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Contact Info

Claude Kalinga
claude.kaling@wfp.org

Country Director

Claude Jibidar

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SPR Reading Guidance



Emergency Road Infrastructure Repairs in Support of the WFP operations in the Democratic Republic of Congo

Standard Project Report 2016

World Food Programme in Congo, Democratic Republic of the (CD)



World Food Programme

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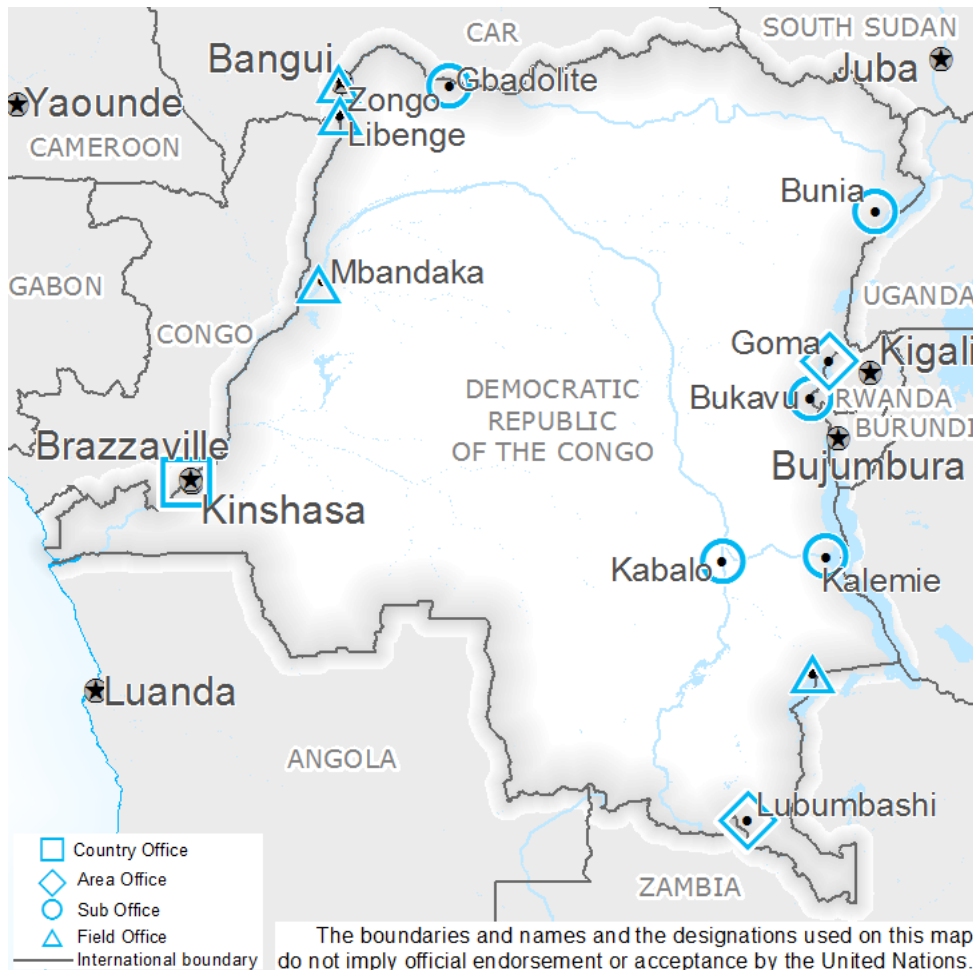
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Country Context and WFP Objectives



Country Context

The Democratic Republic of Congo (DRC) is the second largest country in Africa, covering an area of 2.34 million km² with an estimated population of 71 million people. Although rich in natural resources, including minerals and the world's second largest rainforest, DRC ranks 149th and 176th out of 188 countries on the 2015 UNDP Gender Inequality Index and Human Development Index respectively. The average per capita income is estimated at USD 488 in 2016, categorizing DRC as a Low Income Country. The economic growth rate has declined in the last three years and 46 percent of the workforce is unemployed.

The country is endowed with rich, fertile and diverse soil which presents tremendous opportunities for agricultural production and rural development. The DRC's current food production deficit is estimated to be between 30 to 40 percent. Seventy percent of the population lives below the poverty line and lacks access to adequate food.

Successive waves of violence and armed conflict during the last two decades have resulted in a state of protracted humanitarian crisis, with mass displacement, infrastructure deterioration and limited livelihood options for a majority of DRC's population. The Fragile States Index 2015, placed DRC in the category of "greatest concern and urgency," with widespread conflict and insecurity caused by the struggle for the control of natural resources, ethnic tension and activity of armed groups. OCHA records 2.1 million internally displaced people and the country hosts 449,764 refugees, according to UNHCR.

