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PROTRACTED RELIEF AND RECOVERY OPERATION— DEMOCRATIC REPUBLIC OF THE CONGO 10288.0

Protracted Relief and Recovery Operation for Populations Affected by Armed Conflict

Number of beneficiaries

First year 1,602,700 (1,202,700 women)

Second year 1,260,000 (947,500 women)

Duration of project **Two years**
(1 January 2004–31 December 2005)

Cost (United States dollars)

Total food cost 56,543,364

Total cost to WFP 157,873,029

Total project cost 157,873,029

Food commodities (tons) 187,672

Note to the Executive Board



This document is submitted for approval by the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



Executive Summary

Since 2 August 1998, the Democratic Republic of the Congo (DRC) has been in the grip of an armed conflict that has rapidly turned into a complex humanitarian crisis. The harmful effects of this war, combined with roughly 30 years of poor government, are reflected in the country's very low human development indices.

There were at least 2.7 million displaced persons in the country at the end of 2002, mostly in the Ituri District and the provinces of North and South Kivu, Maniema and North Katanga. These same provinces have the highest rates of severe malnutrition in the country—from 6 to 10.50 percent, a figure well above the World Health Organization's acceptable level of 2 percent for developing countries.

The data collected by the WFP evaluation office team that visited the Democratic Republic of the Congo in March/April 2003 reveal a situation in these regions that is highly unstable and liable to deteriorate, especially if the ongoing political negotiations should fail.

Apart from internally displaced persons, the provinces of Bas-Congo, Bandundu and Katanga are taking in approximately 55,000 Angolan refugees receiving WFP food aid. The current process of political-military stabilization in their country of origin will allow the majority of those refugees to be repatriated during the period 2004–2005.

Protracted relief and recovery operation 10288.0 comprises three basic components: relief, refugees and recovery. The implementation of the **relief component** will take priority and focus on eastern DRC. It will comprise limited-duration general distributions primarily for new internally displaced persons; relief activities for malnourished children, pregnant and lactating women, and vulnerable groups; and the emergency provision of school meals in certain primary schools and nurseries. In 2004, 59,983 tons of foodstuffs (57 percent of the total resources for 2004) will be allocated to this component; this percentage will be reduced to 49 percent (39,499 tons) in 2005. These provisions should meet the food needs of 727,000 persons in 2004 and 481,800 in 2005.

For the **refugee component**, 3,577 tons of foodstuffs (3 percent of the total food needs anticipated for 2004) will be needed for 35,000 refugees for the first year and 1,670 tons for 16,300 refugees (2 percent of the total food relief anticipated for 2005) for the second year. This relief will be dispensed largely by way of a general distribution.

Through its **recovery component**, WFP will continue to support the resettlement of internally displaced persons and returnees where safety conditions allow, and to support reintegration and empowerment through food-for-asset-creation activities (food for work and food for training). This component will also target persons infected or affected by HIV/AIDS, and child combatants. Approximately 80 percent of the participants in food-for-work and food-for-training activities will be women. WFP will devote 40 percent of total resources for 2004 (42,632 tons) to this component in the first year and 49 percent of total resources for 2005 (40,253 tons) in the second. These provisions will be distributed to approximately 840,700 persons in 2004 and 761,900 in 2005.

In all, PRRO 10288.0 will move 187,672 tons of food commodities with a value of US\$56,543,364, at a total cost to WFP of US\$157,873,029. Details are provided and justified in the document and its various annexes.

Draft Decision*

The Board approves Democratic Republic of the Congo PRRO 10288.0—"Protracted Relief and Recovery Operation for Population Groups Affected by Armed Conflict" (WFP/EB.3/2003/8/4).

* 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.



CONTEXT AND RATIONALE

Context of the Crisis

1. War and decades of poor government have had a devastating impact on the DRC's economy and the quality of life of its inhabitants. The United Nations Development Programme (UNDP) Human Development Report for 2002 ranks the country 139th out of 179 countries.
2. Since August 1998, the DRC has experienced a civil war that is the successor to one that lasted from October 1996 to May 1997, and that has led to the destruction of main infrastructure and the closure of production units and certain channels of communication. There is increasing food insecurity among urban and rural populations. In rural areas, the war has created constant insecurity, human rights abuses and massive population displacements. The DRC is also home to thousands of Angolan refugees who began to be repatriated in the first half of 2003.
3. Implementation of the ceasefire (Security Council resolution 1341) took place only in 2000, and the opening-up policy favouring inter-Congolese negotiations began with President Joseph Kabila's coming into power in 2001. This promising political process led to the signing of the Pretoria Peace Accord, in December 2002.
4. In June 2003, the signatories of the agreement set up a transitional and national union government, which seems committed to restoring peace and restarting the economy, and this has managed to restore donor confidence. For the first time, a Ministry for National Solidarity and Humanitarian Affairs has been set up to manage the humanitarian situation in the country.
5. To cope with the humanitarian crisis, since 1999 the United Nations has launched joint appeals for mobilization and coordinated implementation of operations; the latest such appeal was in November 2002 and sought to extend the humanitarian area and strengthen reintegration.

Situation Analysis

6. Since August 1998, there have been approximately 2.7 million internally displaced persons (IDPs) in the DRC (mostly in the district of Ituri and the provinces of North and South Kivu, Maniema and northern Katanga),¹ composed mainly of women and children, since the men have joined up as combatants. For over 20 years, insecurity, a war front dividing the country, destruction of the country's logistical infrastructure, and economic recession have aggravated the population's already precarious living conditions. The population movements have particularly affected regions previously rich in agricultural and mineral products and the main cities.
7. The IDP's nutritional situation is of concern, and rates of chronic and severe malnutrition, which are already high among the local population, are likely to be higher still among IDPs (generally lacking in shelter and traumatized by physical abuse and acts of violence) whose access to livelihoods and health care is only limited. In 2002, the severe

¹ OCHA Report on Affected Populations in the Great Lakes Region, January 2003.



malnutrition rates in the provinces of North and South Kivu varied between 10 and 30 percent.

8. Some IDPs have found refuge in the county seats or near Bunia, Bukavu, Goma and Kindu, in the provinces where there is some stability (Equator, Kinshasa, southern Katanga, and the two Kasais), while others are hiding in the forests. The climate of insecurity and instability makes extremely difficult for humanitarian organizations to monitor movements and collect data on the food security of populations needing relief.
9. The DRC is ranked 24th out of 25 countries in the world most affected by AIDS. According to the National Programme for the Fight Against AIDS (PNLS), the seroprevalence of AIDS is between 20 and 30 percent in regions directly affected by armed conflict in the east of the country; in the west it is only 5 percent. The spread of HIV/AIDS in these areas is attributable to large-scale population movements and numerous instances of sexual violence perpetrated against women by armed bands.
10. The Office of the United Nations High Commissioner for Refugees (UNHCR) anticipates that more than 300,000 Congolese refugees in adjacent countries could return to the DRC between 2004 and 2005 if lasting peace is restored. At the same time, numerous Angolan refugees currently benefiting from WFP relief in the DRC could be repatriated over the same period.

