 percent of global carbon emissions (2017), primarily from land use, land use change and forestry. World Resources Institute. 2017. <https://www.climatewatchdata.org/ghg-emissions> In the Notre Dame Global Adaptation Initiative (ND-GAIN, 2016), the country ranks 177 of 181 countries, which makes it the 12th most vulnerable country to climate change and the fifth least ready to address climate change effects.

⁹ Government of the Democratic Republic of the Congo. 2019. *Plan nationale stratégique de développement: Vision de la RDC à l'horizon 2050*. <https://www.plan.gouv.cd/wp-content/uploads/2020/08/PNSD-2019-2023.pdf>.

¹⁰ World Bank. 2016. *République démocratique du Congo: Évaluation de la pauvreté*. <http://documents1.worldbank.org/curated/fr/341621571238168904/pdf/Congo-Democratic-Republic-of-Poverty-assessment.pdf>.

¹¹ *Ibid.* The document does not provide data disaggregated by sex or age, or by status as entrepreneur or landowner.

¹² Government of the Democratic Republic of the Congo. 2019. *Plan nationale stratégique de développement: Vision de la RDC à l'horizon 2050*. <https://www.plan.gouv.cd/wp-content/uploads/2020/08/PNSD-2019-2023.pdf>.

¹³ *Ibid.*

¹⁴ In 2010, women were 50.4 percent of the total population and 64.8 percent of the rural population. Women form 38.5 percent of the economically active population, and the agricultural share of these economically active women is 72.6 percent. United Nations Food and Agriculture Organization (FAO). 2011. *The State of Food and Agriculture 2010–2011. Women in Agriculture: Closing the Gender Gap for Development*. <http://www.fao.org/publications/sofa/2010-11/en/>.

¹⁵ United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women). 2016. "Take five: Empowering women through climate-smart agriculture in the DRC". <https://www.unwomen.org/en/news/stories/2016/11/take-five-empowering-women-through-climate-smart-agriculture-in-the-drc>. Please note that current statistics do not provide a reliable breakdown by sex and age.

¹⁶ World Bank. 2018. *The Democratic Republic of Congo Human Capital Index Rank 146 out of 157*. https://databank.worldbank.org/data/download/hci/HCI_2pager_COD.pdf.

¹⁷ Government of the Democratic Republic of the Congo. Statistical directory of the Ministry of Planning for 2015.

literate (compared with an average of 59 percent in comparable countries).¹⁸ Just 36.7 percent of women have secondary-level education, compared with 65.8 percent of men.

8. Malnutrition and other health-related issues are major concerns affecting human capital development. Almost 43 percent of children under 5 are malnourished; 40 percent of girls and 45 percent of boys are affected by stunting.¹⁹ Micronutrient deficiency is prevalent: 60 percent of young children and 38 percent of women of childbearing age (15–49 years of age) suffer from anaemia.²⁰
9. HIV prevalence is 1.2 percent (1.6 percent among women and 0.6 percent among men).²¹ The country continues to have high levels of tuberculosis,²² outbreaks of measles, cholera in almost all provinces and recurring Ebola epidemics. These epidemics add to the burden of unpaid care and domestic work on women, increase their risk of infection and further limit their ability to obtain food and generate income.
10. This is the complex context for emergency response and development activities in the Democratic Republic of the Congo, a country almost two thirds the size of western Europe but with inadequate roads,²³ bridges and river transport. Food system constraints create supply limitations as poorly served markets are affected by conflict,²⁴ low production and limited accessibility. It is a high-risk and volatile environment that requires strong systems that can facilitate a transition towards sustainability.
11. The complexity of the situation necessitates a flexible and agile approach to humanitarian and development work, which is rendered even more challenging by the diversity of context and needs from one province to another. Increasing insecurity and a distinct lack of infrastructure hamper the daily lives of the Congolese, as well as the delivery of humanitarian assistance to remote areas.

1.2 Progress towards the 2030 Agenda for Sustainable Development

12. The 2019 Democratic Republic of the Congo common country assessment report identified the major issues that impede progress towards inclusive sustainable development: multidimensional poverty in all regions of the country, caused mostly by the “paradox of plenty”; rising food insecurity and malnutrition; lack of access to social protection services; decades of poor political governance and corruption; growing social and political tensions that often spill over into violence, especially in the east; insufficient economic growth in the most labour-intensive sectors of agriculture and industry; and environmental degradation caused by conflict, spiralling population growth and climate change. All these factors are underpinned by gender inequality and have an inordinate impact on women and girls as

¹⁸ United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Children’s Fund (UNICEF) and the Government of the Democratic Republic of Congo. 2014. *République démocratique du Congo: rapport d’état du système éducatif: Pour une éducation au service de la croissance et de la paix*. <https://unesdoc.unesco.org/ark:/48223/pf0000366700>.

¹⁹ Government of the Democratic Republic of the Congo. 2014. *République Démocratique du Congo: Enquête démographique et de la santé, 2013–2014*. <https://www.dhsprogram.com/pubs/pdf/FR300/FR300.pdf>.

²⁰ *Ibid.*

²¹ *Ibid.*

²² The prevalence of tuberculosis is 532 cases per 100,000 people, while the incidence is 325 cases per 100,000 people. The co-infected prevalence is 14 percent and the prevalence of multidrug-resistant tuberculosis is 2.4 percent. National Tuberculosis Control Programme. 2018 National Tuberculosis Drug Resistance Survey. <https://apps.who.int/iris/bitstream/handle/10665/274453/9789241565646-eng.pdf>.

²³ Out of 58,000 km of useable roads, only 17 percent are considered to be in good condition.

²⁴ The presence of armed groups affects WFP’s ability to provide uninterrupted assistance in its areas of operation. At any given time there can be between 70 and 80 groups in an area, with devastating effects on the livelihoods and safety of local populations, IDPs, refugees and returnees.

they struggle for political and social agency in peacebuilding processes and access to food security and economic, financial and legal resources.

1.3 Progress towards SDGs 2 and 17

Progress on SDG 2 targets

13. *Access to food:* The August 2019 IPC analysis estimates that the most food insecure people are in areas of the country subject to recurring conflict, epidemics and crop failure.²⁵ Chronic food insecurity is widespread throughout the country.²⁶
14. *Availability:* The price volatility of staple goods is driven by illegal taxation systems, a lack of price policy implementation, speculation and a sharp depreciation of the currency.²⁷ Urgent support is required to improve the accessibility and availability of nutritious foods. Due to gender inequality, children in rural households headed by women are more likely to suffer from malnutrition. Refugees, returnees and IDPs face particular challenges in accessing food because of their loss of livelihoods, lack of access to land and protection risks.
15. *End malnutrition:* The determinants of the high prevalence of malnutrition are complex and include gender inequality, inadequate dietary diversity and poor infant and young child feeding practices. In many areas malnutrition is aggravated by shocks, conflict and recurrent epidemics. Many people rely on non-fortified staple foods and only 8 percent of children age 6–23 months have a minimum acceptable diet.²⁸
16. Global acute malnutrition (GAM) affects 7 percent of children under 5.²⁹ Recent nutrition surveys³⁰ have found GAM prevalence and under-5 mortality rates reaching emergency thresholds in some areas of Greater Kasai, Tanganyika, South Kivu, North Kivu and Ituri. High levels of undernutrition have been detected among pregnant and lactating women and girls.
17. In many rural areas it is very difficult for people – especially women, adolescents and children – to have nutritionally balanced diets because the food system does not result in the availability of diverse and nutritious foods. When they are available, nutritious foods cost up to six times more than foods providing energy only, putting them beyond the reach of most rural households.³¹

Progress on SDG 17 targets

18. The common country assessment identified a lack of fundraising for the implementation of the public policies needed to achieve the Sustainable Development Goals (SDGs). Dialogue between the Government and technical and financial partners is neither well-structured nor regular, nor is it based on clear, mutually agreed, coherent and strategic actions.

²⁵ Integrated Food Security Phase Classification Technical Working Group for the Democratic Republic of the Congo. 2019. *République démocratique du Congo: Analyse IPC de l'insécurité alimentaire aiguë, Juillet 2019–Mai 2020*. http://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/IPC_DRC_AFI_2019July2020May_French.pdf.

²⁶ See country page on the Democratic Republic of the Congo on the website of the United Nations High Commissioner for Refugees: <https://www.unhcr.org/democratic-republic-of-the-congo.html>.

²⁷ Congolese Institute for Development Research and Strategic Studies (Institut congolais de recherche en développement et études stratégiques). 2019. *Éliminer la faim en République démocratique du Congo: Rapport de la Revue stratégique sur la Faim zéro*. <https://docs.wfp.org/api/documents/WFP-0000111398/download/>.

²⁸ Government of the Democratic Republic of the Congo. 2019. *Enquête par grappes à indicateurs multiples, 2017–2018, rapport de résultats de l'enquête*. <https://www.unicef.org/drcongo/en/reports/summary-mics-palu-2017-2018> (summary in English); also available at <http://mics.unicef.org/surveys> (full survey report in French).

²⁹ *Ibid.*

³⁰ *Ibid.*

³¹ WFP. 2019. Cost of diet study, Democratic Republic of the Congo, final report. Ministry of Health, National Nutrition Department. 2019. Cost of diet study, Central Kasai province, Democratic Republic of the Congo, final report. Ministry of Health, National Nutrition Department. 2020. Cost of diet study, Tanganyika and Upper Katanga provinces, Democratic Republic of the Congo, final report.

19. In an example of good practice WFP, together with the Ministry of Health, the World Health Organization (WHO) and other health stakeholders including local authorities, played a significant role in managing the response to the Ebola crisis, providing critical logistics services and operational support to medical response teams. This enabled swift assistance in remote affected areas and built the framework for future emergency preparedness and response in the health sector, which will improve disaster risk reduction and disaster risk management.
20. During implementation of the country strategic plan (CSP), the country office will seek to engage in more sustainable and long-term partnerships with local counterparts. Capacity strengthening is a priority and will be based on an assessment of the need for assistance in formulating policies and strategies and in strengthening implementation capacities. WFP has taken a strategic decision to integrate capacity strengthening across all activities in the CSP, a departure from the current interim CSP. This is intended to ensure that capacity strengthening is mainstreamed through advocacy for more strategic and consistent investments in human capital and agricultural development at the national level and through strengthened government capacity at the provincial and local levels.
21. Institutional strengthening will be measured at multiple levels: through process milestones to ensure that planned interventions are on track; through corporate results framework indicators to assess capacity creation; and through customized project-level indicators for assessing the performance of local systems in using created capacities. Milestones and indicators will be defined through co-design with national stakeholders during the development of detailed activity workplans. For the first time the Government has dedicated a budget line to school feeding, showing its political commitment to this activity. WFP is supporting the Government in building capacity for inclusive school feeding programming. Through a WFP partnership with the World Bank, a SABER³² school feeding exercise has been conducted to review capacity strengthening needs in order to ensure that assistance is framed correctly and appropriately for the context. Future endeavours will include increasing South-South and triangular cooperation in school feeding and nutrition.
22. The common cash strategy for the Democratic Republic of the Congo adopted by WFP, the United Nations Children's Fund (UNICEF) and the Office of the United Nations High Commissioner for Refugees (UNHCR) is aimed at the development of a common collaborative and inclusive mechanism that builds on a single transfer approach and joint cash programming, from needs assessment to monitoring.³³ The Democratic Republic of the Congo is a pilot country for the strategy, and WFP will play a critical role in the project at the operational and programmatic levels as the largest cash actor in the country.