Poor infrastructures contribute to weak supply chains and agricultural markets. Less than 10 percent of the Congolese population have access to electricity. Production areas are isolated from the consumer markets as transport costs are extremely high. Only 2 percent of the national road network is paved, while 11 percent of

agricultural roads are in a good condition. Meanwhile, lack of storage facilities combined with inadequate processing methods lead to high post-harvest losses.

With more than half of food purchased, markets remain the main food source in DRC. Historically, food markets have been fragile and 2016 was no exception with the price of staple food commodities (mainly maize) almost doubling between May and December. Market prices are expected to continue to be unstable as the inflation rate remains high and the local currency depreciates in value.

The June 2016 Integrated Phase Classification (IPC) of acute food insecurity indicated that 5.9 million people were food insecure in 2016. Acute food insecurity mostly occurs in the eastern parts of the country, where armed conflict is prevalent. In non-conflict areas, limited access to social services (health, education, water and sanitation) and high poverty levels are the main contributing factors to food insecurity. Seventy-five percent of households have poor food diversity and the average daily food consumption is estimated at less than 1,500 kilocalories per person, well below the minimum to maintain a healthy life.

The prevalence of malnutrition in children under the age of five is high, with wasting at eight percent, stunting at 52 percent and anemia at 47 percent. Women are severely affected by malnutrition and 14.4 percent experience chronic energy deficiency, while 38 percent are anemic.

HIV prevalence in DRC stands at 1.2 percent, with women more affected (1.6 percent) compared to men (0.6 percent). Some 52 percent of people living with HIV suffer from acute malnutrition.

With WFP technical and financial support, the Government undertook a Cost of Hunger study in 2016. Preliminary findings indicate that in 2014, the country lost 4.56 percent of gross domestic product (GDP), equivalent to USD 1.7 billion due to hunger. Hunger increases household expenditure for health and education while productivity decreases.

The overall political situation remains volatile and the security situation tense, especially in the eastern provinces. Insecurity has now spread to the provinces of Kasai, Kasai Central and Kasai Oriental in the central region of DRC.

In this context WFP, the government and others humanitarian stakeholders work together in responding to the immediate humanitarian needs while ensuring longer term coordinated strategic approaches.

Response of the Government and Strategic Coordination

In 2016, the government finalised its National Strategic Plan of Development (PNSD), which outlines the Government's vision of making DRC an emerging country by 2030 and a developed country by 2050. The PNSD provides an overarching framework for implementing the Sustainable Development Goals (SDGs) and the African Union's Agenda 2063. WFP and other UN agencies participated in the process of developing the PNSD, and advocated successfully for the inclusion of Sustainable Development Goals (SDG) 2 and 17 into the final document.

In line with SDG 2, as part of the PNSD, the Government's Five-Year Plan (2017-2021) aims to significantly reduce hunger through: the sustainable increase in agricultural sector productivity; mobilisation of public and private sector investments; and improved accessibility, to quality food through social safety nets, especially for vulnerable populations. Furthermore, the five-year plan aims to establish a national early warning system as well as improve the resilience of rural and urban populations. The plan also targets investment in nutrition to ensure productive human resources for sustainable social and economic development in the country.

WFP also supported the Ministry of Planning's Observatory for Sustainable Development Goals (OCDD) in building national capacity to review the existing planning framework and prioritise national SDGs, including setting targets.

Two targets have been prioritised for SDG 2. Target 2.1 "by 2030, eliminate hunger and ensure that everyone, especially the poor and vulnerable, including infants, have access throughout the year to a healthy, nutritious and adequate diet;" and target 2.2 "by 2030, eliminate all forms of malnutrition, including the achievement of internationally agreed targets for stunting and wasting among children under five by 2025 and meet the nutritional needs of adolescent girls and pregnant and nursing women and the elderly."

The formulation of the new United Nations Development Assistance Framework (UNDAF), which was planned for 2018-2022, was postponed to the period 2019-2023 in to align the process with the PNSD. The current Common Country Assessment (CCA) will facilitate the planning of the activities of the UN group under the next UNDAF.

At the sectoral coordination level, WFP leads the logistics cluster and co-leads the food security cluster (with FAO).