Food Security

11. The land in Kivu is among the richest in Africa and used to be a primary supply source for the major urban centres. On account of the war, many fields and farms have been abandoned, crop yields have dropped due to the lack of inputs, harvests have been continually pillaged and much of the livestock has perished. In March 2003, the United Nations Food and Agriculture Organization (FAO) noted that the DRC was among the 25 African countries faced with a serious food deficit.² The Ministries of Health and Agriculture have emphasized that since the fighting began, the nutritional situation of the Congolese people has increasingly deteriorated. According to FAO, the rate of undernourished persons more than doubled between 1990 and 2000, increasing from 15 to 32 million. According to the United Nations Children's Fund (UNICEF), nearly 27 percent of households have only one meal a day, and 2 percent do not eat every day.³ In addition to poor availability of food, lack of income is a major contributing factor in undernourishment and malnutrition in the country.
12. The destruction or closure of road and rail infrastructure has contributed to lack of access to many areas of major agricultural production in the provinces of Equator and North Katanga. With only 2 percent of roads asphalted, waterways remain the most suitable means of transport, although extremely limiting for commercial trade. The difficulty of trading has led farmers to engage in subsistence farming, with a consequent reduction in the availability of supplies on the market.

² Map of food in the world, 2003.

³ National Survey on the Situation of Children and Women, Multiple Indicator Cluster Survey (MICS) 2/2002.



13. In the provincial county seats and in areas receiving large numbers of IDPs, the prices of staple foodstuffs are constantly rising, thereby reducing their accessibility to households, not only for IDPs but also for the host population, leading to competition for the same resources.

Situation of Women

14. Over 44 percent of women are illiterate, in comparison with 19 percent of men. With a number of them lacking access to adequate care during childbirth, the rate of maternal mortality ranges from 905 per 100,000 in Ituri to 3,000 per 100,000 in Kivu Province. Malnutrition affects 17 percent of mothers of children under 5.
15. There has been a substantial increase in the number of women heads of household: 30 percent in the provinces of North and South Kivu and Maniema, and in the district of Ituri, as compared with a national average of 13 percent. Women are the main victims of atrocities perpetrated by armed bands; according to the inter-institutional mission conducted in February 2003, the various non-governmental organizations (NGOs) working for women's rights⁴ report that nearly 5,000 women have been victims of sexual violence. In addition, prostitution and sexual slavery are also very widespread, thus contributing to the spread of AIDS.

Environment

16. The presence of 2 million Rwandan refugees in the country since 1994 has contributed to a great deterioration in the physical environment of the eastern area of the country. To meet their basic food needs and their need for other natural resources, the IDPs and local communities have resorted to poaching and the deforestation of national parks.

Previous WFP Assistance

17. Between 2000 and 2003, WFP mobilized nearly 259,081 tons of food commodities, at an estimated cost of US\$216,586,487. In June 2003, WFP approved a six-month emergency operation (EMOP) targeting 443,000 new IDPs in the eastern part of the country whose nutritional situation was of great concern. In December, at the end of that EMOP, and depending on how the situation develops, it is envisaged that the beneficiaries' needs will be met by the present PRRO.
18. According to the provisional conclusions of the independent evaluation mission conducted in April 2003 by WFP Headquarters, food aid has enabled stabilization of the IDPs' nutritional situation. Through nutritional rehabilitation programmes targeting hundreds of thousands of malnourished children, rates of recovery of 93 percent, with less than 2-percent relapse, have been recorded. Food aid has also facilitated the resettlement of returnees in relatively stable areas through joint activities; improved air and road transport has also contributed to the smooth running of humanitarian operations.
19. Between August 2000 and 2002, approximately 40,000 Angolan refugees who had attained an acceptable level of food self-sufficiency no longer benefited from food relief.⁵ In the case of partially dependent refugees, the level of rations has been gradually reduced.

⁴ Integrated Regional Information Networks, January 2003.

⁵ Joint WFP/UNHCR survey on Angolan refugees, 2001.



Government Recovery Policies and Programmes

20. The Government has undertaken to work for the reconstruction of the country and poverty eradication with the support of external partners. To achieve this, it has set up a Multisectoral Emergency Programme for Rehabilitation and Reconstruction (2002–2005) and drawn up a Poverty-Reduction Strategy paper.

Rationale

21. In early 2003, an OCHA-led inter-institutional evaluation mission revealed an increase in the number of IDPs in the eastern part of the country (500,000); the total number of displaced persons in the country rose from 2.2 million between 2001 and 2002 to 2.7 million in 2003.⁶ Given the deterioration of IDPs' and host families' coping mechanisms, the present PRRO will concentrate on relief aid, with concurrent rehabilitation activities, bearing in mind the Government's commitment to the country's reconstruction.
22. In 2001, nearly 48 percent of children aged 6 to 11 were not attending school and 58 percent of the population had no access to drinking water. Country-wide malnutrition rates are on the rise, with 45 percent of children suffering from chronic malnutrition and 10 percent from acute malnutrition. Hospitals and health centres have been destroyed, medicines are hard to come by and regular vaccination programmes have been interrupted.⁷
23. The Congolese population, 70 percent of whom live in rural areas, is suffering prolonged food insecurity due to ongoing general insecurity, repeated pillage, the break in supply lines, insufficient production and low purchasing power. Isolation and inflation place staples out of reach of the majority of the population.
24. Repatriation of Angolan refugees has not taken place as planned: instead of the 10,000 refugees anticipated between 2001 and 2003, WFP provided relief to more than 60,000 refugees at the beginning of 2003, not counting the 3,500 Central African Republic refugees in the north of Equator Province.

RELIEF AND RECOVERY STRATEGY

Beneficiary Needs

25. To strengthen their coping mechanisms, the PRRO will provide relief aid to newly displaced persons, pregnant and lactating women, and malnourished children in host populations. Child combatants and other vulnerable groups without family support will also benefit from this assistance. The families of persons infected by HIV/AIDS will be integrated in the FFT and FFW programmes. The World Bank and other partners could collaborate to set up support mechanisms for these activities.

⁶ OCHA report and Consolidated Appeals Process (CAP), 2003.

⁷ UNICEF, National Survey on the Situation of Children and Women, MICS 2/2001.



26. The recovery component will contribute to supporting food-production activities and infrastructure rehabilitation for those people able to be reintegrated and needing complementary assistance. WFP food aid will be supplemented by seeds and tools from FAO.
27. PRRO 10288.0 will also extend WFP's pilot initiatives under the emergency school feeding component targeting certain primary schools in areas where the school attendance rate is below the national average (North Kivu, South Kivu) and in the outlying areas of the three main cities that have received many IDPs (Kinshasa, Lubumbashi and Kisangani). In collaboration with UNICEF, a formulation mission will examine the activity to establish the roles of the various partners.

The Role of Food Aid

28. Food aid will provide essential nutritional support to maintain and stabilize beneficiaries' nutritional state and strengthen their survival capacity. It will also support the pilot initiatives of the Programme for Disarmament and Reintegration (PDR) for child combatants. The emergency school feeding component will constitute a supplementary food contribution to families who are victims of the war, enabling them to send their children to school. Particular emphasis will be placed on promoting girls' education in the targeted areas.

