

Food and Agriculture Organization of the United Nations

The Democratic Republic of the Congo Response Plan 2017–2018

Kasaï and Tanganyika Provinces





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FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

Rome, 2017

RECOMMENDED CITATION

FAO. 2017. The Democratic Republic of the Congo. Response Plan 2017–2018, Rome. 14 pp.

Cover photos: ©FAO/Junior D. Kannah, ©FAO/The Democratic Republic of the Congo

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Contents

Acr	onyms and abbreviations	vi
1.	Situation analysis	1
2.	Food security situation	3
3.	FAO's strategic approach	5
4.	Ongoing FAO response in Kasaï and Tanganyika	7
5.	FAO's response plan for 2017	8
	Priority 1. Carry out initial relief interventions in urban centres and rural areas most affected	
	by population movement	10
	Priority 2. Foster access to and production of nutritious food among returnees	
	and in particular women-headed households	11
	Priority 3. Support rural livelihood opportunities, including income generation	
	and social cohesion	11
	Priority 4. Enhance food security coordination, information and analysis at national	
	and regional levels for efficient and effective response in the agricultural sector	12
6.	FAO in the Democratic Republic of the Congo	13

Acronyms and abbreviations

CSI	Coping strategy index
FAO	Food and Agriculture Organization of the United Nations
FCS	Food consumption score
GAM	Global acute malnutrition
IDP	Internally displaced person
IPAPEL	Inspection provinciale de l'agriculture, pêche et élevage
IPC	Integrated Food Security Phase Classification
NGO	Non-governmental Organization
SSSA	Seed System Security Assessment
WFP	World Food Programme

1. Situation analysis

With 80 million ha of arable land and over 1 100 minerals and precious metals identified, the Democratic Republic of the Congo has the potential to provide food for over 1 billion people, eradicate hunger and poverty in the country and to become a driver of African growth. However, the latest Integrated Food Security Phase Classification (IPC) analysis (June 2017) reported a 30 percent increase of people living in food insecurity nationally since 2016 mainly due to the crisis in the Kasaï and Tanganyika provinces. About 7.7 million people are facing crisis and emergency levels of food insecurity (Phases 3 and 4), representing 11 percent of the rural population.

Conflict, mainly affecting eastern provinces for the past two decades, has since broken out elsewhere in the country, causing widespread insecurity and population displacements in North Kivu, South Kivu, Ituri, Tanganyika, Haut-Katanga and Kasaï provinces. Conflict erupted in Kasaï Central in August 2016 between the Kamuina Nsapu militias and the country's army forces, causing the displacement of over 1.4 million people. As of July 2017, there are 3.8 million internally displaced persons (IDPs) in the country, up from 2.2 million in December 2016. People fleeing have not been able to tend their fields. With the exception of cassava and sweet potatoes, all other crops, such as maize, cowpea and rice, have been lost or burnt.

The impact of the conflict's rapid geographical expansion has been dramatic for a population already affected by poverty before the crisis, with around 74 percent of the population living on less than USD 1.25 a day. This is further compounded by a limited dietary diversity and the lack of livelihood opportunities and social, economic and agricultural investments.

In the southeastern part of the country, in the Tanganyika province, the resurgence of old intercommunal violence has forced people from their homes for over a year now. Between September 2016 and June 2017, the number of IDPs has increased from 370 370 to 565 250 (United Nations Office for the Coordination of Humanitarian Affairs, Kalemie).

In particular, women continue to face disproportionate economic, social, and health challenges in the country, including constraints in access to income, land, education and reproductive healthcare. Women in general and young girls in particular have been especially affected by this conflict. Reports have highlighted an increase in cases of

Key figures



3.8 millon people internally displaced. of which 1.4 million in the Kasaï



74% of the population lives on less than USD 1.25 a day



cases of sexual and gender-based violence (August 2016–May 2017)



75% of rural families rely on agriculture for their livelihoods

Funding requirements 2017



to support 106 000 households (530 000 people)

sexual abuse and early marriage. Between August 2016 and May 2017, 1 429 cases of sexual and gender-based violence have been recorded in the three conflict-affected provinces of Kasaï. In the Democratic Republic of the Congo, women victims of sexual and gender-based violence become completely marginalized. Moreover, since the beginning of the conflict, many men have died, which has affected women's inheritance including access to farmland. In the Kasaï, as in many other parts of the country, when the husband or father dies, his family takes everything in the house, including often the house itself. In these cases, women and young girls are left with no resources on which to live.

