



**EC/FAO Food Security Programme -
Phase II**
'Food Security Information for Action'

Programme Workplan for the Democratic Republic of Congo

Donor:	European Commission
Implementing Agency:	FAO
Proposed Funding:	€ 216,417 \$ 290,000
Duration:	27 months
Starting date:	January 2006

The following provide entry points for interventions addressing gaps between food security information and action in the DRC:

- Lack of division of responsibilities among different Ministries and economic institutions that deal with agricultural and rural sectors makes the harmonization and implementation of development policies and strategies difficult.
- Poor linkages between short term and long term food security information systems and analysis that remain mostly managed and controlled by external agencies
- Fragility of national technical capacities impeding a satisfactory process of formulation, implementation and monitoring of food security policies.
- Problems related to the land tenure system.
- Lack of investment in new technologies in the agricultural and food security area.

Proposed activities include:

1. Preparation of an overview paper on the DRC crisis that explores selected examples of policy and programming initiatives for achieving longer term food security and the preparation of two sub-national case studies tentatively titled:
 - a) "Land tenure, conflict and household strategies in eastern DRC".
 - b) "Conflict and food security in Beni-Lubero".
2. Strengthening capacity in the use of agro-meteorological and statistical tools through the introduction of the Crop Monitoring Box and GIS techniques and by providing training in "Statistical Information for Application of Climate Data (SIAC) for two participants from DRC for 2007.
3. Improving food security responses based on proper contextual analysis, through
 - a) Profiling of humanitarian status and food security needs through the Integrated Food Security and Humanitarian Phase Classification tool.
 - b) Strengthening the analysis of food security, livelihoods and nutrition through the support to Ministry of Agriculture efforts in establishing a food security and early warning system based on sentinel posts.

1. Background

Despite its abundant natural wealth, the DRC's food security condition has worsened over the last three decades because of economic and financial mismanagement. This deterioration has occurred, in part, by distortions in the processes, institutions and policies defining people's access to relevant access-to-food strategies.

After the end of the Mobutu era (when most resources were used for building and maintaining political consensus), all sectors of the economy continue to suffer from the systematic corruption that envelops the State. In addition, the outbreak of the Congolese Civil War has had a devastating impact on remaining productive capacities. More than 3 million Congolese have died either directly or indirectly as consequence of armed confrontations. The incidence of HIV/AIDS increased vertiginously and human development indicators such as malnutrition, deteriorated very brusquely. Per capita GDP in the 1980s was only a third of that in 1962, and it declined even further in the 1990s. GDP dropped from US\$380 in 1960 to US\$224 in 1990 to the current US\$120 (in constant dollars) (World Bank data base) Finally, according to the world Bank , in 2002, 71 percent of the population was affected by malnutrition and the over 70 percent of the population lived below the poverty line of a dollar a day. (World Bank data base)

The economy of the DRC is predominantly agricultural-based. Since 1998, agricultural production has been declining: -20% declines for cereals, -12% for roots and tubers, -6% for grains and legumes. The basic staple food, cassava, covers 70 to 80% of the nutritional needs of the Congolese, but its production has declined by more than 20% since 2000 because of pests and diseases.

However, general economic stability improved in 2003-2005, although an uncertain legal framework, corruption and a lack of openness in government policy continues to hamper growth. In this context, agriculture support and the sustainable use of forest resources (DRC has 45% of African dense forests) are crucial for food security in the DRC.

2. Problems to Be Addressed

Overall the main element that characterises the food insecurity context in DRC is the protracted nature of the crisis. Protracted crises in fact can be defined as situations in which large sections of the population faces acute threats to life and livelihoods over an extended period with the state and other governance institutions failing to provide adequate level of protection or support.

Against such a background, a general concern is widely shared among national and international stakeholders on the limited availability of information on economic and social issues and, in particular, on food related issues as well as on the quality of available information and analytical capacity.

There is a serious problem with updating data: demographic data provided by the National Statistics Institute are essentially extrapolations of the census carried out in 1984; provincial baseline descriptions produced by UNDP/UNOPS are currently the only source of reliable data on agricultural production. However, they date from 1998. In addition, data are not disaggregated at the sub-provincial level.

There is scattered information regarding nutritional data. Nutritional surveys, carried out by various NGOs, are circumscribed to specific urban areas in several regions. A major nutritional survey was carried out by the National Nutrition Programme (PRONANUT) with the support of UNICEF. It provides good multi-sector information, but it is dates from 2001 and crucial information has not been updated.

Scattered information on livelihood and poverty is also available. At the moment there are a number of initiatives that are trying to address such situation as for instance the FAO support, through its Emergency Coordination Unit, to decentralised food security information and monitoring systems; and the WFP on going initiative to identify and localise vulnerable groups. However, such initiatives still need to be fully mainstreamed in government institutions. Furthermore key issues (e.g. land tenure) that are considered as fundamental in achieving food security and in reducing conflict are rarely taken into account in food security analysis

Finally there is a persistent disconnect between the processes of food security analysis and decision making

3. Previous and Ongoing Assistance

In 2001, the Government of the DRC under Kabila undertook a series of economic reforms to reverse the economic decline. Reforms were monitored by the IMF and included liberalization of petroleum prices and exchange rates and the adoption of tight fiscal and monetary policies.