Programme Approaches

29. The PRRO will take over from EMOP 10280.0, which was approved in June 2003. The operation's emergency component will target the eastern part of the country (Ituri District and North and South Kivu, Maniema, Equator and North Katanga Provinces); recovery activities will be conducted in areas of relative stability (the west). Food aid will be supplied by various means over a two-year period (January 2004 to December 2005):
- free general distributions (approximately 80 percent) to IDPs, refugees and vulnerable groups, using family ration cards issued in women's names;
 - cooked rations for malnourished children admitted to (therapeutic and supplementary) nutritional centres and for the elderly in homes; pregnant and lactating women and persons living with HIV/AIDS will receive dry rations in special centres; as part of the education component, a meal will be served daily to each pupil in targeted primary schools;
 - seed-protection rations or rations for resettlement, issued mainly to resettled families; and
 - FFW family rations and FFT individual rations, for FFW/FFT participants, and rations for the PDR for child combatants.
30. Activity-specific rations have been incorporated on the basis of the real needs of the target groups. The products (maize meal, corn-soya blend [CSB], vegetable oil, beans, salt and sugar) are accepted by the population and have been chosen for their nutritional value. Vitamin A- and iron-supplementation programmes by other partners (UNICEF, WHO, BASICS) will supplement the ration's micronutrients.
31. Due to the lack of statistical data and specific information on IDPs' living conditions, socio-economic and nutritional surveys will be conducted with operational partners. The data collected will also serve as a reference for adapting the relief strategy to the evaluation of the humanitarian situation.



Goal and Objectives

32. The goal of PRRO 10288.0 is to contribute to the survival and resettlement of 2.5 million persons affected by armed conflict in the DRC. Its specific objectives:
- improvement and/or stabilization of household food availability and of the nutritional state of the target populations;
 - improved access for targeted communities to sustainable assets, including training and the rehabilitation of community infrastructure to foster their socio-economic reintegration; and
 - improvement in access to basic education in the targeted schools for approximately 100,000 schoolchildren of families affected by war.

IMPLEMENTATION PLAN BY COMPONENT

Key Programme Components and Beneficiaries

33. PRRO 10288.0 provides for three essential components: relief, refugees and recovery. The relationship between the relief and recovery components will vary according to region, the humanitarian and security situation and logistical and implementation capacity. Bearing in mind the dynamic nature of the humanitarian situation, the programme strategy and food needs will be reassessed during execution of the PRRO, with adjustments made as appropriate.
34. In the current scenario, implementation of the relief component will be the priority in the eastern part of the country. It will involve free distributions of limited duration for mainly new IDPs and returnees; activities relating to therapeutic and supplementary food; and vulnerable group assistance and school feeding programmes for host populations. The component will account for 59,983 tons of food for 2004 and 39,499 tons for 2005.
35. The refugee component will be implemented in the provinces of Bas-Congo, Bandundu, Katanga and Equator. The total food volume is 3,577 for 2004 and 1,670 tons for 2005.
36. For the recovery component, WFP will continue to support reintegration and capacity-building activities with a view to fostering food self-sufficiency. More sustained support will be given to persons living with HIV/AIDS, to the PDR for child combatants, and for school feeding. The total quantities of foodstuffs are 42,632 tons for 2004 and 40,253 tons for 2005.
37. To raise women's status and increase their participation, training activities and awareness-raising campaigns regarding WFP's Enhanced Commitments to Women (2003–2007) will be carried out, aimed at operational partners (NGOs and the Government) and communities.

➡ **Component A: Relief**

IDPs

38. PRRO 10288.00 will provide relief to 247,700 IDPs in 2004 and to 115,500 in 2005, in the district of Ituri, the provinces of North and South Kivu, Maniema, and the northern part of the province of Katanga. A six-month general distribution will take place only in the case of new IDPs, some of whom will then be integrated into recovery activities.



39. Experience from the current PRRO reveals that IDPs are not entirely dependent on food aid and can gradually improve their coping mechanisms (picking wild fruit and vegetables and engaging in small trading). To prevent their developing a dependence on food aid, they will receive an individual relief ration of approximately 1,054 kcal/day, which will take account of their level of food self-sufficiency. In accordance with the recommendations of the evaluation mission for PRRO 6274.00, FFW and FFT activities will take over from general distributions, with a view to ensuring lasting food security and self-sufficiency while taking account of displacement conditions and security constraints.⁸

Malnourished Children and Pregnant and Lactating Women at Nutritional Risk

40. To meet the specific nutritional needs of vulnerable persons (malnourished children, pregnant and lactating women), approximately 290,300 persons in 2004 and 237,600 in 2005 will receive an individual ration of approximately 1,034 and 1,306 kcal/day, respectively, in the form of cooked meals in the various WFP-supported nutritional centres.
41. To encourage participation in these nutritional recovery programmes, family dry rations (for five persons) will be distributed, mainly in peri-urban areas.

Vulnerable Groups

42. The elderly and chronically ill who are unaccompanied and without family support will also benefit from WFP assistance throughout the year, receiving an individual ration of approximately 2,063 kcal/day. In 2004, approximately 189,000 persons will be targeted; in 2005 the number will drop to 128,700.

Assistance to Persons Living with HIV/AIDS

43. Through PRRO 10288.0, 79,500 persons living with HIV/AIDS will receive a ration of 2,287 kcal/day to ensure their nutritional recovery and encourage them to attend specialized institutions.
44. WFP will continue to encourage its implementing partners to organize community HIV/AIDS-awareness campaigns. It will urge other stakeholders promoting micro-credits to support the sick people's families trained through FFT or who participated in FFW activities so that they can start and manage self-promotion activities.

Emergency School Feeding

45. In the framework of pilot school feeding projects in Kinshasa and Lubumbashi, WFP supported the enrolment, through a pilot school feeding project during the 2001/2002 school year, of 11,000 children from poor environments, with an emphasis on girls' education.
46. Armed with this experience and following the recommendations of the independent evaluation mission conducted by WFP Headquarters in April 2003, the pilot project will be extended, with the support of UNICEF, to some 100,000 children per school year. The programme for assistance to children in community nurseries, which UNICEF proposes launching in 2004, will also be targeted. The provinces to be covered are Kinshasa (suburbs), Katanga, the Eastern Province and North and South Kivu. A daily ration of 743 kcal will be supplied to the beneficiaries.

⁸ Aide-mémoire PRRO 6274.00 evaluation mission, April 2003.



⇒ **Component B: Refugees**

47. Approximately 55,000 (Angolan and Central African Republic) refugees benefited from WFP assistance up to April 2003. UNHCR plans to repatriate all Central African Republic refugees (approximately 4,000) between now and the end of 2003. Moreover, according to the preliminary results of the census carried out between May and June 2003 in two refugee camps in Bas-Congo by UNHCR, in collaboration with WFP, approximately 10,000 refugees have re-entered Angola voluntarily over the last 12 months.
48. With this in mind, WFP envisages subsidizing the additional needs of approximately 35,000 refugees in 2004 and 16,300 in 2005; these refugees will benefit from a general ration distribution of approximately 1,054 kcal/day, and 1,950 kcal/day in the case of vulnerable groups. A joint re-assessment will be undertaken with UNHCR of the needs of refugees who have not been repatriated between now and the end of 2004. Food aid will be provided to repatriated Angolan refugees in their regions of origin in Angola.