Similar to the Kasaï, food insecurity has been on the rise in Tanganyika due to a lack of access to food, suspended agricultural activities and insufficient food reserves and income. The previous harvest has either been looted or burnt.

Moreover, since December 2016, fall armyworm (*Spodoptera frugiperda*) outbreaks have severely affected maize production. This adds to other plant diseases such as banana wilt and the cassava brown streak and mosaic. In various parts of the country, the humanitarian situation has been exacerbated by cholera and measles outbreaks.

While a significant amount of the national budget will be allocated to organizing the next political elections, the remaining human and financial resources will not allow to meet the needs of the population living in the conflict-affected provinces.

In line with the existing national food security programme, and together with other United Nation agencies (in particular the World Food Programme [WFP] and the United Nations Children's Fund) and partners, through food security and nutrition interventions, the Food and Agriculture Organization of the United Nations (FAO) focuses on building resilience by helping people recover from and prevent conflict, in a way that reduces social inequalities and builds social cohesion. As over 75 percent of rural families rely on agriculture for their livelihoods, the provision of inputs, the availability of which has been affected by the conflict, is critically needed in order to resume agricultural activities and restore livelihoods.

In a context of chronic poverty, lacking livelihood opportunities, youth suffer from an increasing sense of desperation and become involved in uncivil acts. Whenever there are windows of opportunities for peace, FAO will work towards enhancing resilient rural livelihoods targeting youth as a robust basis for peaceful societies.

As the security situation remains unpredictable, FAO's Response Plan has been designed with a flexible operational framework to adjust to the context. Two main scenarios for the next 6 to 12 months have been identified and will guide project management.

Scenarios	Description		
First scenario	The efforts to stabilize the Kasaï provinces and to reconcile the different stakeholders in Tanganyika province pay off and more areas become accessible. A certain level of confidence is slowly established, with a progressive return of displaced populations to their areas of origin. Sustained agricultural support will be needed for returnees to allow for the return to a peaceful life. In all areas, governments manage to redeploy at least a certain level of civil administration. However, some IDPs might decide to remain in urban centres and develop new livelihoods there. Overall, agricultural activities and trade resume and significantly contribute to the improvement of the humanitarian situation.		
Second scenario	In the near future the current situation prevails with the same number of IDPs. Back and forth movements to the villages take place but people are still hesitating to resettle in their areas of origin, particularly where the intercommunal conflicts took place. The humanitarian assistance is insufficient to respond to the situation. Poverty and malnutrition increase, as the situation deteriorates, with large population movements towards urban centres as a coping mechanism against increased poverty.		

Table 1. Identified scenarios for the next 6-12 months

2. Food security situation

The latest IPC analysis (June 2017) reported that about 7.7 million people are facing crisis and emergency levels of food insecurity (Phases 3 and 4), representing 11 percent of the rural population. The 30 percent increase of people living in food insecurity nationally since 2016 is mainly due to the crisis in the Kasaï and Tanganyika provinces, causing the displacement of nearly 2 million people most of whom are farmers.

Forty-three percent of all households in IPC Phases 3 and 4 across the country are in the Kasaï and Tanganyika provinces. Moreover, if only Phase 4 is taken into consideration, 86 percent of those facing emergency levels of food insecurity are in these provinces. In June 2016, a year before the latest IPC, none of these provinces were in Phase 4. In all the Phase 3 provinces, the global acute malnutrition (GAM) rate is over 10 percent, and the food consumptiongapissignificant, withmosthouseholdshavingaccesstolessthan1 800kcalperdayperperson.Inaddition, food prices have increased following the spread of fall armyworm in nearly 80 of the country's 145 territories (each of the 26 provinces is divided into several territories), with a significant impact on maize production.

The Phase 4 areas are witnessing an extreme loss of livelihoods assets. Between 40 and 60 percent of the households were forced to adopt negative coping mechanisms to cope with the situation, while nearly 15 percent went to the extreme, selling all their assets. In Tanganyika, the food consumption score (FCS) varied from 39 to 60 percent before the shock, the coping strategy index (CSI)¹ was 20 and the overall GAM rate was 12 percent. After the conflict, the FCS deteriorated to between 54 and over 90 percent, the CSI from 22 to 40 and the GAM rate to 16 percent. In the Kasaï, the FCS reached nearly 84 percent of households, the CSI was at 16.2 and the GAM rate varied between 11 and 14 percent, with a mortality rate for children under five ranging from 1.13 to 2.77. Overall, the Democratic Republic of the Congo has never been so close to Phase 5 at this scale since the IPC has been developed.