The food security cluster is particularly important to ensure efficiency and effectiveness of the food assistance response to displaced populations in conflict zones. WFP also participates in the process of the Humanitarian Action Plan, ensuring the prominence of food security. Other coordination fora include the inter-cluster meeting chaired by OCHA.

The Scaling up Nutrition (SUN) movement has been active in DRC since 2013. Currently, four SUN platforms are active (civil society, academia, donors and UN agencies). At the request of the Government, two Renewed Efforts Against Child Hunger and Undernutrition (REACH) missions were carried out in 2016. These missions consolidated the UN-SUN team and adapted the 2016-2017 UN-SUN roadmap.

All these coordination mechanisms contribute to the achievement of WFP operational objectives.

Summary of WFP Operational Objectives

While maintaining its humanitarian assistance capacity in response to the complex country context, WFP continues developing partnerships and increasing its role in supporting long-term recovery and resilience interventions as well as supporting the Government in addressing hunger and malnutrition. WFP's portfolio in 2016 included the following operations:

1. PRRO 200832 - The Protracted Relief and Recovery Operation (PRRO) is the main WFP vehicle of delivering food assistance in the DRC and aims to assist 3.2 million people by: providing life-saving food assistance to Internally Displaced Persons (IDPs) and refugees in crisis-affected areas; contributing to reducing the prevalence of acute malnutrition; increasing the resilience of severely food insecure communities to shocks; and enhancing national capacity to respond to disasters. The project started in January 2016 and ends at the end of 2017.

2. EMOP 200799 - Under this Emergency Operation (EMOP), WFP provides food assistance to approximately 58,000 refugees from the Central African Republic (CAR), settled in four camps in North and South Ubangi provinces. WFP, together with FAO, targets refugees and vulnerable host communities in the periphery of the camps through seasonal asset creation activities to improve self-reliance of refugees and peaceful co-existence with host communities. WFP also provides treatment for moderate acute malnutrition (MAM) to children aged 6–59 months and pregnant and lactating women (PLW) in refugee populations and vulnerable host communities, as well as food by prescription for malnourished Antiretroviral Therapy (ART) clients. This project runs until the end of 2017.

3. Trust Fund 200888 - The Swiss Agency for Development and Cooperation (SDC) provided USD 2.1 million for a joint UN (UNICEF, FAO and WFP) pilot project aimed to improve the nutritional status of the population in Bunyakiri, South Kivu Province. WFP received USD 1.5 million for prevention of chronic malnutrition under this Trust Fund. The project ends in May 2017.

4. Trust Fund 201038 - This multi-donor Trust Fund for smallholder farmer value chain and livelihoods development (Purchase for Progress, P4P) was approved in January 2017 and runs until December 2021. The activities are implemented in North Kivu, South Kivu, Tanganyika, Equateur and South Ubangi province. An estimated 62,500 households of smallholder farmers (410,000 individuals) will be supported through this project. The Trust Fund contributes to the restoration of commodity markets in the country.

5. SO 200789 - The UN Humanitarian Air Service (UNHAS) Special Operation (SO), provides reliable links between the capital and the eastern provinces, as well as access to deep-field locations, including the former Equateur Province. UNHAS facilitates safe, reliable and predictable air transport services to enable humanitarian actors and donors to undertake projects, supervise and monitor activities.

6. SO 200661 - This Special Operation aims to strengthen food security cluster coordination in DRC. WFP and FAO co-leads, with Action Against Hunger (ACF) as the facilitator, to coordinate relief through: strengthening existing national and local humanitarian management and coordination systems, building on local capacities through the active participation of women and men from the affected population; and ensuring the coordination of rapid food security response to displaced populations and through the development of strategic action plans that include multi sector assessments, response analysis and Integrated Phase Classification (IPC).

7. SO 200747 – The Logistics Cluster Special Operation (SO) runs until the end of March 2017. The Cluster aims to strengthen coordination and increase the humanitarian community's responsiveness to repeated emergencies by: facilitating a coordinated humanitarian logistics response, including advocacy with donors to obtain funding for logistics projects aimed at facilitating access to beneficiaries in remote areas; promoting and facilitating sharing of logistics information among all humanitarian organizations; and identify logistics bottlenecks and gaps and providing logistics support and services to enable the humanitarian community to respond effectively.

8. SO 200864: This Special Operation aims to repair 110 km of roads to improve humanitarian access to vulnerable populations and allow smallholder farmers to transport their produce to nearby markets.