⇒ **Component C: Recovery**

Resettlement of IDPs and Returnees

49. The Government's willingness to put an end to the conflict means that the resettlement of approximately 129,400 families (385,400 beneficiaries in the first year and 261,600 beneficiaries in the second) is expected. These people, whether IDPs or returnees, will be resettled in their places of reception or origin.
50. Food aid will supply 1,613 kcal/day/person and will last three months for each group, so as to allow them to devote themselves to self-sufficiency activities such as farming (tillage and sowing) and the building of dwellings. This support will be part of a broader module of assistance for resettlement, comprising the supply of non-food items and essential services from other stakeholders.

Food-for-Work Activities

51. In collaboration with FAO and implementing partners—German Agro-Action, the German Agency for Technical Cooperation, Save the Children Fund and Action Against Hunger—WFP will continue to implement reconstruction activities and operations for the rehabilitation of community infrastructure, thus taking over resettlement activities. This assistance will provide supplementary food during the lean season or at times of crisis while strengthening means of subsistence. These activities will take place in regions deemed to be more stable and aimed at marginalized communities of host populations. The activities will be a means of creating jobs and income against a backdrop of economic deterioration.
52. Against this backdrop, approximately 440,500 persons (or some 88,100 families), of whom 208,300 persons in the first year and 232,200 in the second, will receive a ration of 2,063 kcal/day through projects for: land clearing, seed protection and multiplication, health facility renewal, the digging of wells, farm road rehabilitation, marshland management and environmental protection. In addition to contributions from FAO, WFP will also provide agricultural tools and seeds.

Food-for-Training Activities

53. This activity, which will cover 52,500 persons in 2004 and 73,600 in 2005, will target, in particular, women who have suffered sexual violence, AIDS widows and orphans, and troubled adolescents in the reception centres. Training must not be provided for more than a three-month period, and the individual ration will be 2,063 kcal/day. As far as possible, this component will be integrated with other partners' micro-projects.



Recovery and Social Reintegration of Child Combatants

54. Each year, PRRO 10288.0 will provide a complete ration of 2,063 kcal/day to approximately 15,000 children aged 6 to 18 years serving as soldiers and participating in the PDR. This assistance falls within the framework of partnership with other organizations working in this area, such as UNICEF, UNDP, the United Nations Observation Mission in DRC, the World Bank and the International Labour Organization. According to needs, and if the numbers of child combatants increase substantially, the country office will consider creating a project specifically for promoting their self-sufficiency.

TABLE 1: SUMMARY OF PROPOSED RATIONS FOR EACH TYPE OF BENEFICIARY

Activity/Beneficiary	Daily ration per person (g)						Kcal
	Maize meal	Pulses	Oil	Salt	CSB	Sugar	
IDPs	200	60	15	3	0	0	1 054
Refugees	200	60	15	5	0	0	1 054
Malnourished children (therapeutic nutritional centre)	0	0	20	3	200	25	1 034
Malnourished children (supplementary nutritional centre)	100	60	30	3	100	25	1 306
Women (supplementary nutritional centre)	100	60	30	3	100	25	1 306
Vulnerable groups	400	120	30	5	0	0	2 063
HIV/AIDS patients	250	90	25	5	200	25	2 287
Resettled	300	90	25	4	0	0	1 613
FFW participants ¹	400	120	30	5	0	0	2 063
FFT	400	120	30	5	0	0	2 063
School feeding ²	125	60	10	3	0	0	743
Child combatants	400	120	30	5	0	0	2 063

¹ Individual ration to make up a family ration.

² Children in community nurseries will receive a porridge made up of 100 g CSB, 20 g oil and 25 g sugar.



Beneficiary Needs and the Food Basket

TABLE 2: FIRST YEAR—BENEFICIARIES AND QUANTITIES REQUIRED (tons)

Type of beneficiary	Total beneficiaries ¹	Women	Men	Maize meal	Beans	Oil	Salt	CSB	Sugar	Total
IDPs	247 700	198 100	49 600	8 916	2 675	669	134	0	0	12 393
Refugees	35 000	28 000	7 000	2 555	767	192	64	0	0	3 577
Malnourished children	290 300	166 900	123 400	2 613	1 568	871	91	3 484	762	9 389
Vulnerable groups	189 000	140 200	48 800	27 541	8 278	2 069	313	0	0	38 201
Resettled	385 400	308 300	77 100	10 406	3 122	867	139	0	0	14 534
FFW	208 300	166 600	41 700	9 998	3 000	750	125	0	0	13 873
FFT	52 500	42 000	10 500	1 258	379	95	16	0	0	1 748
Persons living with HIV/AIDS	79 500	63 600	15 900	2 267	717	185	33	487	61	3 750
Emergency school feeding	100 000	80 000	20 000	4 563	2 190	365	110	0	0	7 228
Child combatants	15 000	9 000	6 000	1 080	324	81	14	0	0	1 499
Total	1 602 700	1 202 700	400 000	71 253	23 020	6 144	1 039	3 971	823	106 250

¹ The figures shown represent individuals and not families.

TABLE 3: SECOND YEAR—BENEFICIARIES AND QUANTITIES REQUIRED (tons)

Type of beneficiary	Total beneficiaries	Women	Men	Maize meal	Beans	Oil	Salt	CSB	Sugar	Total
IDPs	115 500	92 400	23 100	4 161	1 248	312	62	0	0	5 784
Refugees	16 300	13 000	3 300	1 193	358	89	30	0	0	1 670
Malnourished children	237 600	136 600	101 000	2 139	1 283	713	75	2 852	624	7 685
Vulnerable groups	128 700	99 400	29 300	18 756	5 631	1 408	235	0	0	26 030
Resettled	261 600	209 000	52 600	7 063	2 119	589	94	0	0	9 864
FFW	232 200	185 700	46 500	11 144	3 343	836	139	0	0	15 462
FFT	73 600	58 800	14 800	1 766	530	132	22	0	0	2 450
Persons living with HIV/AIDS	79 500	63 600	15 900	2 267	717	185	33	487	61	3 750
Emergency school feeding	100 000	80 000	20 000	4 563	2 190	365	110	0	0	7 228
Demobilized child combatants	15 000	9 000	6 000	1 080	324	81	14	0	0	1 499
Total	1 260 000	947 500	312 500	54 146	17 743	4 710	799	3 339	685	81 422
Total needs for the PRRO				125 399	40 763	10 854	1 838	7 310	1 508	187 672

Activity Selection and Approval Mechanism

55. To further refine geographical and beneficiary targeting, the vulnerability analysis and mapping (VAM) unit being set up will undertake socio-economic analyses of households.



56. Thus a household food insecurity vulnerability survey, and one relating to the identification and analysis of coping strategies—both using a participatory and community method—will be organized each year in the areas receiving IDPs.