1.4 Hunger gaps and challenges

23. The Democratic Republic of the Congo zero hunger strategic review (ZHSR) found that political turbulence, armed conflict and structural economic problems are obstacles to development – particularly with regard to food and nutrition security – for the Congolese population (including host communities, IDPs, returnees and refugees). This has contributed to an imbalanced emphasis on emergency humanitarian interventions to date, which does not align with current strategic thinking as articulated through the SDGs.³⁴

³² Systems Approach for Better Education Results.

³³ Statement by the principals of the United Nations Office for the Coordination of Humanitarian Affairs, UNHCR, WFP and UNICEF on cash assistance, 5 December 2018.

³⁴ Congolese Institute for Development Research and Strategic Studies (Institut congolais de recherche en développement et études stratégiques). 2019. *Éliminer la faim en République démocratique du Congo: Rapport de la Revue stratégique sur la Faim zéro*. <https://docs.wfp.org/api/documents/WFP-0000111398/download/>.

24. The chances of the Democratic Republic of the Congo meeting SDG 2 targets for the eradication of hunger are low: the common country assessment forecasts that the country will only be able to achieve one third of its zero hunger targets. The food deficit is estimated to be 6.9 million mt, or 22 percent of national food needs. Almost two out of three households are forced to rely on three food groups for their daily needs: tubers (or cereals), vegetables (cassava leaves, sweet potato leaves) and palm oil.³⁵
25. Geographical analysis and the ZHSR identify conflict, shocks, climate change,³⁶ weak infrastructure and inefficient food systems as major factors affecting food security and nutrition across the country. The situation is exacerbated by weak governance and a lack of policy implementation. Inadequate investment in human capital development, including education, could reduce long-term economic prospects and household food security.
26. Women's limited access to education and low labour force participation compromises food security, economic growth, social cohesion, climate resilience and human capital growth. Behavioural change initiatives that tackle systemic and structural gender inequalities and disempowerment can help transform the roles, responsibilities and opportunities of women and men. Lack of political representation and opportunity for engagement, together with gender-based violence (GBV), leave women and girls much more vulnerable to food insecurity and malnutrition than men.

2. Strategic implications for WFP

2.1 Achievements, lessons learned and strategic changes for WFP

27. This CSP has been developed based on lessons learned and findings from the evaluation of the interim country strategic plan (ICSP) demonstrating that WFP operations in the Democratic Republic of the Congo are based on strong supply chain management and unique common services, responding at scale to a continually evolving situation. The evaluation highlights WFP's rare blend of activities in emergencies, which include a broad range of food security and nutrition support activities as well as the provision of logistics and supply chain services to all humanitarian actors in the field in addition to activities that contribute to development and peacebuilding. The evaluation findings also affirm that WFP has organizational strengths that make it a desirable partner.³⁷
28. The evaluation shows that WFP must continue to respond to growing humanitarian need while ensuring that targeted people have equitable access to productive resources and markets so that they can become more resilient. The evaluation also shows that WFP is forced to operate in continuous crisis management mode because of the multiple risks and crises to which it must respond in its operating environments and the absence of state services. The evaluation highlights gaps in the detection and management of risks in this complex context, especially related to fraud, security and human resource management.
29. A recent review of the components of WFP's resilience programme that focus on increasing the empowerment of women³⁸ has shown that joint resilience projects should have longer timeframes (a minimum of five years) because joint activities take longer to implement. Activities that contribute to sustainable and transformative change, as well as initiatives that

³⁵ *Ibid.*

³⁶ Leading to increased droughts and flooding.

³⁷ WFP. Pending publication. *Democratic Republic of the Congo: Evaluation of WFP's interim country strategic plan for 2018–2020*. Pages 57 and 58 of the draft dated 27 February 2020.

³⁸ 2018. Rapport de mission Chiarini, dans le cadre du projet conjoint "Accélérer l'autonomisation économique des femmes rurales". Septembre 2018. (Not available online.)

seek to reduce structural and socio-cultural inequality, also need longer timeframes,³⁹ which partners should consider during joint planning.

30. WFP is continuing to strengthen its work on resilience building through strong partnerships with the United Nations Food and Agriculture Organization (FAO), UNICEF and the United Nations Population Fund (UNFPA), providing gender-transformative and nutrition-sensitive capacity strengthening support and closing the gap between crisis response and resilience by including IDPs and refugees in more long-term activities. These interventions take into account the specific and complementary roles men and women play in agriculture and include gender-specific activities such as literacy training and income-generating activities that aim to promote the empowerment of women. As well, climate change and environmental degradation will be taken into consideration in all resilience programming. This CSP also incorporates the ICSP evaluation recommendation on linking school feeding with work on resilience building, which has strengthened the home-grown school feeding programme (HGSFP) approach. Findings from the SABER exercise and dialogue with stakeholders will guide WFP's country capacity strengthening activities in support of school feeding, which will focus on reinforcing the policy framework, coordination and financial capacity.
31. Prevention of acute malnutrition programming illustrates the importance of partners and stakeholders working together to improve the efficiency and effectiveness of activities. This has led to increased efforts between UNICEF, WFP, the Government and partners to ensure that nutrition services are delivered to promote the continuum of care, with action being driven mainly by the nutrition cluster at both the national and provincial levels. Convergence of interventions and geographic coverage is mapped and, to the extent possible, interventions are implemented synergistically to ensure that moderate and severe acute malnutrition services are both available in the same area and further extended to other multisectoral and complementary programmes.
32. Ongoing data collection (post-distribution monitoring surveys) and analysis specifically on prevention interventions will inform further strengthening of the approach. Pilots on conditional on-demand assistance through WFP's SCOPE beneficiary tracking system (SCOPE CODA) and mobile vulnerability analysis mapping pilots are in progress, with the former at a more advanced stage.
33. WFP's partnership with UNFPA supports the mainstreaming of messages on family planning and sexual and reproductive health and ensures access to these services. This work includes targeting adolescent girls and boys when tackling the issue of exponential population growth. As part of its resilience work, WFP is working with a broad range of stakeholders to ensure better, equitable and inclusive financial services for smallholder farmers. All activities seek to strengthen the links between WFP's crisis and resilience work, where feasible. Climate change could increase risks related to flash floods and rising temperatures, reducing food availability, exacerbating the scarcity of drinking water and threatening livelihoods and rural communities. To address these challenges, and in line with national priorities on climate change adaptation, WFP will explore options for strengthening capacity in early warning; the integration of resilience into development strategies and climate risk planning; community-based adaptation; and disaster risk reduction interventions. Environmental protection is an integral consideration in all resilience work. In post-harvest handling, the key principles regarding environmental and social sustainability are applied. These principles include improving efficiency in the use of resources, promoting and adopting good practices in order to conserve, protect and enhance natural resources, including seeds, enhancing sustainable improved livelihoods for social well-being,

³⁹ *Ibid.*

- enhancing the resilience of people, communities and ecosystems and reinforcing responsible and effective governance mechanisms based on participatory approaches.
34. WFP's supply chain provides bilateral services to partners, including in response to the Ebola crisis. The logistics cluster, led by WFP, coordinates and shares information with the humanitarian community on logistics issues, seeking to develop common strategies and solutions.
 35. Co-led by WFP and FAO, the food security cluster provides strategic guidance and ensures effective coordination among partners by promoting equitable, appropriate and cost-efficient interventions.
 36. WFP, together with the development indicator analysis unit in the Prime Minister's Office, established a monthly market bulletin called *m-Kengela*. The unit now leads the production of these bulletins, with WFP providing technical oversight and financial support for data collection. WFP will build on this partnership, with a potential expansion into the collection of household and individual-level⁴⁰ food security data to feed into a national food security information management system.
 37. Since 2016 the country office has contributed to efforts to adapt and refine the WFP gender and age marker for gender equitable and transformative programming. WFP collects, analyses and uses gender and age data collected at the individual level through the post-distribution monitoring of food security and nutrition programming and social change.
 38. WFP partners with the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), UNFPA and the Ministry of Gender, Family and Children to address GBV and specifically target survivors of GBV. WFP's toll-free number for beneficiary feedback is managed by a multilingual team of experts, and survivors of GBV are referred to one of five gender and protection officers, if appropriate. These officers have been recruited as part of a scale-up of protection safeguards. WFP plans to enhance these mechanisms as recommended by the ICSP evaluation and forge strong partnerships with committed and competent national civil society organizations working for gender equality and women's empowerment and through South-South and triangular cooperation within the region.
 39. In response to COVID-19, WFP is partnering with UNICEF and FAO on the first urban cash programmes in Kinshasa, in close cooperation with the Ministry of Social Affairs, Humanitarian Action and National Solidarity. The response aims to address the socioeconomic impact of the pandemic in one of the poorest communes of the capital and to support the development of a national shock responsive social protection platform. A joint food and nutrition assessment that considers protection and conflict sensitivity risks, alongside long-term self-reliance, will influence the response, which has the potential to be scaled up across the country.

2.2 Alignment with national development plans, the United Nations sustainable development cooperation framework and other frameworks

40. The Government's commitment to the SDGs is well reflected in the NSDP, the national agricultural investment plan for 2013 to 2020 and other national food security strategies.⁴¹ The NSDP, approved in December 2019, is the country's overarching strategy for achieving the SDGs.

⁴⁰ Household surveys provide WFP with information on gender through the cross-tabulation of the variable "sex of head of household" and other variables such as food consumption score and coping strategies index.

⁴¹ Congolese Institute for Development Research and Strategic Studies (Institut congolais de recherche en développement et études stratégiques). 2019. *Éliminer la faim en République démocratique du Congo: Rapport de la Revue stratégique sur la Faim zéro*. <https://docs.wfp.org/api/documents/WFP-0000111398/download/>. See table 3.1, page 119.