In summary WFP programmes provided food assistance in the framework of Protracted Relief and Recovery Operation (PRRO) which focuses on live saving interventions and the reduction of acute malnutrition in conflict affected areas in the East. In the areas where there is a relative return of peace, internally displaced persons (IDPs)

are returning to restart their lives. In these areas, WFP implemented recovery activities to rehabilitate social and productive assets. In Ex-Equateur Province, WFP also implemented an Emergency operation to provide food assistance to refugees from Central African Republic. Additionally, WFP worked with partners including Rome based agencies to implement P4P with the aim of supporting smallholder farmers to rehabilitate their livelihoods. All these projects were implemented under stringent resource constraints.

Country Resources and Results

Resources for Results

In 2016, WFP resourced 60 percent of the overall requirement, thereby restricting capacity to meet objectives. Adapting to this level of resourcing, WFP prioritised life-saving interventions, particularly for refugees and newly displaced populations. Some of the planned asset creation activities had to be scaled down. A robust resource mobilisation strategy has been developed.

Due to the funding situation, WFP had challenges maintaining the levels of cash based transfers from the previous year, especially under PRRO 200832. Furthermore, some contributions were earmarked for specific activities, restricting flexibility to allocate resources between in-kind food and cash based transfers as needed.

Following the large in-migration of refugees from South Sudan, as well as increased levels of conflict and consequent displacement in the eastern parts of the country, the UN system successfully mobilised funds from the Central Emergency Relief Fund (CERF) and other UN Pooled Funds. WFP also made use of WFP's Immediate Response Account (IRA) which ensured that food assistance to IDPs and refugees could continue uninterrupted.

The United States Agency for International Development / Food-for-Peace (USAID/FFP), remains the biggest donor for WFP's operations in DRC, while Canada, Japan, UN Pooled Funds, the Central Emergency Relief Fund (CERF), Belgium, the United Kingdom (UK), the European Commission (EC) and Switzerland provided much needed resources. WFP continues to engage with donors to sustain and increase funding levels.

Achievements at Country Level

The EMOP and the PRRO aim to save lives and protect livelihoods in emergencies, support or restore food security and nutrition, and establish or rebuild livelihoods in fragile settings. In the context of limited resources, WFP and partners had to follow a rigorous planning and implementation process under these two projects, prioritising lifesaving and livelihood activities.

In 2016, WFP provided food assistance to over 1.3 million people, considerably improving their food security and nutritional status. More than 40,000 mt of food commodities and cash transfers valued at over USD 15 million were distributed. The PRRO accounts for 97 percent of the in-kind food distributed in the country.

The Purchase for Progress (P4P) Project contributed to building the capacity of 19,000 households of smallholder farmers and their organisations in agricultural production and processing, while strengthening social cohesion and gender equality. Training was provided to more than 4,000 farmers, of whom 59 percent were women. Female leadership training and sensitisation sessions were organised to improve project management. Furthermore, the P4P project improved rural infrastructure, with seven warehouses and ten dryers being built. Market access was also improved and 116 metric tons of maize was purchased from P4P participants in 2016.

The WFP, FAO and UNICEF joint pilot project, preventing chronic malnutrition, aimed to improve the nutritional status of children aged 6-23 months and pregnant and lactating women in the Bunyakiri health zone in South Kivu Province. This project provided an opportunity for UN agencies to develop an integrated approach to prevent stunting. The joint effort focused on improving infant and young child feeding practices, dietary intake of children and pregnant and lactating women (PLW), improving household food security and strengthen multi sectoral coordination. The project targets 9,500 children aged 6-23 months, 10,000 pregnant and lactating women and 2,700 households.

UNHAS provided humanitarian air support to improve access to vulnerable remote areas, serving 40 destinations and transporting an average of 2,200 passengers per month. About 200 humanitarian organisations benefited from UNHAS services and 43 mt of light cargo was transported and 52 medical evacuations were carried out.

The Special Operation "Food Security Cluster", implemented jointly with FAO, aimed to strengthen the coordination and information management system. The cluster ensured the coordination of rapid food security response to displaced populations and the development of strategic action plans including multi sector assessments, response analysis and Integrated Phase Classification (IPC). Food prices were also monitored on a regular basis. In 2016, nine bulletins were produced and shared with stakeholders across the country. The Food Security Cluster also enabled greater collaboration and partnerships with UN agencies, NGOs, the Red Cross and Red Crescent Movement, donors and other stakeholders to ensure a holistic response with existing mechanisms such as the Rapid Response to Population Movement (RRMP).