¹ FCS is calculated based on what the household consumed the seven days prior to the survey, while the CSI is based on a list of coping strategies, such as limiting the portion eaten or reducing the number of meals.

Province	Rural population	IPC Phase 3	IPC Phase 4	Total IPC Phases 3 and 4	Percentage of total population in IPC Phases 3 and 4
Kasaï Oriental	1 791 054	260 527	148 393	408 920	23%
Kasaï Central	3 286 836	733 710	388 754	1 122 464	34%
Kasaï	4 215 517	451 499	399 434	850 933	20%
Tanganyika	2 815 855	561 298	358 093	919 391	33%
Total	12 109 262	2 007 034	1 294 674	3 301 708	27.2%

Table 2. Results of the latest IPC analysis (June 2017)

Conflict is the main cause behind the deteriorating food security situation, as it has hampered access to fields in the affected provinces, impacting food production levels. Two consecutive agricultural seasons have been lost. The high poverty incidence for nearly 65 percent of rural households, the alarming number of IDPs (3.8 million, July 2017) and the steady depreciation of the Congolese franc are all compounding factors. Finally, half a million refugees from Burundi, the Central African Republic and South Sudan live in host communities, sharing the same livelihoods in this extremely vulnerable context.



Current Acute Food Insecurity Overview, June – December 2017



3. FAO's strategic approach

Agriculture plays a crucial role as the only sector able to provide nutritious food, livelihoods and income. It is the main occupation of 75 percent of the poor rural populations, particularly women as many men have been killed during the conflict.

The recent outbreak of a new wave of violence in the Kasaï and Tanganyika provinces has dramatically worsened the humanitarian context. Households have been forced to take on risks in order to meet their basic needs, including accepting work in fields in insecure areas. Nevertheless, in some areas, particularly around Kananga, a process of stabilization and return had been initiated, reinforced by the presence of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo. There is an urgent need to support a recovery and reintegration process in these areas and to provide peace dividends, allowing youth and vulnerable people to regain hope and dignity and helping to prevent them from joining militias.

As the situation evolves and access enables better information to be collected, the emergency response should take an integrated twin track approach, providing lifesaving assistance while addressing the longer-term issues. Immediate support to smallholder agricultural production through the provision of seeds, tools, small livestock and small-scale livelihood starter kits is crucial in order to save lives, protect livelihoods and build the resilience of IDPs, returnees and host communities. Ensuring sustainable and equitable access to resources and services and

sustainable growth of livelihood opportunities is equally a priority. Strengthening resilience by increasing livelihood diversification and accumulation, linking emergency to recovery enables food insecurity and some of the drivers of conflict and instability, such as poverty, to be addressed at the same time.

Thanks to FAO activities, the affected population will see their food access and dignity restored through food production and income generation. This will improve nutrition thanks to animal proteins and legumes, which the affected population currently has extremely limited access to. FAO wishes to improve social capital and help identify the needs of specific groups among displaced and host communities, providing assistance that addresses social issues and increases people's awareness and knowledge through group sessions on health, nutrition, literacy and gender equality, depending on the context.

FAO's livelihood restoration intervention is beeing coordinated with all other relevant food security partners in the provinces and others (e.g. UN agencies such as WFP, national authorities such as *Inspection provinciale de l'agriculture, pêche et élevage* [IPAPEL] and national and international Non-governmental Organizations [NGOS]). A large portion of the displaced population still cannot be reached by humanitarian workers due to insecurity and access restrictions. Regardless of whether the security scenario improves, stabilizes or deteriorates, it is vital to prevent the food security and nutrition and livelihoods of the affected population from deteriorating further by assisting them where they are.

In the Kasaï region, priority will be given to Kasaï and Kasaï Central provinces, as more than 85 percent of the IDPs, the majority of them farmers, are currently in the Tshikapa, Kananga, Dibaya and Luiza towns/territories.