41. The NSDP identifies increasing agricultural productivity as a prime factor in ensuring food security and one of the main driving forces that will enable the Democratic Republic of the Congo to become a middle-income country by 2050.⁴² The achievement of the SDGs, especially SDG 2, is closely linked to the African Union's Agenda 2063, which calls for the vigorous pursuit of climate-smart agriculture and food security in all African countries, and to commitments on environmental protection made at the twenty-first session of the Conference of the Parties to the United Nations Framework Convention on Climate Change.
42. The Government has allocated funds from the budget to school feeding in the finance law for 2020. This is a considerable shift in approach, a continuation of the SABER advocacy process led by the country office and a reflection of the weight given to this issue, as described in the Government's education and training sectoral strategy, in order to improve educational outcomes. WFP will ensure that school feeding programmes are implemented in a transparent way and contribute to the reduction of conflict.
43. The United Nations sustainable development cooperation framework (UNSDCF) for 2020–2024 is aligned with government development priorities. WFP contributed to the development of the UNSDCF through technical workshops and consultation with the Government and civil society, as well as by producing or supporting studies such as the ZHSR, a cost of hunger study and IPC analyses. The CSP is aligned with the UNSDCF in terms of timeline and results.
44. The Democratic Republic of the Congo also committed to reaching World Health Assembly nutrition targets through its national multisectoral nutrition plan for 2016–2020, the first multisectoral nutrition plan that it has adopted since the country joined the Scaling Up Nutrition (SUN) movement in 2013.
45. The Democratic Republic of the Congo has an action plan for the implementation of United Nations Security Council resolution 1325 and a national strategy for combating GBV, which is fundamental to achieving gender equality and the empowerment of women and girls.⁴³

2.3 Engagement with key stakeholders

46. The ZHSR was developed through an inclusive consultative process. Contributors included high-ranking members of the Government, United Nations agencies, donors, national and international non-governmental organizations (NGOs), civil society and the private sector at both the national and the provincial levels. The CSP was also developed through a series of extensive consultations with the Government, other United Nations agencies, international and national NGO partners and international donors in the Democratic Republic of the Congo.
47. WFP works closely with the Ministry of Agriculture, especially through the joint WFP/FAO resilience programme, which supports smallholder farmers in production and post-harvest management. WFP also works with the provincial inspection of agriculture, fishing and livestock service, the national institute for agricultural research and studies and the national seed service.

⁴² Government of the Democratic Republic of the Congo. *Plan national stratégique de développement – Vision de la RDC à l'horizon 2050*. <https://www.plan.gouv.cd/wp-content/uploads/2020/08/PNSD-2019-2023.pdf>.

⁴³ Government of the Democratic Republic of the Congo. 2010. *Plan d'action du Gouvernement de la République Démocratique du Congo pour l'application de la résolution 1325 du Conseil de sécurité des Nations Unies* and Ministry of Gender, Family and Children. 2009. *Stratégie nationale de lutte contre les violences basées sur le genre (SNVBG)*.

48. Through its joint resilience programming WFP has developed a solid partnership with FAO that is now being extended to UNICEF, UNFPA and UNHCR. Renewed collaboration on resilience building work with the International Fund for Agricultural Development will be sought during the implementation of the CSP.
49. WFP's resilience building activities are based on community-based participatory planning processes carried out with members of farmers' organizations to ensure their buy-in and alignment with local priorities for development assistance. Satisfaction with the services provided is equitably assessed through WFP's complaint and feedback mechanisms and the post-distribution monitoring process.
50. Applying the principle of localization, WFP seeks to scale up its engagement with national NGOs in targeted provinces, ensuring inclusiveness in its selection of partners so that the perception of neutrality is maintained. While national NGOs have a comparative advantage in terms of access and flexibility because they are rooted in the community, they require substantive capacity strengthening support for both technical and soft skills building. These needs will be addressed in the CSP.
51. The Ministry of Gender, Family and Children and the Ministry of Social Affairs ensure that resilience programme activities are consistent with national gender policies. Synergies are also sought with decentralized institutions responsible for the implementation of gender-specific activities.
52. WFP is working with the Ministry of Agriculture to strengthen access to market information by establishing an agricultural market information system, supported through WFP's vulnerability analysis (VAM) and resilience units.
53. WFP works with the provincial branches of the Ministry of Rural Development on the control and supervision of road building for feeder road rehabilitation and asset creation activities.

3. WFP strategic portfolio

3.1 Direction, focus and intended impact

54. The CSP supports national priorities for achieving food and nutrition security, laying the foundations for an eventual transition to more government and community-led responses by 2030. Given the current political and social context, approaches to capacity strengthening will build on functioning pockets of expertise, with an emphasis on setting priorities and building alliances for future capacity strengthening work while WFP continues to provide much-needed emergency response and relief. Capacity strengthening will continue at the technical level, but WFP will also work with higher levels of government to increase awareness of the importance of these exercises for national planning (e.g. the use of crop assessment to design the new strategy of the Ministry of Agriculture). This awareness raising will serve as a building block to increase ownership and investment.
55. WFP will ensure stronger programmatic links between crisis response, peacebuilding and resilience activities and increased coordination for emergency preparedness. While emergency relief remains the focus of WFP's assistance, there should be a gradual decrease in the number of people targeted for crisis relief over the four-year implementation period of the CSP if the level of conflict and crisis tapers off.
56. WFP will build on synergies between its different crisis response and resilience building activities by promoting inclusive and equitable local purchases from resilience programme participants, promoting good nutrition for all. Through such purchases, school feeding and resilience programmes can also contribute to improving market access and increasing the volume and value of food sales from smallholder farmers; improving the food consumption scores and dietary diversity of programme participants; and increase benefits for the local economy. Part of this synergistic work will include ensuring that supply chain innovations

contribute not only to crisis response but to building sustainable resilience through support for smallholder farmers and small and medium enterprises along the value chain.

57. WFP will promote inclusive social protection and human capital development, smallholder market development, emergency preparedness and response and the strengthening of food systems, primarily through its resilience building initiatives, while looking for similar opportunities in emergencies. All activities and initiatives will ensure the equitable and inclusive participation of the diverse range of people who are vulnerable to food insecurity and malnutrition and households affected by disabilities or chronic medical conditions, thereby addressing inequalities.
58. In all resilience activities, specific consideration is given to gender equality and women's empowerment through the introduction of gender-transformative measures. WFP will seek to incorporate growing evidence that food security and nutrition outcomes are significantly improved by adopting gender-transformative and inclusive approaches. To the extent possible, the resilience programme is using the three-pronged approach so that women are provided with the space and time to voice their needs and priorities so that they can contribute to their own empowerment and help to tailor programmes.
59. Resilience programming will also be based on conflict analyses to identify causes of conflict and exclusion and will identify intervention strategies that will reduce existing inequalities. Value chain development will focus on strengthening different actors in the chain including farm and non-farm producers (farmers, pastoralists, hunter-gatherers) and will try to create economic dependencies between otherwise opposing communities.
60. Capacity strengthening with the Government will focus on the provincial and local levels with the sharing of know-how on vulnerability analysis and mapping, design and implementation of programmes, emergency preparedness and response, early warning, asset creation and supply chain management.

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

61. While acknowledging that the protracted humanitarian crisis in the country is the priority for assistance, WFP believes that offering people the opportunity to become more resilient and self-reliant presents the possibility to have more sustainable food systems. This is the reason for the planned expansion of programmes that contribute to achieving long-term sustainability goals.

Strategic outcome 1: Conflict and crisis-affected men, women, boys, and girls from all ethnic groups are able to meet their food and nutrition requirements throughout the year

62. Targeted populations benefit from a comprehensive package of crisis-response services, including a social and behaviour change communication (SBCC) framework⁴⁴ for raising awareness on issues such as peacebuilding, protection, protection from sexual exploitation and abuse, nutrition, environmental management measures and conflict mitigation.

Focus area

63. Strategic outcome 1 is focused on crisis response.

⁴⁴ The SBCC framework will include a desk review of existing evidence and best practices regarding nutrition that is context specific; relevant theories and models that can support the development of a theory of change and SBCC framework; and the identification of barriers to and enablers of the consumption of a nutritious diet, including market analysis, availability of, access to and affordability of nutritious foods and consumer preference. WFP will assess programme fidelity against implementation plans and include coverage and reach, recall and comprehension of key messages and acceptability of the intervention. Indicators will also measure knowledge, attitudes and practices (desired behaviours) identified by the SBCC framework to evaluate the effectiveness of the SBCC strategy.

Alignment with national priorities

64. *NSDP result 1: Economic diversification and transformation; UNSDCF output 3.2: Populations and communities affected by emergencies benefit from effective and rapid assistance thanks to state services, better equipped to effectively predict, respond to and coordinate humanitarian interventions that contribute to resilience building.*

Expected outputs

65. This outcome will be achieved through four outputs:
- Conflict and crisis-affected food insecure populations receive timely, adequate and nutritious food assistance that meets their basic food and nutrition requirements, promoting social cohesion and conflict mitigation.
 - Conflict and crisis-affected populations benefit from the enhanced capacity of the Government and partners to predict and prepare for emergencies.
 - Targeted populations including children age 6–59 months, pregnant and lactating women and girls (PLWG) and clients undergoing anti-retroviral therapy or tuberculosis directly observed treatment (TB-DOTS) receive a comprehensive nutrition package including specialized nutritious foods to treat moderate acute malnutrition (MAM).
 - Vulnerable populations including children age 6–23 months and PLWG receive a comprehensive nutrition package, including specialized nutritious foods to prevent acute malnutrition.

Key activities

Activity 1: Provide gender-equitable and nutrition-sensitive essential needs assistance to conflict- and crisis-affected populations through direct assistance and enhanced inter-agency coordination

66. WFP will provide targeted conflict and crisis-affected people⁴⁵ with cash or food to enable them to meet their basic food and nutrition requirements. Food assistance cycles and rations will be seasonally adapted to cover the lean periods and periods of longer duration (an assistance cycle of six months, as opposed to the current three months); they will be designed and adapted based on needs analysis and an assessment of their impact on the various target population groups. Coordination around the duration and needs analysis will be done through the food security cluster.⁴⁶ WFP and partners will provide SBCC tailored to the differing needs of the target population groups⁴⁷ in order to raise awareness of nutrition issues, protection, protection from sexual exploitation and abuse, GBV, gender inequality and conflict mitigation. Programming will also take into account the range of peacebuilding actors involved in the country and will include measures to reduce the impact of food distribution points on the environment in IDP and refugee camps.
67. In partnership with UNICEF, WFP will also strengthen infant and young child feeding practices in emergencies, particularly in areas where there is limited presence of other implementers and where health delivery platforms are disrupted in conflict-affected areas.

⁴⁵ Including natural disasters and epidemics.

⁴⁶ WFP will strategically shift the cycle from 3 to up to 6 months in select locations based on careful analysis of available evidence of context and resourcing levels. As the 3-month cycle has been the norm to date, the proposed change will be introduced progressively as it has both practical and budgetary implications. In many cases, for example a temporary displacement, assistance will remain at 3 months.