With WFP support, the Government, through the Ministry of Agriculture, established a system to collect data on food production (CCSAP/SIG - Cellule technique de Coordination de la Sécurité Alimentaire et Alerte Précoce avec un Système d'Information Géographique). The Government also carried out the Cost of Hunger study with technical support from WFP.

The Special Operation "Logistics Cluster Coordination" contributed to build local capacity and support Disaster Risk Reduction (DRR) and Emergency Preparedness efforts to strengthen the Government's overall disaster response skills. The project strengthened coordination and increased humanitarian community responsiveness to the recurrent emergencies. The Logistics Cluster served 148 partners and 94 bulletins and maps were produced and shared with cluster members. Four hundred and fifty people, of whom 54 were women, were trained on geographic information systems (GIS) and information management.

In 2016, WFP scaled up Mobile Vulnerability Analysis Mapping (mVAM) by using mobile phones to collect food price data in support of the national market information system. WFP also provided technical support to the national disaster management system to implement an early warning system. In addition, support was provided to strengthen the national food security coordination cell.

WFP rolled out a new system for Beneficiary Information Management (BIM) using the digital platform SCOPE. SCOPE is WFP's corporate digital platform for beneficiary registration and data management. In 2016, one million beneficiaries were enrolled in this system. This exercise, led by a Change Manager and supported by a surge team, showed that standardising beneficiary information and improving data quality will need to be further streamlined in WFP's processes. WFP is also engaged in building partnership with UNHCR, World Vision and IOM to collaborate and share beneficiary data.

WFP has been selected to pilot gender age marker and training was provided to 144 staff members, including 44 women. Eighty-eight partner staff from NGOs and government bodies were also trained.

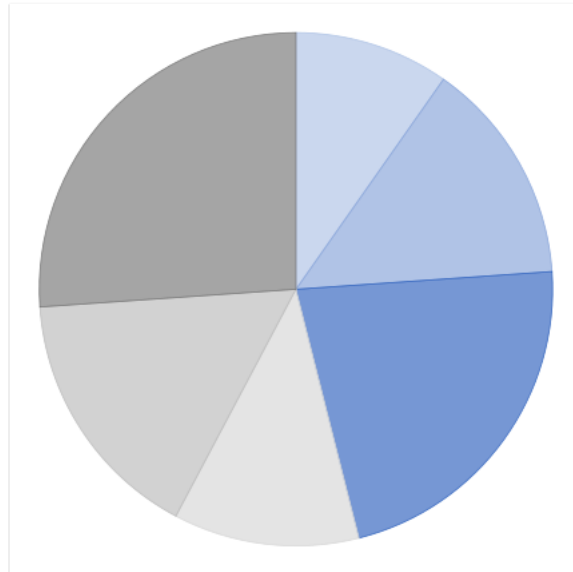


Annual Country Beneficiaries

Beneficiaries	Male	Female	Total
Children (under 5 years)	125,267	150,320	275,587
Children (5-18 years)	181,842	207,543	389,385
Adults (18 years plus)	284,643	335,397	620,040
Total number of beneficiaries in 2016	591,752	693,260	1,285,012

Country Beneficiaries by Gender and Age

- Children (under 5 years)
- Children (5-18 years)
- Adults (18 years plus)
- Children (under 5 years)
- Children (5-18 years)
- Adults (18 years plus)



Annual Food Distribution in Country (mt)

Project Type	Cereals	Oil	Pulses	Mix	Other	Total
Regional EMOP	934	72	260	66	12	1,345
Single Country PRRO	25,752	1,983	7,361	3,302	420	38,818
Total Food Distributed in 2016	26,686	2,055	7,621	3,369	432	40,163



Cash Based Transfer and Commodity Voucher Distribution (USD)

Project Type	Cash	Value Voucher	Commodity Voucher
Regional EMOP	4,906,237	-	3,057,708
Single Country PRRO	2,816,641	3,159,930	1,016,995
Total Distributed in 2016	7,722,878	3,159,930	4,074,704

Supply Chain

In 2016, most food commodities were purchased locally in line with the strategy to boost local markets, cut costs and reduce lead times. Regional purchases (from Kenya, Tanzania and Zambia) through WFP's Global Commodity Management Facility (GCMF) covered the gaps that local purchases were not able to fill.

WFP continues to explore the possibility of increasing local purchases as well as expanding the food basket to other locally available commodities, such as palm oil. This would continue to motivate medium and small-scale farmers and develop local agriculture.