Bilateral donors, whose assistance was almost entirely dedicated to humanitarian interventions in recent years, are also beginning to fund development projects in the DRC. In October 2003, the World Bank launched a multi-sector plan for development and reconstruction. The Paris Club also granted the DRC Highly Indebted Poor Country status in July 2003, helping alleviate its external sovereign debt burden and potentially free funds for economic development.

The “New Partnership for African Development” (NEPAD) is one of the newer development initiatives in the Africa. In the context of this programme, FAO gives technical assistance to the DRC, in: 1) the preparation of a mid-term development programme for agriculture, rural development and food security; 2) the preparation of a national mid-term investment programme and in the formulation of bankable projects for the implementation of the CAADP.

FAO’s field programme in agriculture has two components which have received donor funds from: 1) Belgium; France; USA; Italy; Japan; Norway; Sweden; Switzerland and 2) the Netherlands; European Commission; UNDP; FAO; IFAD; MONUC; OCHA):

- The first component is the agricultural emergency programme for essential agricultural inputs (seeds and tools supply), breeding stock (chickens, ducks) and fishing gear for impoverished families. Previously implemented throughout the national territory, the activities in this programme are now more and more confined to areas situated along the last front line (Equator, the two Kasai, Province Orientale, the two Kivu and North Katanga). In 2006, the programme received funds that amounted to approximately US\$ 31 million.

In addition to emergency assistance to areas with a population displaced by war such as those near the front line and Kinshasa and its hinterland, the agricultural sector, including livestock and fishing, is vital for the reinsertion and reintegration of ex-soldiers in the framework of the national programme for Disarmament, Demobilization and Reintegration (DDR).

- The second component covers areas not affected by the war and is thus more oriented towards the rehabilitation and development of the agricultural sector. The activities implemented are related to technical assistance and include:
 1. Capacity building: (i) preparation of a restructuring plan for the central and regional services of the Ministry of Agriculture in connection with the Public Service reform project; (ii) implementation of agricultural information management systems and a computerised system of agriculture and fisheries statistics; (iii) development of the “farmer field schools” approach using rural radio systems with proximity information (rural radio); and (iv) agricultural planning.
 2. Actions to support agricultural production: urban and periurban horticulture, cassava production, food crop production with rehabilitation of infrastructures and micro-finance.
 3. Actions to revive agricultural research: evaluation of operational capacities, e.g. of the INERA (Institut National pour l’Etude et la Recherche Agronomique) stations.

Among current activities implemented by FAO for enhancing food security information and analysis, the major present activity is carried out through the project OSRO/DRC/613/GRE. This project contributes to the production of data collection, analysis and dissemination. It focuses on the implementation and analysis of Household Livelihood Surveys.

In terms of coordination, the most relevant structures at national level are represented by the Thematic Group on Food Security and Rural Development and the Thematic Group on Nutrition: both manage to gather stakeholders together on a regular basis. Coordination between FAO and other agencies seems to be satisfactory.

4. Expected Outcomes at the End of the Programme

The following outcomes are expected to be achieved by the end of the EC/FAO Programme in DRC:

1. Increased analytical capacity to better understand the causes of food insecurity and malnutrition: the Programme will strengthen national capacity to analyse livelihoods and nutrition in specific areas of the country and provide insights for better response options.
2. Strengthened capacity to collect, manage and systematize food security information data: the Programme will help develop tools for collecting and assessing food security data and enhance compatibility and coherence among information systems.

5. Results, Activities and Inputs

Activities in the present work-plan are consistent with the overall logical framework defined in the EC-FAO Food Security Overall Programme Document.

Three activities are proposed for implementation. Lead responsibility will be taken by respective technical divisions using programme funds. These are:

1. Preparation of an overview paper on the DRC crisis and two sub-national case-studies

The paper will explore selected policy and programming initiatives for achieving longer term food security in DRC. Two sub-national case studies cover:

Land tenure, conflict and household strategies in eastern DRC

that provides a systematic description of the links between local mechanisms of land distribution and use and conflict in the three territories of DRC where local patterns of land use and land access were identified as key dynamics of tension and dispute. It analyses the consequences of these shifts and how food security interventions have dealt with these structural causes of food insecurity and transformations in local food systems.

Conflict and food security in Beni-Lubero

that looks at the extent to which household coping strategies in the region of Beni-Lubero in the DRC contribute to an effective adaptation of livelihoods, and the extent to which food security interventions have facilitated or blocked the process of developing resilience. Beni-Lubero was chosen because of its characteristic as a 'neither war nor peace' situation; acute emergencies exist alongside more stable communities that have adopted more or less effective responses to the crisis.