Institutional Arrangements and Selection of Partners

57. Coordination of humanitarian affairs is the responsibility of the United Nations system Humanitarian Coordinator, with support from OCHA. As in the previous phase, WFP will lead coordination of food aid and logistics in the DRC, in collaboration with other food aid organizations, such as the International Committee of the Red Cross and bilateral partners.
58. WFP will continue to work in close collaboration with other United Nations system institutions, namely FAO (for supply of agricultural inputs), UNICEF (for supply of therapeutic milk, medicines and various forms of support to primary schools), UNHCR (for assistance to refugees), OCHA (for coordination of IDP assessments), the United Nations observation mission in the DRC (for transport), UNDP (for community capacity-building), the World Bank (for PDR) and the United Nations Population Fund (for assistance to victims of sexual violence). There will also be close collaboration with appropriate government authorities, NGOs and implementing partners.
59. The Government will indirectly contribute to funding the project by exempting food and non-food items imported under PRRO 10288.0 from customs clearance taxes and other special levies, and by granting a preferential tariff for port costs.
60. WFP will see that its recovery operations are in line with the Millennium Development objectives and those of the United Nations Development Assistance Framework in the DRC.

Capacity-building

61. WFP is an active member of the UNDP-led thematic group on institutional capacity-building. It will provide its assistance, in the form of staff training and office equipment, in order to strengthen further the capacity of governmental institutions and implementing partners, particularly the National Nutrition Programme, nutritional centres and the Social Fund of the Republic.
62. Building WFP's national staff capacity will also remain a priority. Training will be focused primarily on tools for programme planning and management, such as M&E, VAM and WFP's Enhanced Commitments to Women.

Logistics Arrangements

63. WFP receives cargo in four main seaports, only one of which is situated in the DRC (Matadi); the other ports are in Kenya (Mombasa), the United Republic of Tanzania (Dar es Salaam) and South Africa (Durban). The cargo is then conveyed via four routes to the delivery points in Goma, Kalemie, Lubumbashi and Matadi.
64. For the period 2004–2005, the quantities of provisions to be transported along the routes will be essentially identical to those of 2002–2003 (see Annex IV). A feasibility and cost study is planned before the end of 2003 for taking the Walvis Bay–Lubumbashi and Maputo–Lubumbashi or Beira–Lubumbashi routes.
65. Upon departure from the above delivery points, WFP has responsibility for the transport of food aid as far as the extended delivery points; from these, the country office or partners take over consignment to the final distribution point. River transport remains the most developed means of delivery, and one of the most reliable in the DRC. As regards road



transport, more than 98 percent of DRC roads are non-asphalted, which makes transport difficult and increases delivery times and logistical costs. Costs amount to US\$47,941,442, or an average of US\$255.40 per ton, as against an initial rate of US\$291 per ton for PRRO 6274.00 (reduction of 12.2 percent). Compared with the upwardly revised rate of US\$304.20 per ton, which WFP's Executive Board approved in February 2003 for PRRO 6274.00, a 16-percent reduction in logistical costs has been made possible.

66. Due to precarious security and run-down road and rail infrastructure, regular airlifts will be organized from Kalemie to the various extended delivery points in Katanga Province. The total volume to be transported by air is 15,410 tons, at an average cost of US\$570 per ton. WFP's strategy to be more involved in rehabilitation work for road infrastructure, funded by special operations, will be maintained throughout the project.
67. The movement of supplies is monitored by the Commodity Movement Processing and Analysis (COMPAS) system in place in all sub-offices, but also through the daily information sent by the WFP offices in neighbouring countries, including the regional bureau in Kampala.

Monitoring and Evaluation

68. Pro formas for reports and checklists have been drawn up in order to make data collection uniform. A logical framework has been established (see Annex III) to show the logical approach of the intervention. A monitoring-and-evaluation (M&E) plan based on this logical framework will also be established.
69. The country office will reinforce the operational directives for each activity by providing detailed information on the project selection process and the selection criteria for beneficiaries and operational partners.
70. The types of minimal data, disaggregated by gender, collected by each implementing partner will be stipulated in the agreement protocols and will be sent to the WFP sub-offices on a monthly or quarterly basis. The data will then be recorded in monthly and quarterly reports, gathered together and input into a database managed by the country office, which will then analyse them for decision-making purposes.
71. In close collaboration with its partners, WFP will draw up joint evaluations of emergency needs (food) and of food basket and post-distribution monitoring. The country office will also conduct two surveys on the implementation of WFP's Enhanced Commitments to Women.
72. Each quarter, the country office, in collaboration with the sub-offices and WFP partners, will convene a meeting to examine the M&E system. Furthermore, in early 2005, the country office will undertake a mid-term evaluation with the assistance of national consultants. When the operation has almost reached its end, an external evaluation will be organized by the regional bureau; that evaluation will also be linked, where appropriate, with the various evaluations and M&E measures described above.

Sub-offices and Staff

73. For reasons of cost-efficiency, WFP is considering closing its two sub-offices in Kahemba and Kisengue and opening new ones in the areas most affected by fighting: Bunia, Uvira, Kindu, Beni, Mbuji-Mayi and Gemena. The sub-offices in Kimpese, Mbandaka, Kisangani, Goma, Bukavu, Kalémie and Lubumbashi will be kept open. Bearing in mind the volume of work, national and international staff will need to be recruited for the various sub-offices and the country office.



Security Measures

74. In eastern areas of the country, where security is precarious, food stocks will be maintained at a minimum level for responding to priority interventions, with particular attention paid to the security of goods and persons.
75. The country office will reinforce its telecommunications network with a view to covering the country more reliably and in accordance with operational safety standards. The strategy will consist of improving existing installations through cost-sharing arrangements with other United Nations bodies as far as possible.

Assessments of Risks and Assumptions

76. This operation is based on an optimistic scenario: positive developments in the crisis in the DRC. The least optimistic scenario will be taken into account in the contingency plan. For this operation, the assumptions are as follows: (i) the Government is in favour of humanitarian activities, especially the resettlement of IDPs; (ii) arable land will be distributed or made accessible in sufficient quantity; (iii) there will be a sufficient number of implementing partners; (iv) non-food items will be available to enable rapid implementation of recovery programmes; and (v) secure access to populations requiring aid will be ensured. All these factors will be systematically monitored and evaluated, and the contingency plan regularly updated.

Exit Strategy

77. During implementation of PRRO 10288.0 and in accordance with the progress achieved in the country's peace and reunification process WFP will endeavour gradually to reduce its emergency assistance in relatively calm areas and direct it towards recovery activities in order to encourage the strengthening of coping mechanisms and the recovery of local economies.

Contingency Mechanism

78. As during the previous phase, this operation retains a certain flexibility in implementation: the resources earmarked for emergency activities could be redirected towards activities for relief and recovery, and vice versa.
79. The assumption and risk indicators in the operation's logical framework will be systematically monitored to allow the country office to regularly update the contingency plan.