⁴⁷ A VAM monitoring and evaluation survey will be conducted to facilitate understanding of preferred communications channels. The survey, conducted in 2019 and 2020, will be used to refine the ways in which the country office communicates with communities through targeted messages.

68. Supply chain support will ensure the safe and timely delivery of food assistance to targeted populations, reaching those in the most isolated and inaccessible areas. To enhance humanitarian access, WFP will mobilize resources for road rehabilitation when necessary.
69. WFP will assist IDPs, returnees, refugees and host communities whose livelihoods have been affected by displacement by creating equitable and inclusive income-generating opportunities.
70. WFP, in partnership with UNHCR, will progressively expand its vulnerability-based targeting approach, already operational with refugees from the Central African Republic, to refugees from Burundi and South Sudan.
71. WFP will continue its school feeding activities in emergencies where necessary, working in partnership with UNICEF and the education cluster to respond to crises. Providing school meals will bring children to temporary safe spaces and support their food security and learning. Interventions will aim to make sure that no child is left behind.
72. WFP will work with government institutions, partners and civil society actors on how to plan, prepare and manage emergency operations that are equitable and inclusive and to build disaster response mechanisms for disaster risk reduction and management, in particular for health emergencies.

Partnerships

73. WFP's partnerships with United Nations agencies, national and international NGOs, community-based organizations and communities will ensure that equitable and inclusive assistance is provided in the form of cash or food, SBCC and capacity strengthening.
74. WFP's partnership with FAO is central to the restoration of livelihoods during initial crisis response; this work will be more strongly linked to resilience building activities.
75. WFP works closely with the United Nations country team, the regional inter-organization committee (Comité régional inter-organisations) and the cluster system, especially the food security cluster, co-led by WFP and FAO.

Activity 2: Treat moderate acute malnutrition among conflict- and crisis-affected populations⁴⁸

76. WFP will continue to provide MAM treatment in the areas of highest GAM prevalence with aggravating factors, ensuring a continuum of care between treatment services for MAM and those for severe acute malnutrition (SAM). WFP will also promote MAM treatment for PLWG.
77. WFP assists people living with HIV undergoing anti-retroviral therapy or TB-DOTS for multi-drug-resistant tuberculosis by providing products to improve their nutritional status and increase the beneficial effects of their medical therapy. WFP will support the Government in integrating nutrition activities into the 2021–2025 national strategy for the elimination of parent-to-child transmission of HIV. The organization will also contribute to national measures for the prevention of GBV and the provision of social protection for HIV-positive women through targeted activities promoting resilience and economic well-being for these women.
78. MAM treatment will continue to be implemented directly by health centre staff or at the community level with support from NGOs and WFP to ensure that services are gender-sensitive and integrated into the health system.

⁴⁸ In emergencies WFP ensures that children under 5 and PLWG affected by crises and others at risk of malnutrition receive sufficient food and specific nutrients required for good nutrition.

79. To mitigate the intra-family and intra-community sharing of specialized nutritious food and to optimize resources, MAM treatment will be linked to complementary programming such as food assistance (in-kind or cash) for food insecure populations or primary healthcare services based on the needs of targeted populations with an emphasis on women in order to address underlying gender inequality.
80. To enhance complementarity, WFP will continue to integrate nutrition-sensitive and nutrition-specific activities into general food distribution and other activities such as school feeding and resilience building.

Partnerships

81. Malnutrition treatment in targeted areas will be supported through partnerships with the ministries of health and gender and a wide range of international and national partners including the Joint United Nations Programme on HIV and AIDS (UNAIDS), FAO and UNICEF.
82. WFP will support cooperating partners with training to strengthen technical capacity and ensure good-quality implementation and monitoring of nutrition activities. WFP will continue to engage with the national nutrition programme through capacity strengthening activities.
83. In collaboration with WHO and the Ministry of Health, WFP will assist in the development of gender-responsive protocols, particularly for nutrition monitoring and research on epidemics such as measles, cholera and Ebola.

Activity 3: Prevent acute malnutrition among conflict- and crisis-affected populations⁴⁹

84. PLWG and children age 6–23 months will receive specialized nutritious foods that help meet their needs during the first 1,000 days of life in order to prevent malnutrition.
85. In line with national guidelines, high-energy biscuits will be distributed at the onset of emergencies to targeted population groups – primarily women of childbearing age and girls at risk of pregnancy – in order to protect the nutrition status of vulnerable people affected by displacement.
86. WFP will continue to support facility- and community-based acute malnutrition prevention interventions through a package of high impact nutrition activities including supplementary feeding for PLWG and children under 2, particularly during the lean seasons, in areas prioritized by the nutrition cluster.
87. Interventions that seek to prevent acute malnutrition will continue to be implemented in conjunction with MAM treatment services and general food assistance. WFP will integrate nutrition-sensitive activities into all its activities.
88. WFP's comparative advantage rests on its unmatched ability to respond quickly and effectively in crisis situations on a massive scale. WFP's deep field presence in the most remote and often vulnerable communities will allow an integrated package of nutrition interventions to reach those who need them most.
89. WFP will support the SUN Business Network, a platform for engaging with the private sector, in promoting food fortification and the local production of specialized nutritious foods with the Government, local authorities, communities, other agencies and the private sector in order to increase food availability and accessibility.

⁴⁹ In emergencies WFP ensures that children under 5 and PLWG and others at risk of malnutrition receive not just sufficient food but an adequate nutrition ration.

Partnerships

90. The implementation partnerships described under activity 2 will also work on activity 3.

Strategic outcome 2: The human capital of conflict affected and/or at-risk populations is equitably and inclusively protected and strengthened by 2024

91. WFP will contribute to the development of the human capital of future generations in the Democratic Republic of the Congo. Without investment in children's health and education the next generation will not achieve its social and economic potential, with negative impacts on economic growth and the advancement of the country in the medium to long term. The HGSFP strengthens the human capital of smallholder farmers by training them in skills that will allow them to sell their products to schools. This work will include South-South and triangular cooperation with the WFP centre of excellence in Brazil to inform the formulation of the HGSF strategy and the HGSFP.
92. WFP will continue MAM treatment, prioritizing zones with the highest acute malnutrition prevalence (GAM >10 percent or SAM >2 percent) and where SAM treatment is being provided. WFP will continue to support community-based acute malnutrition prevention interventions.

Focus area

93. Strategic outcome 2 is focused on resilience building.

Alignment with national priorities

94. *NSDP result 4: Social and human capital development; UNSDCF output 2.2: By 2024, the Congolese population will benefit from inclusive social protection and a demographic dividend, driven by population control and the empowerment of young people and women and output 3.1: The most vulnerable populations benefit from equitable, quality and sustainable access to basic health services, including those living with HIV/AIDS.*

Expected outputs

95. This outcome will be achieved through five outputs:
- Primary school children receive timely and adequate nutritious meals that meet their food and nutrition requirements.
 - Targeted information on health and nutrition is provided to primary school children and their caregivers.
 - Targeted populations including children age 6–23 months and PLWG benefit from a comprehensive nutrition package including, where appropriate, nutritious foods to address chronic malnutrition.
 - Targeted populations and communities engage in nutrition-focused and gender-transformative SBCC and have equitable access to fortified foods for the prevention of wasting and stunting.
 - Targeted populations benefit from evidence gathering that supports nutrition-sensitive, gender equitable and transformative programming.

Key activities

Activity 4: Provide nutritious school meals to targeted school children and support the implementation of the home-grown school feeding programme

96. WFP and its partners, including UNICEF and FAO, will help mobilize technical and financial support for the implementation of the Government's education and training sectoral strategy and will work with the Government to strengthen the latter's capacity to undertake school feeding initiatives. The broader coalition of partners in school health and nutrition

will look at providing fuel-efficient stoves; deworming; water points; water, sanitation and hygiene (WASH) facilities; and other school feeding infrastructure, as well as health and nutrition education. WFP will support resilience building through the HGSFP, which will aim to source food from women producers.

97. Social protection initiatives undertaken in partnership with UNICEF will be expanded to include FAO and UNFPA, in addition to local government stakeholders in selected geographical areas. The HGSFP aims to provide inclusive social protection and safety nets for vulnerable households. School meals save up to 10 percent of household income, and linking local production to local consumption helps create a stable and predictable market. The HGSFP will also address gender-specific economic inequalities in order to reduce poverty, food insecurity and malnutrition. Children's access to school meals must be complemented with better school hygiene (WASH) in order to improve nutrition outcomes. WFP will therefore target schools where NGOs and UNICEF are already providing WASH services.

Partnerships

98. Collaboration by the ministries of education, health, gender and agriculture and other United Nations agencies and implementing partners well versed in nutrition, health, social protection and gender equality issues will be needed to implement the activities described above and those included in the school health and nutrition package.

Activity 5: Support interventions to prevent chronic malnutrition, especially for at-risk people

99. SBCC will be used to create demand for the cultivation and consumption of nutritious food and encourage the appropriate use of nutrition products to enhance the complementary feeding of young boys and girls and to improve the dietary diversity of women and adolescent girls.
100. WFP and partners will work to protect the nutrition status of children age 6–23 months and PLWG with food and cash assistance in order to prevent chronic malnutrition.
101. WFP will work with the Government and nutrition stakeholders on improving food safety and quality. This will include a review of the national safety norms and regulations for staple foods and the regulatory framework governing food fortification. To help improve national regulatory standards, WFP will collaborate with partners on SBCC that encourages men and women to engage in appropriate infant and young child feeding and care practices.

Partnerships

102. WFP will work in collaboration with the Ministry of Health and partners including NGOs, FAO, WHO, UNFPA and UNICEF on the prevention of stunting and will strengthen the national SUN Business Platform to contribute to measurable results in the reduction of stunting.
103. WFP will work with UNICEF, FAO, UNFPA and the Ministry of Health within the SUN framework for the prevention of stunting.

Strategic outcome 3: Smallholder farmers and food value chain actors have improved livelihood opportunities, resilience, social cohesion and protection and make progress towards gender equality by 2024

104. Activities under this strategic outcome seek to strengthen the socioeconomic resilience of smallholder farmers and vulnerable populations in targeted communities while contributing to stabilization and peacebuilding through inclusive and equitable food security and nutrition programming.⁵⁰ WFP will aim at strengthening nexus synergies by transitioning

⁵⁰ Greater gender equality in access to productive resources and services could increase the yields on women's farms by between 20 and 30 percent. This includes ensuring rural women's access to farmers' organizations, processing facilities, improved technologies and markets and building their resilience. See <http://www.fao.org/3/ca6030en/ca6030en.pdf>.