In line with the Food Security Cluster guidelines, FAO will promote the combination of geographic (areas in IPC Phases 4 and 3), community vulnerability targeting and priority criteria, such as access to land and suitable sites for agricultural work. Furthermore, priority will be given to internally displaced and returnee households, households with malnourished children, women- and child-headed households, elderly and pregnant IDPs.



Crop calendar

4. Ongoing FAO response in Kasaï and Tanganyika

To date, FAO has reached over 7 200 households (36 000 people) in the three provinces of Kasaï (Kasaï, Kasaï Oriental and Kasaï Central) and 900 households (4 500 people) in Tanganyika (Kalunga, Moni and Katanika sites) with short-cycle nutritious vegetable seeds and tool kits, enabling each household to produce a minimum of 2.5 acres of mixed leafy greens and other vegetables. Community-based groups received seeds and training on seed multiplication techniques to improve seed availability in the Kasaï provinces.

Current funding will only enable approximately 2 500 households (12 500 people) in the Tanganyika province and another 7 500 households (37 500 people) in the three Kasaï provinces to be reached.



Agnès Lupetu, IDP, Kasaï

"The militia burnt my house and I was severely burnt. My six children died in the fire. My husband tried to escape, but he's still missing. It's been three months now. I stayed two days in the bush without treatment. Some people passing by brought me to Tshikapa where I received a plot of land. Here I was able to start cultivating haricot beans."



Lazare Mashala, host family member, Kasaï

"Out of love for our neighbour, I could not let people suffer before my eyes. This is why I now host four displaced families. I encourage them to cultivate the land. This will allow us to increase our agricultural production. The support that FAO has provided has allowed me to learn many new agricultural techniques. Plants are like people, they require care and food."



Godet Tshitita, IDP, Kasaï

"My parents were murdered. Our house was burnt down. I had to leave behind my parents' animals – goats and pigs – and everything I had. Today, I have to start all over again in Tshikapa. Thanks to support from FAO and partners, I started producing amaranth, cabbage and eggplant. I was able to sell some of it and buy salted fish and dried meat, as well as soap and clothes."

5. FAO's response plan for 2017

Objective: Improve the living conditions of crisis-affected populations by enabling the most vulnerable people to produce food, generate income and return to a normal life



Duration September 2017-June 2018



FAO requires USD 21 million to assist **106 000 households** (530 000 people)

of which 60 000 in Kasaï and 46 000 in Tanganyika

Priorities



Carry out initial relief interventions in urban centres and rural areas most affected by population movements (September 2017–March 2018)

- Support short-cycle vegetable production and nutrition-sensitive agriculture.
- Cash transfers and voucher programmes.

	KASAÏ (three provinces)	TANGANYIKA	
Targeted beneficiaries	200 000 people	150 000 people	
Budget	USD 5 969 000	USD 5 969 000	



Foster access to and production of nutritious food among returnees and in particular women-headed households (September 2017–March 2018)

- Support small livestock production (small livestock specific for children and women such as guinea pigs,poultry, etc.).
- Restore agricultural production and improve food processing equipment for farmers' organizations and women's associations.
- Seed multiplication and crop diversification.

	KASAÏ (three provinces)	TANGANYIKA	
Targeted beneficiaries	200 000 people	150 000 people	
5 Budget	USD 2 637 000	USD 2 038 990	



Support rural livelihood opportunities, including income generation and social cohesion (June 2017–June 2018)

- Promote the *caisses de résilience* approach.
- Support sustainable food production.
- Reinforce social dynamics, addressing nutrition, literacy, gender equality and community cohesion.

	KASAÏ (three provinces)	TANGANYIKA	
Targeted beneficiaries	100 000 people	95 000 people	
Budget	USD 2 994 000	USD 2 262 380	



Enhance food security coordination, information and analysis at national and regional levels for efficient and effective response in the agriculture sector (September 2017–March 2018)

• Support the coordination of humanitarian actors in the food security sector, strengthening province and territory level coordination and linkages for harmonized emergency response and recovery.