In detail the activity should lead to:

- a) The definition of a preliminary framework for the analysis of food security in protracted crises context.
 - b) The provision of an overview of the food security situation in DRC and related responses. It will explore the links between responses and stakeholders strategies and information flows.
 - c) The extraction of preliminary hypotheses and lessons learned from responses and an analysis of their value and impact in the long term;
 - d) An evidence based basis for policy action; and
 - e) A contribution to increase, at the global level (through a specific publication), the understanding on how to deal food security in protracted crisis context.
2. Strengthen capacity on the use of agro-meteorological and statistical tools through introduction of the Crop Monitoring Box and GIS techniques and by providing training in

“Statistical Information for Application of Climate Data (SIAC) for two participants from DRC for 2006 and 2007.”

The activity aims at improving the availability and quality of food security information in the country through the introduction of specific tools, by providing training in statistical and agro-meteorological analysis and giving support to the national crop monitoring and forecasting system through the introduction of the Crop Monitoring Box. Specialized training in “Statistical Information for Application of Climate Data” will be provided.

3. *Improving food security responses based on proper contextual analysis*

This last activity aims essentially at creating a common platform for food security analysis and decision making and is organised along two sub components. The first sub-component aims at introducing the IPC, an approach that is gaining increasing consensus and catching the interest of the international community as well as national governments as a mean to classify the severity of food crises for linking contextual analysis to responses. The second component aims at reinforcing the food security data base that is necessary for a proper implementation of the IPC. The activity is to be considered as a pilot as further financial support to the IPC in the region and in DRC is expected in late 2007 and 2008 from several donors such as EC, ECHO, DFID and Canadian CIDA.

a) Introduction and training in the use of Integrated Food security and Humanitarian Phase Classification tool (IPC).

Developed by FAO, through the Food Security Analysis Unit (FSAU) Somalia. The IPC tool is a standardised scale that integrates food security, nutrition and livelihood information into a clear statement about the severity of a crisis and implications for humanitarian response. The application of the IPC has occurred in Somalia and more recently has been applied in analysis in the Great Horn of Africa drought. Currently both FAO and WFP are working to integrate elements of the IPC into joint work in the food security component of the CAP Needs Analysis Framework, a tool to help Humanitarian Coordinators and Country Teams organise and present existing information on humanitarian needs in a coherent and consistent manner.

b) Strengthen the analysis of food security, livelihoods and nutrition.

Because crucial data is lacking for the accurate fulfilment of the IPC, this activity will be carried out in conjunction with FAO Project OSRO/DRC/613/GRE. The focus of the on-going project is on the implementation and analysis of Household Livelihood Surveys. The proposed activity aims at supporting such efforts through methodological support, capacity building for Ministry of agriculture staff (food security monitoring, evaluation and analysis) and the support to the introduction of GIS. Furthermore, the FAO emergency office and UNICEF discussed the possibility of integrating anthropometric data collection and analysis into the current HH budget and livelihood survey format. This will give a stronger methodological base to the analysis.

The table below shows how the above areas of intervention relate to the Programme's logical framework:

Specific objectives	Results	Outputs	Areas of intervention
1. Improve availability and quality of relevant food security Information	A – Collection of food insecurity and vulnerability data and information is improved or strengthened	1.A.1 – Food insecurity and vulnerability data and information are improved	1,3
		1.A.2 – Food insecurity and vulnerability data and information management are strengthened	2
	B – Analysis of food insecurity and vulnerability data and information is strengthened	1.B.1 – National and regional capacity to analyse food insecurity and vulnerability data is strengthened	1,2,3
		1.B.2 – Capacity of using environmental monitoring tools and data for food security assessment are strengthened.	2,3
		1.B.3 – GIEWS Workstation is established at global and national levels and capacity in its use is strengthened	NA
		1.B.4 – National and regional capacity for food security assessment is reinforced	3
2. Reinforcing capacity in formulating food security policies, strategies and programming based on food insecurity and vulnerability information	A – National and local capacity to produce and use information for policy making are reviewed and updated.	2.A.1 – Gaps in national and local capacity to produce and use information for policy making are identified.	3
	B – National and local capacity to produce multisector food security information is strengthened	2.B.1 – Response mechanisms to crises and food security policy formation are improved.	3
		2.B.2 – National institutional structures and systems are reviewed.	1
	C – Dissemination of food insecurity and vulnerability data and information is strengthened.	2.C.1 – Integrated food insecurity and vulnerability data and information dissemination systems are strengthened	2,3
	D – Capacity to formulate appropriate food security policies in different contexts using adequate information is increased.	2.D.1 – Methodological approaches for integrated use for household, food insecurity and vulnerability data are strengthened.	3
		2.D.2 – Guidelines to switch from rehabilitation to development and using appropriate data and information are prepared.	1
		2.D.3 – Awareness to embody gender aspects in policies using gender disaggregated information is increased	NA
		2.D.4 – Capacity to formulate food security and rural development policies in countries with natural resources under pressure is increased.	1,3
		2.D.5 – Support to selected countries in preparing strategies and operational plans for food security agricultural and rural development is provided.	1,3