The combination of commercial transporters and WFP trucks allowed timely deliveries to beneficiaries. Transport costs remain high as a result of extremely poor road and bridge conditions. In addition, insecurity limited access to some locations. WFP contracted 75 commercial transporters (road, air, river and railway) to supplement 47 WFP trucks to deliver food assistance to beneficiaries.

WFP significantly reduced the level of losses in 2016 to 0.12 percent overall. Losses mainly occurred during transportation and distributions conducted by cooperating partners and in WFP warehouses. The value of transport losses were recovered from transporters' invoices. WFP conducted training on food quality control and focus continues to be put on improving and strengthening warehouse management.

Ensuring food quality is paramount to WFP. Blue boxes, tools for assessing grain quality, were positioned in the field to enhance food quality control.

Food quality training, mostly targeting women, was conducted for smallholder farmers under the purchase for progress (P4P) programme.

Market assessments were a prerequisite prior to cash based transfer interventions to ensure that markets were functioning. The capacity of retailers was also assessed before starting the voucher operation.



Annual Food Purchases for the Country (mt)

Commodity	Local	Regional/International	Total
Beans	3,237	-	3,237
Corn Soya Blend	-	383	383
Iodised Salt	-	286	286
Maize	116	-	116
Maize Meal	16,359	378	16,737
Ready To Use Supplementary Food	-	665	665
Rice	337	900	1,237

Commodity	Local	Regional/International	Total
Vegetable Oil	-	18	18
Total	20,049	2,630	22,679
Percentage	88.4%	11.6%	

Annual Global Commodity Management Facility Purchases Received in Country (mt)

Commodity	Total
Beans	100
Corn Soya Blend	628
High Energy Biscuits	20
Ready To Use Supplementary Food	326
Split Peas	672
Vegetable Oil	403
Total	2,149

Implementation of Evaluation Recommendations and Lessons Learned

Implementation of Evaluation Recommendations

WFP followed up on evaluation recommendations from the Country Portfolio Evaluation (CPE, 2009-2013), especially regarding recommendation 4: “transition to a country programme to help WFP move away from a purely humanitarian approach towards one that is more development-oriented, adopting a development-oriented approach in nutrition interventions”.

In 2016, WFP started implementing a joint project for stunting reduction and prevention together with UNICEF and FAO. The project aims to improve the nutritional status of children and mothers through a direct nutrition intervention to prevent stunting and this is the first time that WFP engaged in stunting prevention in DRC. Lessons learned from the initial phase of project implementation demonstrated that a multi-sectoral approach is effective in improving the quality of nutrition services in the health sector. The project is an example of strong collaboration between the various ministries including health and agriculture. Active community involvement, coupled with Social Behaviour Change Communication (SBCC) has contributed towards promoting increased use of health services. A cash based transfer (CBT) review mission highlighted some good practices and provided recommendations on Standard Operating Procedures (SOPs). The review determined that cash-based operations are well received by beneficiaries and partners, indicating no major bottlenecks in the delivery of assistance.

Operational Lessons Learned

Due to intensified conflict in some areas, new strategic partnerships with other food security actors enabled rapid large-scale responses. For example, WFP and its partner World Vision teamed up with international NGOs Solidarite Internationale and the Norwegian Refugee Council (NRC) to conduct a door-to-door household registration exercise in less than a week. This was followed by a joint WFP- International Committee of the Red Cross (ICRC) food intervention. Furthermore, WFP established a system for monitoring population movements following conflict or natural disasters in eastern DRC.

Early in 2016, the Logistics Cluster carried out a Lessons learned exercise and implemented a series of actions to address key recommendations, including recruiting a Regional Officer to strengthen inter-linkages between the capital and the field and revitalize the regional and provincial partners network and pro-actively coordinating bilateral liaison with partners to facilitate the identification and realization of the Logistics Cluster activities.

In December 2016, a cross-functional mission from WFP Headquarters and the Regional Bureau, FITTEST (Fast IT and Telecommunications Emergency Support Team based in Dubai) and the Nairobi Competency Center, helped the country office prepare for a potential rapid cash based transfer (CBT) intervention in urban areas.

Smallholder farmers support in the DRC through the Purchase for Progress (P4P) initiative

Despite the fragile situation in DRC, agriculture remains the main sector of the country's economy, contributing to over 40 percent of the GDP and employing over 70 percent of its population.

In rural areas, nearly 94 percent of the population depend on agriculture and farming activities for their livelihoods. Yet, the sector is predominantly characterised by subsistence, smallholder farming on fragmented parcels of land.