IDPs, refugees and host communities assisted through activities 1 and 2 from emergency to resilience building assistance and adapting the resilience model to their context, ensuring that the structural drivers of conflict are addressed. Initiatives will also strengthen the role of food chain actors such as small and medium enterprises and national authorities in food safety and quality control, thereby increasing food availability and quality in markets.

Focus area

105. Strategic outcome 3 is focused on resilience building.

Alignment with national priorities

106. *NSDP result 4*: Social and human capital development; *UNSDCF output 2.1*: By 2024, Congolese people will enjoy sustainable, inclusive economic growth driven by agricultural transformation, economic diversification open to innovation, and the promotion of entrepreneurship among young people and women and *output 1.1*: The prevalence of violence and armed conflict is reduced and the security of people and property is improved especially for vulnerable people, women and young people.

Expected outputs

107. The outcome will be achieved through four outputs:

- Targeted women and men smallholder farmers benefit from conditional food assistance.
- Targeted women and men smallholder farmers benefit from support that increases local food production and marketing and the consumption of nutrient-rich food and the enhanced capacity of national and local stakeholders.
- Targeted smallholder farmers and value chain actors benefit from enhanced equitable and inclusive livelihood support on improved production skills for sustainable value chains.
- Targeted communities benefit from nutrition education, social and behaviour change, improved local production and the enhanced capacity of national and local stakeholders.

Key activity

Activity 6: Support smallholder farmers' and value chain actors' equitable access to climate and nutrition-smart livelihood opportunities, services and markets.

108. Resilience building activities, identified through inclusive community consultations, will equitably address the priority needs of women and men. They will include improving production, processing and market infrastructure, on and off-farm income opportunities and training for those unable to perform agricultural labour.

109. Activities will strengthen links between humanitarian action, recovery and development, helping to nurture peaceful coexistence and social cohesion within and between targeted communities. WFP programming will contribute to changes in attitudes, behaviours and the relationships between divided communities and will provide an entry point for partners to work on deeper structural and cultural changes. WFP's joint resilience programming creates opportunities for communities to identify shared needs and to build trust through practical cooperation. In Tanganyika, for example, work in partnership with Search for Common Ground is enhancing conflict resolution and early warning mechanisms, enabling local issues to be resolved before they escalate; in North and South Kivu, various projects implemented jointly with FAO address access to land, which is a major driver of conflict.

110. Drawing on significant in-country experience, WFP will offer opportunities for food-insecure individuals and households to participate in productive asset creation and training programmes. A food assistance for assets component will provide cash or in-kind transfers to smallholder farmers to rehabilitate lands, roads or infrastructure, strengthening their livelihoods while covering their immediate food and nutrition needs.
111. WFP support includes the promotion of climate-smart agricultural practices, post-harvest management, food systems improvements, nutrition education and gender-inclusive community development. Negotiations are under way with partners such as the Fund for Financial Inclusion in the Democratic Republic of the Congo (Fonds pour l'inclusion financière en République démocratique du Congo) to link the Union of Farmer Organizations and Cooperatives (formed by WFP) with financial institutions.
112. Synergies will be forged between WFP's supply chain and local stakeholders to explore mechanisms for the improvement of food systems. This holistic approach is expected to strengthen linkages between smallholder farmers and home-grown school feeding (strategic outcome 2) and increase market access through local purchases, especially from women producers in order to address gender inequalities. Opportunities will be sought to ensure that women-headed households vulnerable to food insecurity and malnutrition and households affected by disabilities or chronic medical conditions are targeted with assistance tailored to their needs. The resilience coordination unit will be reinforced to provide technical support on food quality, food safety, asset creation, market infrastructure and storage.
113. Assuming that conditions allow, there are ample opportunities for future programming in the area of climate change adaptation through the use of a livelihoods approach. In addition, existing work by other agencies can provide a basis for scaling up ecosystem-based adaptation interventions.
114. WFP will work with the Government and other partners to design activities that are environmentally sound, avoiding or mitigating any negative impact on the environment.

Partnerships

115. WFP's current partnership with FAO and UNICEF will be scaled up; partnerships with other agencies, including UNFPA and UNHCR, and new donors are also evolving. WFP resilience building partners are local government institutions, the Ministry of Agriculture and the Ministry of Gender, Family and Children. Partnerships with NGOs and grassroots organizations will remain central to ensuring community ownership and sustainability beyond the term of the CSP.
116. WFP's resilience programme is implemented in collaboration with the International Security and Stabilization Support Strategy (I4S) initiative coordinated by the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO). I4S has identified economic recovery and resilience building as fundamental to stabilization and peace in North and South Kivu.⁵¹ The resilience programme has a seat in the triple nexus working group, which is coordinated by the United Nations country team and is the means by which members coordinate their work across emergencies, peacebuilding and development initiatives. WFP is actively working with the Resilience Donor Group, an informal group of interested donors, chaired by Sweden.

⁵¹ The joint resilience projects in North and South Kivu are in line with the various components of the I4S, including the priorities outlined in the stabilization strategy I4S/Stabilization and Reconstruction Plan. For instance, the new FAO-WFP-UNICEF programme has been registered with the Stabilization Support Unit in Goma. The joint team also participates in coordination meetings organized by the Stabilization Support Unit to ensure synergy and coordination with the various programmes implementing stabilization measures in the region.

Strategic outcome 4: Humanitarian and development partners have access to reliable air services and improved supply chain and other services during and in the aftermath of conflicts and crises

117. WFP will continue to enhance the coordination of supply chain and common services provided to the humanitarian and development community. The need for air transport is expected to continue in the near future.

Focus area

118. Strategic outcome 3 is focused on crisis response.

Alignment with national priorities

119. *NSDP result 1: Economic diversification and transformation; UNSDCF outcome 3.2: Populations and communities affected by emergencies benefit from effective and rapid assistance thanks to state services, better equipped to effectively predict, respond to and coordinate humanitarian interventions that contribute to resilience building.*

Expected outputs

120. The outcome will be achieved through three outputs:

- Populations affected by conflict and crisis benefit from reliable client-oriented air services that support timely and efficient humanitarian response.
- Food insecure populations in emergencies benefit from improved evidence-based information and coordination from the humanitarian community.
- Vulnerable people benefit from supply chain and other logistical services provided by WFP to partners, receiving timely and effective assistance.

Key activities

Activity 7: Provide humanitarian air services to the humanitarian community

121. Populations in crisis benefit from reliable, safe, client-oriented air services that enable humanitarian actors and donors to carry out, supervise and monitor life-saving activities. The United Nations Humanitarian Air Service (UNHAS) will continue to strengthen the capacity of the civil aviation authorities of the Democratic Republic of the Congo to manage the country's work with the European Coordination Centre for Accident and Incident Reporting Systems.

Partnerships

122. UNHAS will continue to coordinate with the civil aviation authorities and other local authorities on operational issues including airfield rehabilitation, air traffic control procedures and international aviation regulations. This collaboration raises awareness of aviation safety among stakeholders and ensures that UNHAS' services meet the needs of its users.

123. UNHAS will support the management of flights for the European Union's Directorate-General for European Civil Protection and Humanitarian Aid Operations and will coordinate with Médecins sans frontières and the International Committee of the Red Cross on harmonized schedules and the sharing of aviation safety and security information.

124. UNHAS will also continue to support the civil aviation authorities in working with the European Coordination Centre for Accident and Incident Reporting Systems in coordination with the WFP Aviation Service and the Aviation Safety Unit.

Activity 8: Provide humanitarian platforms (logistics cluster coordination and information services) to the humanitarian community

125. WFP will provide technical support, coordination, information and geographic information system services to humanitarian partners including United Nations agencies and NGOs. Coordination among national institutions will be reinforced; analysis of seasonal access and security constraints will be incorporated into planning and guide the formulation of policies.

Partnerships

126. Partners are national institutions, other United Nations agencies, MONUSCO, international and national NGOs and community-based organizations.

Activity 9: Provide on-demand services to humanitarian and development partners

127. WFP will provide bilateral services on a full cost recovery basis to United Nations agencies and NGOs in order to facilitate emergency response and development work.

Partnerships

128. Partners are national institutions, other United Nations agencies, international and national NGOs and community-based organizations.

Assumptions

129. In a volatile and fragile country that faces numerous security, health and socioeconomic risks and emergencies, the achievement of the strategic outcomes of this CSP relies heavily on successful partnerships and strong programmatic complementarities with state actors and development and humanitarian partners. WFP and partners will need to be in a position to adjust all the pillars of the CSP to respond to the evolving context, which may include reviewing programmatic assumptions and the complementarity of interventions.
130. The two non-emergency pillars of the CSP (strategic outcomes 2 and 3) are strongly connected in programme design and have a common set of underlying assumptions. Protecting and strengthening the human capital of future generations requires urgent and significant investment in their health, nutrition and education, complemented by resilient communities that are better able to withstand shocks to their livelihoods. In the complex and strongly interlinked set of policies and interventions required to achieve this, the direct role of WFP may be quite modest. However, the organization will play a key upstream role in supporting evidence-based decision making, coordination with partners and advocacy.

3.3 Transition and handover strategy

131. The Democratic Republic of the Congo is a fragile country. Civil and political conflict have damaged the social fabric of the country and shifted the functions of governance towards responding to emergencies rather than creating an environment for long-term inclusive social protection and enhanced economic prospects.
132. Through this CSP, WFP will engage with national and decentralized government partners, civil society, communities, United Nations agencies, donors and private sector actors to prioritize identified and agreed capacity strengthening interventions. WFP's contributions aimed at strengthening institutions will be prompted by local demand and informed by an assessment of capacity gaps, WFP's comparative advantage and the scope for achieving sustainable results. The capacity of partners to directly implement all aspects of activities identified will be closely examined to ensure that joint work plans feature reasonable and traceable milestones that emphasize gender equality measures.
133. Given the current fragility of the country, WFP does not expect to hand over its programmes to the Government during the term of this CSP. While implementing the CSP, WFP will discuss with national authorities the potential for the gradual handover of programmes in order to identify readiness, critical support needed and realistic timelines. Social cohesion

is very much a driver for the CSP. The CSP is designed to support national priorities for achieving food and nutrition security, setting the foundations for eventual transition towards more government- and community-led responses, by 2030.

4. Implementation arrangements

4.1 Beneficiary analysis

134. Activity 1 will focus exclusively on providing assistance to people affected by conflict or crisis. Activities 2, 3 and 5 will promote nutrition-specific and nutrition-sensitive interventions. Activity 4 will address nutrition and human capital protection issues through the HGSFP. Activity 6 will provide a comprehensive resilience building package that promotes gender equality, environmental and social protection, peacebuilding and social cohesion, together with improved livelihood opportunities.
135. Activity 1 responds to the needs of people whose food and nutrition security are affected by conflict and crises. There will be a gradual decline in the number of beneficiaries receiving assistance under this activity as WFP seeks to shape its emergency assistance to contribute to resilience and peacebuilding initiatives over the lifespan of this and future CSPs.
136. WFP will reach more beneficiaries because of the high demand for school feeding and the high incidence of persistent malnutrition in all its forms. Under activity 2, prioritization will be based on high GAM levels, and beneficiaries will include children age 6–59 months with MAM, malnourished PLWG, malnourished people living with HIV who are taking antiretroviral drugs or undergoing prevention of parent-to-child transmission treatment, malnourished patients receiving TB-DOTS and patients with multidrug-resistant tuberculosis.