BUDGET PROPOSAL AND INPUT REQUIREMENTS

80. PRRO 10288.0 will require a total of 187,672 tons of foodstuffs: cereals, vegetable oil, pulses, CSB, sugar and salt. The estimated cost is US\$56,543,364, and the total cost to WFP is US\$157,873,029, of which US\$124,741,327 is for direct operational costs (DOC). With US\$22,803,560 in direct support costs (DSC), or 18.3 percent of DOC, the estimated budget for direct support may seem high compared with the previous PRRO, where this budget line was only US\$9,455,540, for a DOC of US\$94,767,396, or 10 percent. However, the insufficiency of that amount deprived the country office of the minimum funds required for effective implementation of PRRO 6274.00. The proposed DSC for PRRO 10288.0 was widely discussed during the meeting of the Programme Review Committee and an argument was made to the satisfaction of participants (opening of new sub-offices). The inadequacy of financial and human resources in the PRRO 6274.00



budget had been the subject of criticism from several persons in authority and observers outside and within WFP.

81. The quantity of food commodities provided for in the PRRO 10288.0 budget could be reduced bearing in mind the balance of food from the two ongoing operations in the country (PRRO 6274.00 and EMOP 10280.0). According to projections based on planned distributions, approximately 38,306 tons of foodstuffs could be available out of the quantities initially entered in the budget, that is, 22,876 tons under PRRO 6274.00 and 15,430 tons under EMOP 10288.0. With these figures taken into account, the net needs of PRRO 10288.0 would be 149,366 tons. However, as these data are based on forecasts and not on actual physical availability, they remain heavily dependent on the level of funding and actual implementation of the two operations: accordingly they are provided only by way of an indication. Consequently, the food needs of the PRRO proposed are gross.
82. For the same reasons, the data available at the time this document was drawn up do not allow reliable figures to be put forward concerning the foreseeable balance of the DSC budgets of the two projects. Consequently, the figures express the gross requirements of PRRO 10288.0.

RECOMMENDATION

83. The Executive Board is requested to approve this PRRO, which expects to benefit approximately 2,480,0000 persons over two years. The food cost is US\$56,543,364 and the WFP cost is US\$157,873,029.



ANNEX I

PROJECT COST BREAKDOWN

	Quantity (tons)	Average cost (per ton)	Value (US\$)
WFP COSTS			
A. Direct operational costs			
Commodity ¹			
– Maize	125 399	231	28 967 169
– Pulses	40 763	393	16 019 859
– Vegetable oil	10 854	851	9 236 754
– CSB	7 310	258	1 885 980
– Sugar	1 508	240	361 920
– Iodized salt	1 838	39	71 682
Total commodities	187 672		56 543 364
External transport		92 63	17 384 666
Land transport			13 824 916
Subtotal, ITSH			34 116 015
Total, LTSH		255 45	47 941 442
Other direct operational costs			2 871 855
Total direct operational costs			124 741 327
B. Direct support costs (see Annex II for details)			22 803 560
Total direct support costs			147 544 887
C. Indirect support costs (7.0 percent of total direct costs)			10 328 142
TOTAL WFP COST			157 873 029

¹ This is a notional food basket used for budgetary and approval purposes. The precise mix and actual quantities of commodities to be supplied to the project, as in all WFP-assisted projects, may vary over time depending on the availability of commodities to WFP and domestically within the recipient country.



ANNEX II**DIRECT SUPPORT REQUIREMENTS (dollars)****Staff expenditures**

International officers	5 130 750
National officers	280 000
International General Service staff	850 000
National General Service staff	4 872 000
Temporary staff	89 890
Overtime	85 275
Incentives	2 560 452
International consultants	134 420
National consultants	251 904
United Nations Volunteers (international)	1 287 000
Official staff travel	1 420 572
Staff training and development	543 121
Subtotal	17 505 384

Office expenses and other recurring costs

Rent	672 800
Common services	608 100
Office supplies	192 992
Communications and IT services	461 134
Insurance	65 870
Repair and maintenance of equipment	66 000
Vehicle maintenance and operation costs	452 598
Other office expenses	592 628
Subtotal	3 112 122

Equipment and other fixed costs

Furniture equipment and supplies	484 454
Vehicles	751 500
Telecoms/IT equipment	950 100
Subtotal	2 186 054

TOTAL DIRECT SUPPORT COSTS	22 803 560
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LOGICAL FRAMEWORK SUMMARY—PRRO DEMOCRATIC REPUBLIC OF THE CONGO 10288.0




	Intervention logic	Objectively verifiable indicators	Means and sources of verification	Assumptions and risks
Goal	To contribute to the survival and resettlement of approximately 2.5 million people affected by armed conflict in the DRC over the period 2004–2005	<ul style="list-style-type: none"> ➤ Under-5 mortality < = 1/10,000 ➤ Percentage of household expenditure on food ➤ Gender development index ➤ Aggregate Household Food Security Index 	<ul style="list-style-type: none"> ➤ UNICEF MICS report ➤ WFP VAM reports or household economy survey reports ➤ National Human Development Report (UNDP) ➤ Report from the Ministry of Health 	Existence of adequate political and security conditions so that humanitarian and rehabilitation/development actions are sustainable in the long term
Objective 1	Improvement and/or stabilization of available household food supplies and of the nutritional status of target populations (328,500 IDPs, 35,000 refugees, 456,600 malnourished children, pregnant and lactating women, 120,000 persons infected or affected by HIV/AIDS and 279,000 other vulnerable groups) in the regions targeted	<ul style="list-style-type: none"> ➤ Percentage malnutrition rate (severe or moderate) of children under 5 among IDPs or refugees ➤ Percentage rate of low-birth-weight babies ➤ Prevalence of micronutrient deficiency in the target population 	<ul style="list-style-type: none"> ➤ UNICEF MICS report ➤ Reports of nutritional surveys conducted by WFP or partners in the targeted areas ➤ Report of the joint WFP/UNHCR food needs assessment mission requirements ➤ Report of the National Nutrition Programme 	Other underlying causes of malnutrition are targeted by other actions (United Nations, Government or other partners)
Result 1.1	<p>A minimum of energy and nutritional requirements to satisfy the target groups equally (kcal/day/person)</p> <ul style="list-style-type: none"> ➤ IDPs (1,054) ➤ malnourished children (1,300) ➤ pregnant and lactating women (1,306) ➤ other vulnerable groups (2,063) 	<ul style="list-style-type: none"> ➤ Quantity, composition and daily caloric value of the WFP ration, by category, age and gender ➤ Number of beneficiaries, by gender, receiving daily rations, by type of activity 	<ul style="list-style-type: none"> ➤ Monthly WFP food distribution reports ➤ Beneficiary-contact monitoring reports ➤ Post-distribution monitoring reports 	Security assured to allow implementing partners and beneficiaries, especially women and children, to have easy and free access to distribution sites