Since 2010, WFP and FAO have worked in collaboration with the Government to support smallholder value chains in DRC through the “Joint smallholder Value Chains Initiative” or “Purchase for Progress (P4P)” programme. The programme aims to improve food security and smallholder farmers' livelihoods by reviving agricultural production and commodity markets.

Through P4P, WFP and FAO have worked with the Ministry of Agriculture technical departments, Cooperative Unions and partners to strengthen smallholder farmers' capacity to produce, store, aggregate, and market commodities. In addition to Tanganyika and Equateur provinces, P4P was extended to include North Kivu in 2016. Around 19,000 households of smallholder farmers (123,000 individuals) were supported in 2016. Nearly 40 percent of whom were women.

Gender oriented activities were implemented, including income diversification supports and functional literacy trainings for women groups, with the aim of enabling women to actively participate in the development of their communities. Strong synergies with the PRRO activities were developed, especially the combination of Food Assistance for Assets (FFA) and Food Assistance for Training (FFT) with P4P activities to develop resilient livelihoods for vulnerable households.

Asset development and rehabilitation was undertaken using the Food Assistance for Asset (FFA) modality (cash/food for work). Less technical work such as basic rehabilitation of feeder roads was generally conducted in partnership with community-based organisations such as farmers' organisations and Local Committees for Road Repair (CLER). Works were undertaken with the supervision of government specialised services, mainly the Inspectorate for Rural Development (IDR).

P4P was instrumental in strengthening the partnership between Rome-Based Agencies (RBA) in the DRC in 2016. Joint activity planning and implementation, field visits and the development of common positions on issues pertaining to food security, the achievement of zero hunger and the SDGs were realised in 2016. In October 2016, WFP and the Government (through the Ministry of Agriculture) signed a Memorandum of Understanding to collaborate on smallholder farmer capacity development.

Project Objectives and Results

Project Objectives

Eastern DRC is characterized by rugged terrain, limited or non-existent infrastructure, and very poor roads that can become impassable during the rainy season. Roads are under constant observation by armed militias, the Congolese Police and the national army (FARDC) who routinely demand money on routes.

As a result, WFP implemented Special Operation 200864 in August 2015, with the main objective to facilitate the timely and efficient delivery of food assistance in DRC; secondly, to reduce transport costs and delivery lead times; and thirdly, to improve food security of communities in cut-off areas by facilitating transportation of agricultural products to urban centres and markets.

In order to achieve these objectives, WFP aimed to rehabilitate 110 km out of 200 km of priority roads identified by the WFP-led Logistics Cluster. The rehabilitated roads will connect the Eastern Province and Masisi and install a Bailey bridge (a portable, pre-fabricated bridge) in Saké crossing the Kihira River.

The repair and maintenance of roads to allow timely humanitarian access is a key element of WFP's strategy in the country. The areas targeted by this Special Operation complement other WFP interventions, including Purchase for Progress (P4P) and food assistance through Cash-Based Transfers (CBT). The impact of this Special Operation is estimated to benefit more than 700,000 people, the majority being recipients of food assistance.

The objectives of this Special Operation are aligned with WFP's Strategic Objective 1: Save Lives and Protect Livelihoods in Emergencies.



Approved Budget for Project Duration (USD)

Cost Category	
Capacity Dev.t and Augmentation	20,325,403
Direct Support Costs	948,164
Indirect Support Costs	1,489,150
Total	22,762,717

Project Activities

The first milestone of the Special Operation was to secure funding, identify roads or bridges that require rehabilitation and secure contracts through a competitive bidding process.

After reaching consensus among Logistics Cluster members, in agreement with the Government's road authority Office des Routes (ODR), which chairs a road committee meeting every month, WFP as Logistics Cluster lead had initially planned to rehabilitate 110 km of the 200 km high priority roads identified. WFP worked with the Government Road Maintenance Agency and employed locals to complete part of the rehabilitation.

WFP started work on two key road projects in 2016:

1. SAFRICAS, a private company contracted by WFP, began road rehabilitation work on the new Ngandjo – Muheto (12 km) road in October 2016. Work is expected to be completed by mid-February 2017.
2. ODR has been contracted to build a Bailey bridge across the Kihira River in Saké, North Kivu. Work on the bridge commenced in December 2016 and is expected to be completed during the first quarter of 2017.

The two projects will open access to previously inaccessible areas where approximately 700,000 beneficiaries live, and the new bridge will secure the only access route from the eastern region to the territories of Masisi and Walikalé in North Kivu, connecting 1.3 million people.