TABLE 1: FOOD AND CASH-BASED TRANSFER BENEFICIARIES BY STRATEGIC OUTCOME, OUTPUT AND ACTIVITY

Strategic outcome	Output	Activity	Beneficiary group	2021	2022	2023	2024	Total
1	1.1	1	Girls	783 000	675 000	540 000	540 000	2 538 000
			Boys	812 000	700 000	560 000	560 000	2 632 000
			Women	638 000	550 000	440 000	440 000	2 068 000
			Men	667 000	575 000	460 000	460 000	2 162 000
			Total	2 900 000	2 500 000	2 000 000	2 000 000	9 400 000
	2	2	Girls	544 992	490 493	436 593	378 060	1 850 137
			Boys	418 729	376 856	335 443	288 885	1 419 913
			Women	169 745	152 771	135 983	115 263	573 762
			Men	19 657	17 691	15 747	8 984	62 079
			Total	1 153 120	1 037 808	923 766	791 192	3 905 886
	3	3	Girls	339 867	305 380	271 272	241 407	1 157 926
			Boys	241 008	216 908	193 072	168 706	819 694
			Women	267 063	238 857	210 961	197 444	914 325
			Men	-	-	-	-	-
			Total	847 938	761 145	675 305	607 557	2 891 945
2	4.1	4	Girls	94 300	124 440	160 707	221 360	600 807
			Boys	114 048	150 547	194 365	267 720	726 680

TABLE 1: FOOD AND CASH-BASED TRANSFER BENEFICIARIES BY STRATEGIC OUTCOME, OUTPUT AND ACTIVITY								
Strategic outcome	Output	Activity	Beneficiary group	2021	2022	2023	2024	Total
			Women	3 101	3 974	5 286	7 280	19 641
			Men	1 551	1 987	2 643	3 640	9 821
			Total	213 000	280 948	263 001	500 000	1 356 949
	5.1	5	Girls	35 734	35 734	35 734	35 734	142 936
			Boys	18 346	18 346	18 346	18 346	73 384
			Women	49 920	49 920	49 920	49 920	199 680
			Men	-	-	-	-	-
			Total	104 000	104 000	104 000	104 000	416 000
3	6.1	6	Girls	89 520	93 600	108 000	120 000	209 520
			Boys	85 790	89 700	103 500	115 000	200 790
			Women	100 710	105 300	121 500	135 000	235 710
			Men	96 980	101 400	117 000	130 000	226 980
			Total	373 000	390 000	450 000	500 000	873 000
Total (without overlap)				5 591 058	5 073 901	4 516 072	4 502 749	18 843 783

137. Activity 3 covers all non-malnourished targeted beneficiaries (PLWG and children age 6 to 23 months) in conflict and crisis zones in order to prevent the deterioration of their nutrition status during lean seasons. Beneficiaries will receive specialized nutritional products that improve their nutritional intake. Treatment will be provided at the community level in food insecure areas and in high priority areas for nutrition interventions, in line with the humanitarian response plan.
138. Activity 4 focuses on primary school children and preschool children where applicable. The WFP HGSFP aims to support the development of human capital: school meals have been shown to contribute to several SDGs and improvements in education, nutrition, gender equality, social protection and, when linked to local purchases, local agriculture.
139. Activity 5 uses SBCC to create demand for the cultivation and consumption of nutritious foods for population groups while encouraging the use of such foods in the complementary feeding of boys and girls under 5 and in improving the dietary diversity of women and adolescent girls. The nutrition strategy seeks to improve nutrition outcomes for targeted populations by preventing malnutrition (wasting and stunting) through a package of nutrition-specific and nutrition-sensitive measures implemented simultaneously under all strategic outcomes and linked to the treatment of acute malnutrition. WFP will look for opportunities to improve nutrition throughout its portfolio and geographic areas of operation.

140. WFP aims to provide multi-year, holistic support to 873,000 beneficiaries through activity 6. The number of beneficiaries will gradually increase over the four years of the CSP as new beneficiaries are added. Informed by gender and age analysis, households led by women will be one of the target groups for this activity as they are subject to discriminatory sociocultural inequality and more exposed to shocks than households led by men. WFP will continue to use the three-pronged approach to identify areas for activities⁵² and will carry out joint targeting with United Nations partners working on resilience programmes as much as possible.

⁵² The three-pronged approach comprises integrated context analysis at the national level; seasonal livelihood programming at the sub-national level; and community-based participatory planning at the local level. This approach provides a deeper understanding of local context and livelihoods, including gender and social cohesion issues. In view of the CSP focus on the triple nexus, the three-pronged approach will be used to support conflict-sensitive programming and peace-building approaches.

4.2 Transfers

Food and cash-based transfers

	Strategic outcome 1						Strategic outcome 2				Strategic outcome 3	
	Activity 1			Activity 2			Activity 3		Activity 4	Activity 5		Activity 6
Beneficiary type	GFD full ration	GFD	Caregivers	MAM treatment PLWG	MAM treatment 6-59 months	PLHIV/TB	Prevention of acute malnutrition 6-23 months	Prevention of acute malnutrition PLWG	Students	Stunting prevention 6-23 months	Stunting prevention PLWG	FFA/CFA
Modality	Food/CBTs	Food	Food	Food	Food	Food	Food	Food	Food	Food	Food/CBTs	Food/CBTs
Cereals	400	400	400						120			400
Pulses	120	120	120						30			120
Oil	30	35	30	25		25		25	10		25	30
Salt	5	5	5						5			5
Sugar				20								
Super Cereal				250								
Super Cereal Plus				250		250		250			250	
Plumpy'Sup					100							
Plumpy'Doz							50			50		
High-energy biscuit	330											
Total kcal/day	2 132	2 181	2 132	1 175	500	1 175	281	1 175	628	281	1 175	2 132
% kcal from protein	16	60.40	16	13.20	10.20	13.20	8.60	13.20	10	8.60	13.20	13.20
CBTs	0.5										0.67	0.38
Number of feeding days per year	90	21	10	180	60	180	180	180	220	360	360	66

Abbreviations: CFA = cash for assets; GFD = general food distribution; MAM = moderate acute malnutrition; PLHIV = people living with HIV; TB = tuberculosis

TABLE 3: TOTAL FOOD AND CASH-BASED TRANSFER REQUIREMENTS AND VALUES		
Food type/cash-based transfer	Total (mt)	Total (USD)
Cereals	226 698	132 991 534
Pulses	66 235	46 951 948
Oil and fats	28 497	34 921 048
Mixed and blended foods	146 043	144 278 676
Other	4 156	2 738 718
Total (food)	471 629	361 881 924
Cash-based transfers		282 713 388
Total (food and cash-based transfer value)	471 629	644 595 312

141. WFP conducts multisectoral assessments that examine markets, protection issues and sectors including finance and information technology in order to evaluate the feasibility and appropriateness of cash and voucher assistance modalities compared with in-kind food distribution. Analysis covers gender, protection, beneficiary preferences, local authority viewpoints and impact on local economies. WFP selects the most appropriate modality in terms of equity, economy, efficiency and effectiveness. WFP also reviews geographical access, mobile service provider infrastructure and coverage, and cash availability before deciding on the preferred transfer modality. For Level-3 emergencies, WFP also considers combinations of modalities that will ensure the timely delivery of assistance to beneficiaries. For example, for Bele in Haut Uele province, WFP's evaluation recommended in-kind assistance in the first months with a switch to cash-based transfers (CBTs) once more food became available. WFP will use the most appropriate modalities to promote dietary diversity, equity, dignity and efficient and effective economic inclusion.
142. CBT transfer values will be based on the estimated minimum expenditure basket and the estimated ability of beneficiaries to meet their own needs. The current components of the minimum expenditure basket are food, education and health but WFP plans to develop a more comprehensive basket that covers all essential needs. CBTs will only cover household food needs unless donors agree to support essential needs, in which case they will cover the gap between estimated household capacity to meet essential needs and the minimum expenditure basket. WFP will also provide in-kind assistance in the form of fortified and specialized nutritious food to malnourished children and PLWG to treat and prevent MAM and to prevent chronic malnutrition. School meals will be provided to primary school children in areas with high levels of malnutrition.

4.3 Country office capacity and profile

143. The CSP positions the country office as a partner supporting the Government's initiatives for the achievement of its priority SDGs. Before implementation, WFP will analyse the results from the country office staffing review conducted in 2020 to assess geographical representation, staff profiles, training, technical competencies and information technology needs.
144. WFP will undertake a training needs assessment in conflict-sensitive monitoring and programming for all relevant staff. On the basis of this assessment, a training programme will be designed and implemented to ensure that staff have ample capacity to work on conflict mitigation and peacebuilding.

145. The country office will continue to implement human resources initiatives designed to achieve gender parity and diversity.

4.4 Partnerships

146. The strategic direction of the CSP is also based on consultations with partners and other stakeholders, from Government to beneficiaries, which have contributed to understanding where WFP is seen to add value across the nexus both externally and internally. Through its food security and logistics clusters and through participation in other clusters and coordination WFP will continue to provide information on food security and nutrition, livelihood and resilience building initiatives and humanitarian logistics, among other things.
147. WFP will reinforce synergies with the other Rome-based agencies related to climate change and food security work. Synergies with UNICEF, the United Nations Development Programme, UNHCR, UNFPA, the United Nations Entity for Gender Equality and the Empowerment of Women, WHO, the World Bank and the ministries of agriculture and gender are being identified to ensure that the necessary technical support is provided to targeted populations. Joint initiatives will be prioritized to maximize sustainability and impact for targeted communities.
148. WFP will develop partnerships with academic and research institutions and its centres of excellence. Partnerships with organizations working for the inclusion of young people, women's rights and people living with HIV and disabilities will be explored with the aim of promoting inclusive and equitable responses to the needs of these groups. WFP will also focus on South-South and triangular cooperation within the region on HGSFP, nutrition, gender equality, climate change and peacebuilding initiatives.
149. WFP will explore opportunities with development actors, banks and the private sector, especially for resilience building activities, so as to ensure the optimum pooling of expertise.
150. WFP will continue to engage and collaborate with humanitarian and development partners, donors and the private sector to leverage resources and funding.