LOGICAL FRAMEWORK SUMMARY—PRRO DEMOCRATIC REPUBLIC OF THE CONGO 10288.0
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	Intervention logic	Objectively verifiable indicators	Means and sources of verification	Assumptions and risks
	Result 1.2 Meeting the minimum daily nutritional needs of children and other persons through supplementary and therapeutic food	<ul style="list-style-type: none"> ➤ Quantity, composition and daily caloric value of the WFP ration, by category, age and gender ➤ Number of children fed and pregnant and lactating women registered at supplementary and/or therapeutic nutritional centres ➤ Number of vulnerable persons receiving assistance in homes or hospitals 	<ul style="list-style-type: none"> ➤ Monthly WFP food distribution reports ➤ Beneficiary-contact monitoring reports ➤ Post-distribution monitoring reports 	Security assured to allow implementing partners and beneficiaries, especially women and children, to have easy and free access to distribution sites
	Result 1.3 Women represent 80 percent of food aid recipients and 70 percent of active members of management committees	<ul style="list-style-type: none"> ➤ Percentage of women receiving food directly on behalf of their families ➤ Percentage of women on management committees and involved in food distribution 	<ul style="list-style-type: none"> ➤ Monthly WFP food distribution report ➤ Beneficiary-contact monitoring reports ➤ Post-distribution monitoring reports 	Culture is no obstacle to the participation of women in management committees and food distribution
	Result 1.4 Quantity of food received by 120,000 persons infected or affected by HIV/AIDS	<ul style="list-style-type: none"> ➤ Quantity, composition and daily caloric value of the WFP ration, by category, age and gender ➤ Estimated number of persons infected or affected by HIV/AIDS who have received WFP assistance, by gender 	<ul style="list-style-type: none"> ➤ Monthly WFP food distribution reports ➤ Beneficiary-contact monitoring report post-distribution monitoring reports ➤ End-of-project reports by implementing partners and the Government (PNLS) 	Other non-food items (including anti-retroviral medicines) are made available to the populations targeted

LOGICAL FRAMEWORK SUMMARY—PRRO DEMOCRATIC REPUBLIC OF THE CONGO 10288.0

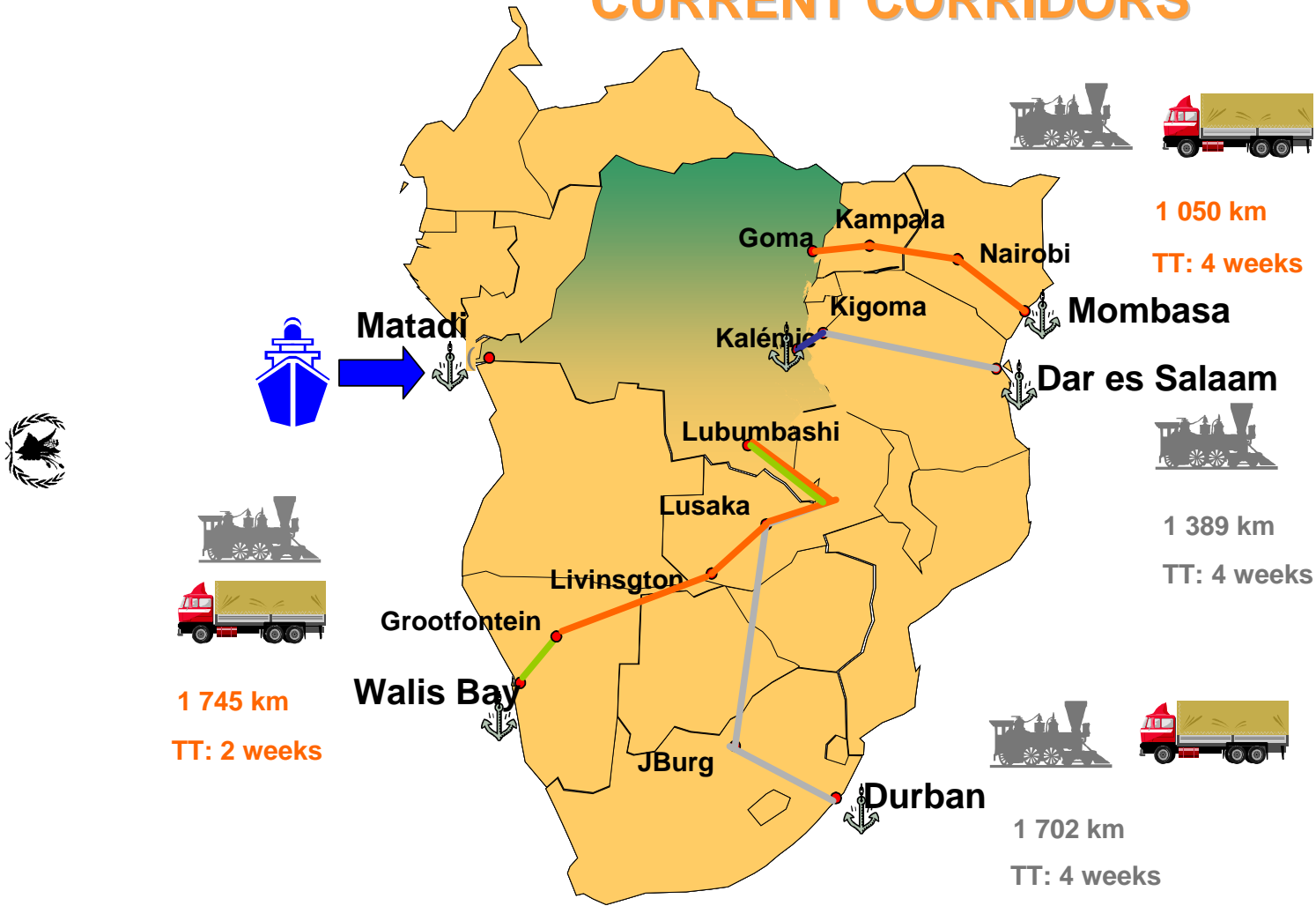
	Intervention logic	Objectively verifiable indicators	Means and sources of verification	Assumptions and risks
	<p>Objective 2 Improvement of access by the targeted communities to sustainable assets, including training and the rehabilitation of community infrastructure</p> <ul style="list-style-type: none"> ➤ 568,500 IDPs/returnees ➤ 30,000 child combatants ➤ 178,200 participants in FFW and FFT activities ➤ 120,000 persons infected or affected by HIV/AIDS 	<ul style="list-style-type: none"> ➤ Number of persons resettled (IDPs/returnees) or reintegrated (child combatants), by gender ➤ Number of persons having access to the assets created, by category and gender ➤ Number of beneficiaries who have received training 	<ul style="list-style-type: none"> ➤ Report on the household economy survey in the communities targeted (WFP) ➤ VAM report (WFP) ➤ End-of-project reports (implementing partners) ➤ Evaluation report (UNICEF/National Office of Demobilization and Reintegration) 	<p>Non-food items (arable land and agricultural inputs, anti-retroviral medicines) are made available to the populations targeted in a timely fashion</p> <p>Implementation of the Government strategy for the disarmament, demobilization and reintegration of former fighters (PDR)</p>
	<p>Result 2.1 Quantity of food received by resettled 568,500 IDPs and by 30,000 demobilized child combatants</p>	<ul style="list-style-type: none"> ➤ Quantity, composition and daily caloric value of the WFP ration, by category, age and gender ➤ Number of persons who have received rations, by category, age and gender 	<ul style="list-style-type: none"> ➤ Monthly WFP food distribution reports ➤ Beneficiary-contact monitoring reports (WFP) ➤ Reports of implementing partners activities 	<p>Non-food items (seeds, agricultural implements, etc.) are available in a timely fashion</p> <p>The IDP resettlement areas remain accessible and safe</p>
	<p>Result 2 Quantity of food received by 178 200 persons participating each year in creating sustainable assets through FFW and FFT activities</p>	<ul style="list-style-type: none"> ➤ Quantity and composition of the WFP ration, by category, age and gender ➤ Number of participants in FFW and FFT activities (except those receiving school feeding), by gender ➤ Quantity of non-food items distributed, by category and gender 	<ul style="list-style-type: none"> ➤ Monthly WFP food distribution reports ➤ Beneficiary-contact monitoring reports (WFP) ➤ WFP situation report ➤ Distribution lists/reports of non-food items 	<p>Non-food items (seeds, agricultural implements, etc.) are available in a timely fashion</p> <p>Implementing partners are capable of setting up FFW activities</p>