Operational Partnerships

The Logistics Cluster identified critical humanitarian access hot spots and made recommendations for interventions in priority areas. To do so, the cluster collected information through partners (INGOs, NGOs and UN agencies) and compiled shortlists of sites of high priority. Sites in Masisi and Walikalé territories were selected. The logistics Clusters was involved in both the road and bridge construction components.

For the road rehabilitation project in Masisi, WFP worked with the government body Direction des Voies et Dessertes Agricoles (DVDA) who was responsible for feeder road maintenance, including the selected sections earmarked for rehabilitation in Masisi. According to an agreement between WFP and DVDA, government engineers oversaw progress of the 12 km road axis rehabilitation. Progress reports were shared on a weekly basis. SAFRICAS, a private construction company contracted for road works on the chosen axis, is one of the most reputable and experienced road construction companies in DRC, thereby ensuring a high probability of success for the project.

With regards to the bridge construction in North Kivu, WFP worked with the governmental road authority, Office des Routes (ODR), who was tasked to maintain primary road axes. ODR was selected as the entity has the required expertise, machinery and qualified engineers to complete the construction of the Bailey bridge. Involvement of North Kivu authorities (Ministry of Infrastructure, Ministry of Agriculture and other local authorities) ranged from the development, execution and monitoring of the bridge construction in the area. The team was composed public and administrative leaders who assisted in organising communities for road maintenance and solving potential land issues.

Performance Monitoring

In October 2016, WFP contracted a team of DVDA engineers to build capacity to complete the 12 km road rehabilitation project. The engineers were present on site three days a week and produced reports and formulated recommendations based on progress.

WFP contracted ODR to implement activities in Saké, while WFP's engineers monitored the progress on a regular basis. The project manager based in Kinshasa visited both sites on a monthly basis to determine progress and challenges.

Representing 10 percent of requirements, WFP received USD 2 million for the operation in 2016. Due to these funding limitations, WFP had to drastically reduce the scope of work. WFP focused on the rehabilitation of 12 km of roads between Ngandjo – Muheto and the construction of the Kahiri bridge.

Results/Outcomes

The road rehabilitation project included recruiting an engineer and a project manager for both road projects. The team conducted the first road assessment in December 2015 in the Masisi region (50 km west of Goma in North Kivu). Two road axes (Rubaya-Kiningi and Masisi cité) were assessed as they were identified as priority routes for the humanitarian community.

Assessment results identified more than 60 hotspots for rehabilitation and WFP decided to focus on a route used to reach Masisi after a bridge collapsed in 2009. The neglected roads have had a detrimental effect on the local rural economy and reopening the route was assessed to provide an alternative route for aid organisations to reach Masisi, as well as boost commerce and agriculture by allowing the transport of local produce to the Goma area.

On completion, the estimated travel time along the 12 km stretch is projected to be reduced by a minimum of one hour, while transport costs could be reduced by up to 20 percent.

The second project, the Bailey bridge construction across the Kihira River in Saké was decided on based on the state of the existing bridge and the risks faced by the community during floods.

The operation has taken an integrated approach for long-term maintenance and sustainability of the road and the bridge. All stakeholders, including local communities and leaders, provincial ministries, contractors and road agencies have been involved at various levels. Civil society leaders, including traditional chiefs called "Mwami", Federation de Enterprises du Congo and local representatives of the chamber of commerce, have played a key role in mobilising civil society and communities to change the existing ad hoc system of road maintenance composed of volunteers towards a more sustainable one.

A number of initiatives are planned to support the maintenance and sustainability of the projects. The Chamber of Commerce has agreed to continue to build awareness among transporters to avoid overloading trucks and compensate road maintenance volunteers. In addition to constructing the bridge, ODR is responsible for the management and maintenance of the bridge and will eventually transfer this responsibility to the community over time. The agency is also working with FONER (the National Road Maintenance Fund) to set up a barrier with a weigh scale before the bridge to reduce the number of overloaded vehicles.

In addition, the Ministry of Infrastructure and the Ministry of Agriculture in North Kivu along with their road maintenance bodies have supported and committed technical assistance by sending engineers to train volunteers on basic road maintenance solutions.

Figures and Indicators

Data Notes

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A road in North Kivu, DRC.

Project Indicators

Output Indicators

Output	Unit	Planned	Actual	% Actual vs. Planned
SO1: Special Operation (Feeder Roads)				
Kilometers of damaged road partially rehabilitated	Km	110	2	1.8%
Number of metallic and/or wooden bridges rehabilitated	bridge	20	1	5.0%