5. Performance management and evaluation

5.1 Monitoring and evaluation arrangements

151. A VAM monitoring and evaluation planning and budgeting tool has been finalized in tandem with the CSP. The gender-responsive tool is aligned with the Revised Corporate Results Framework (2017–2021),⁵³ corporate monitoring and evaluation strategies and the WFP Strategic Plan (2017–2021).⁵⁴ Once a new strategic plan and new corporate results framework are adopted the tool will be updated to ensure its continued alignment with corporate guidance.
152. WFP will ensure that appropriate emergency and resilience-oriented indicators are included in the tool and are measured and analysed together to inform broader discussions of the humanitarian–development nexus. This will assist WFP in measuring the effectiveness and equity of interventions related to chronic and acute food insecurity and malnutrition and underlying issues related to livelihoods and poverty, with a strong emphasis on gender analysis. Such an approach will meet the needs for outcome-level evidence, as recommended in the evaluation of the ICSP for the Democratic Republic of the Congo. WFP is strengthening its capacity to monitor CSP implementation by increasing the presence of qualified and diverse VAM and monitoring and evaluation staff in the field. WFP will strive to ensure that all evidence collected (through process and outcome monitoring reviews and evaluations) is used to inform operational decision-making. WFP will continue to engage with local government and other partners to assist in data collection and analysis, including

⁵³ WFP/EB.2/2018/5-B/Rev.1.

⁵⁴ WFP/EB.2/2016/4-A/1/Rev.2*.

through training and briefings to strengthen capacity in food security data collection and analysis as part of measures that support the eventual handover of activities to government authorities. Steps will be taken to ensure comprehensive coverage, including in regions where WFP does not currently have operations, and if funding permits WFP will build up a body of evidence on the root causes of urban food insecurity and malnutrition and will link it to lessons learned in responding to the COVID-19 pandemic.

153. WFP will put in place country-wide agreements with government institutions that will serve as the overarching framework for regular, task-specific engagements at the provincial level on assessments and surveys. This will ensure consistent collaboration with these stakeholders, thereby contributing to the transfer of technical skills.
154. Through the CSP, WFP will increase its focus on accountability to affected populations. A variety of safe and accessible complaint and feedback mechanisms are in place, and a robust tracking system for the provision of feedback to and from beneficiaries and the collection of data on communication preferences will be designed and implemented under the CSP to ensure that the mechanisms respond to the preferences of different groups.
155. To complement the evaluation of the ICSP (2018–2020) and the evaluation of school feeding in emergencies,⁵⁵ the country office will commission an evaluation of nutrition activities in 2022 to inform the implementation of activities 2 and 3. In line with conclusions reached in the ICSP evaluation, the country office will also commission a decentralized impact evaluation of CBTs in 2022. An impact evaluation of the joint WFP–FAO–UNICEF resilience project in North and South Kivu (2020–2023) will be led by the Office of Evaluation in consultation with FAO and UNICEF and in technical partnership with the Development Impact Evaluation Unit of the World Bank. In addition to the resilience impact evaluation, the Office of Evaluation will conduct an independent CSP evaluation in 2023 to inform the preparation of the next CSP.
156. To complement these multiple independent evaluations, the country office will conduct a review of school feeding activities in 2022 and a CSP mid-term review. All the evaluations and reviews will contribute to the development of a solid evidence base that will be used to refine and adapt the CSP.

5.2 Risk management

157. The risk management system will be reviewed to reflect the findings and recommendations of the ICSP evaluation and the operational context in the Democratic Republic of the Congo. The regularly updated risk register will continue to guide preparedness, and risk mitigation actions will help in the management of the potential risks described below.

Strategic risks

158. The Democratic Republic of the Congo is highly vulnerable to a variety of natural hazards linked to conflict and the climate crisis, which also hamper resilience building and emergency initiatives. Epidemics are frequent and often result in a heavy loss of lives. Together with the Ministry of Health, WHO, FAO, other United Nations agencies, NGOs and community-based organizations, WFP will support implementation capacity and the formulation of strategies for emergency preparedness and disaster risk reduction, ensuring that climate shock mitigation and peacebuilding are addressed and that contingency planning is an integral element of such strategies.

⁵⁵ Part of a four-country series commissioned by the school feeding services at WFP headquarters.

159. Equitable and inclusive social protection for all targeted women and men cannot be achieved unless gender equality measures are systematically included in all WFP activities. To mitigate this risk WFP will consolidate and scale up its own measures and partnerships with national and international organizations working on women's rights.

Operational risks

160. Successive waves of violence and mass displacements will continue to fuel the protracted humanitarian crisis in the country, causing grave access problems for populations in need and interruptions in food assistance. WFP will mitigate this risk through increased civil-military and inter-agency coordination and by strategically repositioning assets and resources to assist both affected communities and WFP staff.
161. Logistical challenges, including poor telecommunications, roads networks and other infrastructure, create barriers to the timely delivery of assistance to affected communities. WFP will mitigate these risks by pre-positioning stocks in remote locations, opening a forward logistics base and providing mobile storage units.

Fiduciary risks

162. Potential fiduciary risks include financial and reputational loss because of fraud or abuse. WFP will mitigate this risk by conducting active and continuous fraud risk management. The country office is setting up a compliance unit and has a beneficiary hotline through which all forms of abuse and corruption can be reported and addressed. WFP will continue to improve these and other complaint and feedback mechanisms over the course of the CSP in line with recommendations from the ICSP evaluation.
163. The drawdown of MONUSCO, which will coincide with CSP implementation, will increase the pressure on agencies and funds to fill security gaps and step up security analysis and the presence of security officers in field offices. To bridge these gaps, WFP and partners will have to increase intelligence gathering and sharing on security issues, actively participate in the United Nations Security Cell and reinforce Safe and Secure Approaches in Field Environments (SSAFE) training.

Financial risks

164. Severe funding shortfalls would hamper the implementation of this CSP. WFP will continue to seek resources, including from new donors and, where possible, the private sector. Synergies with government school feeding initiatives and joint activities with other United Nations agencies will contribute to ensuring that funds for humanitarian and development initiatives are used effectively and efficiently. WFP is also pursuing partnerships with international financial institutions such as the World Bank.

5.3 Social and environmental safeguards

Social safeguards

165. WFP addresses potential social risks associated with its humanitarian and resilience work through its SBCC initiatives with targeted smallholder farmer households, value chain actors and their communities. Emphasis is placed on addressing social risks that pertain to gender inequalities in access to services and decision-making. Through the systematic collection and analysis of sex and age-disaggregated data on the use of unrestricted cash transfers, WFP has learned that decisions are made jointly by women and men in only 16 percent of households that include both women and men. Because this is largely due to cultural norms, WFP has scaled up efforts during distributions to raise the awareness of men and women on the importance of shared household decision-making.

166. WFP will mainstream conflict sensitivity throughout all programming taking into consideration the various drivers of conflict in the areas of intervention, making sure that all ethnic groups are represented in the selection of beneficiaries.⁵⁶
167. Social and behavioural change will be promoted through various approaches and grassroots organizations including farmers' organizations. Issues to be tackled include exclusion, gender inequality and human rights abuses. Post-distribution monitoring and complaint and feedback mechanism will be used to identify and respond to issues of protection and GBV, in line with WFP's commitments to system-wide principles relating to accountability to affected populations and doing no harm.
168. All WFP field-level agreements with partners address human rights associated with humanitarian and development assistance. These include responsibilities related to protection, gender equality, GBV and zero tolerance for sexual exploitation and abuse.

Environmental safeguards

169. In resilience programming, at the level of post-harvest handling, the key principles regarding environmental and social sustainability are applied.⁵⁷
170. Activities proposed under strategic outcome 3 on resilience building are in line with the national strategy for reducing emissions from deforestation and forest degradation and the national climate change adaptation programme adopted in 2012. They focus on the intensification of environmentally conscious agriculture as a key strategy for reducing the vulnerability of poor households to climate risks and for saving forests and protected areas. WFP in partnership with other agencies will support access to sustainable forms of energy, the improvement of safety and efficiency in the way energy is used and strive to diversify livelihood portfolios in order to minimize environmental impact.
171. WFP, FAO and the Government will promote the production and use of environmentally friendly stoves to reduce deforestation and its impact in HGSP areas. Sustainable and safe waste management techniques will be promoted to facilitate recycling and reduce soil degradation, prevent harm to wildlife and minimize food waste. Food safety training is an integral part of the regular training provided to school feeding committees.

6. Resources for results

6.1 Country portfolio budget

172. The resourcing outlook for the CSP is realistic and in line with recent trends in the Democratic Republic of the Congo. WFP expects to mobilize at least 60 percent of the amount need to implement the CSP each year. Resources will be allocated for the implementation of activities that contribute to gender equality. In the event of funding shortfalls, priority will be given to life-saving interventions. WFP's ability to allocate resources across strategic outcomes will depend on the nature of the resources provided by donors and the level of earmarking of funds.

⁵⁶ Ongoing work with Search for Common Ground to conduct conflict scans and the deeper conflict analysis integrated into the new resilience programme in North and South Kivu will be complemented by more in-depth conflict analysis and conflict sensitivity assessments to fill any gaps in the country office's knowledge and to identify any required course correction.

⁵⁷ These principles are as follows: improve efficiency in the use of resources; promote and adopt good practices to conserve, protect and enhance natural resources including seeds; enhance sustainable improved livelihoods for social wellbeing; enhance the resilience of people, communities and ecosystems; and reinforce responsible and effective governance mechanisms based on participatory approaches.

Strategic outcome	Activity	Year 1	Year 2	Year 3	Year 4	Total
		2021	2022	2023	2024	
1	1	233 771 852	208 972 928	174 785 668	175 881 072	793 411 520
	2	52 662 450	48 314 463	43 918 021	36 162 498	181 057 431
	3	63 450 823	58 128 953	52 790 198	49 480 613	223 850 587
2	4	16 496 266	21 075 824	26 301 761	34 975 158	98 849 009
	5	11 069 910	11 101 537	11 180 596	11 237 779	44 589 822
3	6	30 468 432	31 689 634	35 041 791	38 091 385	135 291 242
4	7	42 155 121	42 542 293	42 838 716	43 056 305	170 592 435
	8	1 385 886	1 427 846	1 469 329	1 510 749	5 793 810
	9	5 016 522	5 067 112	5 107 641	5 139 578	20 330 853
Total		456 477 262	428 320 590	393 433 722	395 535 136	1 673 766 710

173. The internal factors driving the country portfolio budget include transfer costs for in-kind distributions and CBTs, capacity strengthening and service delivery, direct implementation costs to cover country office and field office staff and related running costs. External factors driving the budget include the number of beneficiaries receiving in-kind transfers and CBTs and the direct and indirect beneficiaries of capacity strengthening and service delivery, such as WFP clients for on-demand service provision, smallholder farmers and other stakeholders.