LOGICAL FRAMEWORK SUMMARY—PRRO DEMOCRATIC REPUBLIC OF THE CONGO 10288.0
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Intervention logic	Objectively verifiable indicators	Means and sources of verification	Assumptions and risks
Result 2.3 Quantity of food received by 120,000 persons infected or affected by HIV/AIDS	<ul style="list-style-type: none"> ➤ Quantity, composition and caloric value of the WFP ration, by category and gender ➤ Estimated number of persons infected or affected by HIV/AIDS who have received WFP assistance, by gender 	<ul style="list-style-type: none"> ➤ Monthly WFP food distribution reports ➤ Beneficiary-contact monitoring and post-distribution monitoring reports ➤ End-of-project reports by implementing partners and the Government (PNLS) 	Other non-food items (including anti-retroviral medicines) are made available to the populations targeted
Objective 3 Improvement of attendance and success rates of 100,000 schoolchildren (boys and girls), with particular emphasis on girls' education	<ul style="list-style-type: none"> ➤ Success rate ➤ Attendance rate 	<ul style="list-style-type: none"> ➤ Register of the provincial education division ➤ Reports on reference studies and/or thematic evaluations by WFP 	The security situation is such that parents can send their children (especially girls) to school Other underlying causes of non-schooling are targeted by other stakeholders
Result 3.1 100,000 boys and girls receiving a school meal to encourage their families to send them to school and keep them there	<ul style="list-style-type: none"> ➤ Quantity, composition and caloric value of the WFP ration by category, age and gender ➤ Number of boys and girls who have received rations, by class level and geographical area 	<ul style="list-style-type: none"> ➤ Statistics on assisted schools ➤ Monthly food distribution reports (implementing partners) ➤ List of WFP-supported schools 	Other non-food resources are available at the school level Food distribution encourages parents to send their children to school

CURRENT CORRIDORS

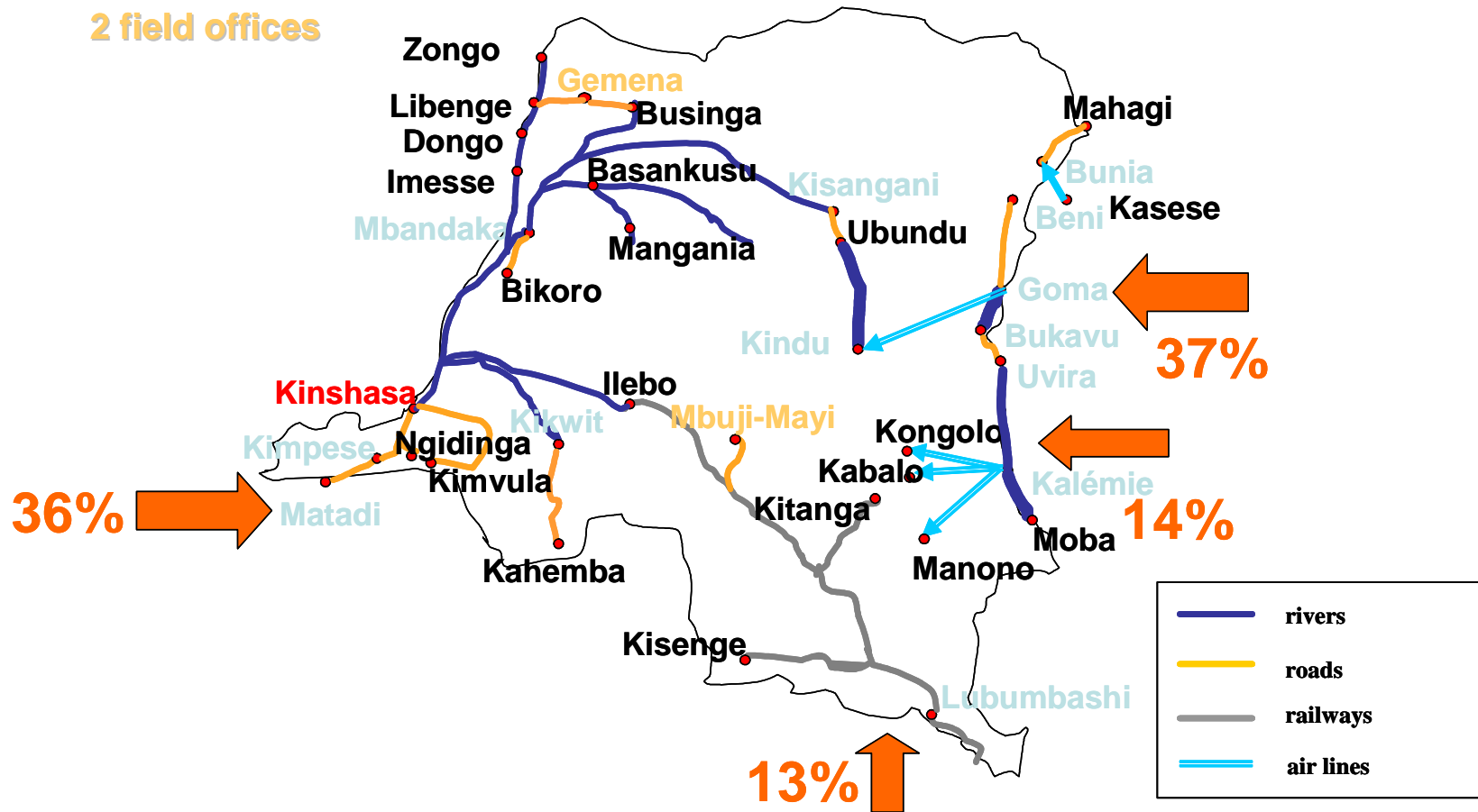


	weeks
	railways

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

1 country office
13 sub-offices
2 field offices

INTERNAL CORRIDORS



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ACRONYMS USED IN THE DOCUMENT

DRC	Democratic Republic of the Congo
FAO	Food and Agriculture Organization of the United Nations
FFT	food for training
FFW	food for work
IDP	internally displaced person
MICS	Multiple Indicator Cluster Survey
NGO	non-governmental organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PDR	Programme for Disarmament and Reintegration
PNLS	National Programme for the Fight against AIDS
PRRO	protracted relief and recovery operation
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VAC	vulnerability analysis and mapping
WHO	World Health Organization