6.2 Resourcing outlook and strategy

174. WFP's operations in the Democratic Republic of the Congo have been relatively well resourced since 2018. WFP has successfully positioned itself as a reliable partner for humanitarian and resilience building programmes, which has enabled the organization to secure more than USD 260 million in direct funding from partners in the past few years. Most of this funding was for crisis response activities, although significant investments in WFP's resilience building portfolio were also made.

175. WFP will require continued investment from humanitarian, development and private-sector donors to implement the CSP. Over the next four years USD 1.67 billion will be required, 83 percent of which will be needed for crisis response and 17 percent for resilience building.

176. Humanitarian funding has kept WFP's programmes in the Democratic Republic of the Congo going, thanks to consistent engagement and renewed interest on the part of donors. WFP's strategy of linking relief to resilience programmes to the extent possible has received positive feedback, as has its approach to seasonal relief assistance. It is therefore likely that adequate funding will continue for the crisis response focus area in the 2021–2024 CSP.

177. Consultations indicate that support for joint resilience activities should continue throughout the CSP.

178. To meet its goals, WFP will require flexible long-term funding. The organization will therefore engage with donors in order to maximize the flexibility and predictability of resources. While continuing to strengthen partnerships with traditional donors, WFP will broaden its base to include non-traditional donors, including from the private sector, in order to increase resources for its crisis response operations and build the foundations for its mid- and long-term resilience building activities.

179. Recognizing that COVID-19 presents new opportunities to support the strengthening of the overall food and national social inclusion systems, a stronger focus on long-term planning and resilience-based response will be more closely aligned with emergency efforts during implementation of the CSP. Thus, given the pace of the unfolding impact of the COVID-19 pandemic and recurring Ebola outbreaks, WFP will rely on budget revisions to adjust response levels during the implementation of the CSP.
180. To ensure adequate funding for resilience building, WFP will explore partnerships with the Ministry of Finance and the Ministry of Planning, foundations and development banks and engage with private-sector companies for technical assistance. WFP will also partner with other development actors to leverage both expertise and resources, communicating regularly with donors to demonstrate results and impact.
181. In the event of funding gaps, especially for strategic outcome 1, WFP will focus available resources on life-saving activities while continuing other CSP activities, honouring the focus and investments of specific donors. In view of the COVID-19 pandemic, it may be necessary to change activities or scale up life-saving responses. Given its experience in handling Ebola outbreaks (WFP is currently responding to the eleventh outbreak), the country office is in a solid position to reformulate CSP activities as needed.

ANNEX I

LOGICAL FRAMEWORK FOR DEMOCRATIC REPUBLIC OF THE CONGO COUNTRY STRATEGIC PLAN (2021–2024)

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: Conflict and crisis-affected men, women, boys, and girls from all ethnic groups are able to meet their basic food and nutrition requirements throughout the year

Outcome category: Maintained/enhanced individual and household access to adequate food

Nutrition sensitive

Focus area: Crisis response

Assumptions:

Sufficient budget

Outcome indicators

Consumption-based Coping Strategy Index (Average)

Economic capacity to meet essential needs

Food Consumption Score

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)

Activities and outputs

1. Provide gender-equitable and nutrition-sensitive essential needs assistance to conflict- and crisis-affected populations through direct assistance and enhanced inter-agency coordination (URT: Unconditional resource transfers to support access to food)

Conflict- and crisis-affected food insecure populations receive timely, adequate and nutritious food assistance that meets their basic food and nutrition requirements promoting social cohesion and conflict mitigation (A: Resources transferred; E: Social and behaviour change communication delivered)

Conflict and crisis affected populations benefit from the enhanced capacity of the Government and partners to predict and prepare for emergencies (C: Capacity development and technical support provided)

2. Treat moderate acute malnutrition among conflict- and crisis-affected populations (NTA: Nutrition treatment activities)

Targeted populations, including children 6–59 months, PLWG and clients undergoing ART or TB-DOTS, receive a comprehensive nutrition package including specialized nutritious foods to treat moderate acute malnutrition (A: Resources transferred; B: Nutritious foods provided)

3. Prevent acute malnutrition among conflict- and crisis-affected populations (NPA: Malnutrition prevention activities)

Vulnerable populations, including children 6–23 months and PLWG, receive a comprehensive nutrition package, including specialized nutritious foods to prevent acute malnutrition (A: Resources transferred)

Vulnerable populations, including children 6–23 months and PLWG, receive a comprehensive nutrition package, including specialized nutritious foods to prevent acute malnutrition (B: Nutritious foods provided)

Strategic outcome 2: The human capital of conflict affected and/or at risk populations is equitably and inclusively protected and strengthened by 2024

Outcome category: Maintained/enhanced individual and household access to adequate food

Focus area: Resilience building

Assumptions:

Availability of funding

Outcome indicators

Minimum Dietary Diversity – Women

Proportion of eligible population that participates in programme (coverage)

Retention rate/Drop-out rate

Value and volume of smallholder sales through WFP-supported aggregation systems

Activities and outputs**4. Provide nutritious school meals to targeted school children and support the implementation of the home-grown school feeding programme (SMP: School meal activities)**

Primary school children receive timely and adequate nutritious meals that meet their food and nutrition requirements (A: Resources transferred; N: School feeding provided)

Targeted information on health and nutrition is provided to primary school children (Tier 1) and their caregivers (E: Social and behaviour change communication delivered)

5. Support interventions to prevent chronic malnutrition, especially for at risk people (NPA: Malnutrition prevention activities)

Targeted populations and communities engage in nutrition-focused and gender transformative SBCC and have equitable access to fortified foods for the prevention of wasting and stunting (B: Nutritious foods provided; E: Social and behaviour change communication delivered)

Targeted populations benefit from evidence gathering that supports nutrition sensitive, gender equitable and transformative programming (E: Social and behaviour change communication delivered)

Targeted populations including children 6–23 months and PLWG benefit from a comprehensive nutrition package including, where appropriate, nutritious foods to address chronic malnutrition (A: Resources transferred; B: Nutritious foods provided)

Strategic Objective 3: Achieve food security**Strategic Result 3: Smallholders have improved food security and nutrition through improved productivity and incomes**

Strategic outcome 3: Smallholder farmers and food value chain actors have improved livelihood opportunities, resilience, social cohesion and protection and make progress towards gender equality by 2024

Outcome category: Increased smallholder production and sales

Focus area: Resilience building

Nutrition sensitive

Assumptions:

Security situation is calm

Outcome indicators

Food consumption score

Proportion of the population in targeted communities reporting benefits from an enhanced asset base

Proportion of the population in targeted communities reporting environmental benefits

Value and volume of smallholder sales through WFP-supported aggregation systems

Activities and outputs**6. Support smallholder farmers' and value chain actors' equitable access to climate and nutrition-smart livelihood opportunities, services and markets (SMS: Smallholder agricultural market support activities)**

Targeted women and men smallholder farmers benefit from support that increases local food production and marketing and the consumption of nutrient-rich food and the enhanced capacity of national and local stakeholders (F: Purchases from smallholders completed)

Targeted smallholder farmers and value chain actors benefit from enhanced equitable and inclusive livelihood support on improved production skills for sustainable value chains (D: Assets created)

Targeted communities benefit from nutrition education, social behaviour change, improved local production, and the enhanced capacity of national and local stakeholders (E: Social and behaviour change communication delivered)

Targeted women and men smallholder farmers benefit from conditional food assistance (A: Resources transferred)

Strategic Goal 2: Partner to support implementation of the SDGs**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 4: Humanitarian and development partners have access to reliable air services and improved supply chain and other services during and in the aftermath of conflicts and crises Outcome category: Enhanced common coordination platforms

Focus area: Crisis response

Assumptions:

Funding resource available

Outcome indicators

User satisfaction rate

Activities and outputs**7. Provide humanitarian air services to the humanitarian community (CPA: Service provision and platforms activities)**

Populations affected by conflict and crisis benefit from reliable client-oriented air services that support timely and efficient humanitarian response (H: Shared services and platforms provided)

8. Provide humanitarian platforms (logistics cluster coordination and information services) to the humanitarian community (CPA: Service provision and platforms activities)

Food insecure populations in emergencies benefit from improved evidence-based information and coordination from the humanitarian community (C: Capacity development and technical support provided)

Vulnerable people benefit from supply chain and other logistical services provided by WFP to partners, receiving timely and effective assistance (H: Shared services and platforms provided)

9. Provide on-demand services to humanitarian and development partners (CPA: Service provision and platforms activities)

Vulnerable people benefit from supply chain, and other logistical services provided by WFP to partners receiving timely and effective assistance (K: Partnerships supported)

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 receiving assistance without safety challenges

C.2.2: Proportion of targeted people who report that WFP programmes are dignified

C.2.3: Proportion of targeted people having unhindered access to WFP programmes

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

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)					
	WFP Strategic Result 1	WFP Strategic Result 1	WFP Strategic Result 3	WFP Strategic Result 8	Total
	Strategic outcome 1	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	
Focus area	Crisis response	Resilience building	Resilience building	Crisis response	
Transfer	944 851 412	112 187 415	94 109 213	165 816 892	1 316 964 932
Implementation	128 619 676	16 204 024	27 020 710	11 863 199	183 707 611
Adjusted direct support costs	51 711 578	6 292 910	5 904 106	8 625 261	72 533 855
Subtotal	1 125 182 666	134 684 349	127 034 030	186 305 353	1 573 206 397
Indirect support costs (6.5 percent)	73 136 873	8 754 483	8 257 212	10 411 745	100 560 313
Total	1 198 319 539	143 438 831	135 291 242	196 717 097	1 673 766 710

Acronyms

CBT	cash-based transfer
CSP	country strategic plan
FAO	Food and Agriculture Organization of the United Nations
GAM	global acute malnutrition
GBV	gender-based violence
GDP	gross domestic product
GFD	general food distribution
HGSFP	home-grown school feeding programme
I4S	International Security and Stabilization Support Strategy
ICSP	interim country strategic plan
IDP	internally displaced person
IPC	Integrated Food Security Phase Classification
MAM	moderate acute malnutrition
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo
NGO	non-governmental organization
NSDP	national strategic plan for development
PLWG	pregnant and lactating women and girls
SABER	Systems Approach for Better Education Results
SAM	severe acute malnutrition
SBCC	social and behaviour change communication
SDG	Sustainable Development Goal
SUN	Scaling Up Nutrition
TB-DOTS	tuberculosis directly observed treatment
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHAS	United Nations Humanitarian Air Service
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNSDCF	United Nations sustainable development cooperation framework
VAM	vulnerability analysis and mapping
WASH	water, sanitation and hygiene
WHO	World Health Organization
ZHSR	zero hunger strategic review