	KASAÏ (three provinces)	TANGANYIKA
s Budget	USD 250 000	USD 250 000



Priority 1 Carry out initial relief interventions in urban centres and rural areas most affected by population movement

As already initiated in Tshikapa, Kabeya Kamwanga and Tshimbulu urban and peri-urban settings, targeted households will receive short-cycle nutritious vegetable seeds and tool kits that enable each household to cultivate a minimum of 2.5 acres with mixed leafy greens and other vegetables. FAO plans to further reinforce and extend support to short-cycle vegetable production in order to increase the consumption of nutrient-rich foods for displaced and host communities. Each month they will be able to access food and generate produce valued at approximately USD 100 per month per family. Kitchen garden techniques will be promoted to enable production where there is no access to land plots and to concentrate vegetable availability near schools, health centres, etc.

As a second step and in support of returnee communities, the programme envisages a similar approach. This will ensure that within a few weeks, households will be able to consume and sell what they have produced, generating some income.

During this initial phase and based on potential market assessments, FAO will explore the possibility of shifting to cash-based interventions (voucher programmes or cash transfers) in order to address the needs of vulnerable groups.

To date, thanks to FAO's ongoing projects, over 50 ha of lowland have been planted with amaranth, okra and sweet potatoes by IDPs, with assistance from NGO partners. These cultivated areas are becoming a social platform where IDPs can produce food for consumption and sale, but also resume normal life activities. Moreover, it allows women and men to restore their dignity and use this return to agricultural life as a psychological support. As the security situation improves, FAO and its partners intend to replicate such socio-economic initiatives in other cities, such as around Luebo and Mweka, targeting around 10 000 families.



Priority 2

Foster access to and production of nutritious food among returnees and in particular womenheaded households

Prior to the crisis, households' diets in the affected provinces were generally poor and based on carbohydrates. For years, most households have consumed inadequate levels of food. The lack of protein is one of the aggravating factors of malnutrition in children. Therefore, it is essential to support both the intensification and diversification of agricultural production as a matter of urgency.

Moreover, taking into consideration the nutritional deficit among the population, particularly in children, FAO will train beneficiaries to breed guinea pigs, which are rich in protein and traditionally taken care of by children, as well as rabbits. One guinea pig breeding unit will be set up next to selected schools, enabling the schools to increase protein consumption and sell to families in the villages and/or other schools. The programme will also rehabilitate 100 smallholder aquaculture sites, which will benefit 1 000 households in the surrounding areas of the city of Kananga.

Regarding sustainable food production, FAO will support the production of 1 250 tonnes of seeds through 500 farmers' associations from the targeted villages. This will require the procurement of 65 tonnes of quality seed from seed multiplication sites under the supervision of the national seed service. The seed produced will then been distributed to 50 000 households. By selling their seed, each of the 500 seed producer groups will earn between USD 1 000 and USD 2 000. Around half of this amount will then be invested in the savings and loan schemes in order to revitalize the household economy.

Much agricultural infrastructure has been destroyed during the conflict. In an effort to build back better, agricultural recovery cannot be considered without community-based warehouses. Forty warehouses will be built and each will store 15 tonnes of food, where 30 households will be able to protect 500 kg of maize and cowpea.

A recent Seed System Security Assessment (SSSA) conducted in May 2017 in Kasaï Oriental province reported alarmingly high losses (25 to 95 percent) of stored maize and legumes (groundnut, cowpea and soybean).² Similar studies (SSSA Kalémie and Katanga 2012) have underlined the same issues. Therefore, specific activities will be carried out to improve storage options, with a preference for locally developed facilities in order to ensure a high degree of sustainability.

Priority 3

Support rural livelihood opportunities, including income generation and social cohesion

As some areas begin to stabilize, and with the humanitarian-development nexus in mind, FAO will adopt a participatory approach, inspired by the *caisses de résilience* concept, which provides an opportunity to work around the empowerment of local socio-economic structures such as women's associations, farmers' groups and parent school associations.

The *caisses de résilience* approach bridges the relief intervention with agriculture recovery by addressing the three main pillars of rural livelihoods:

- sustainable food production through access to agricultural inputs and participatory training;
- revitalization of the household economy through conditional cash transfers linked to community savings and loan schemes; and
- reinforcement of social dynamics, addressing nutrition, literacy and community cohesion.

For these three pillars, lessons have been drawn from past FAO activities, such as farmer field schools, village savings

² SSSA in the province of Kasaï Oriental within the Democratic Republic of the Congo, Draft report, May 2017, Catholic Relief Services.

and loan schemes and Dimitra listeners' clubs, in several provinces, including in the Kasaï region, namely Sankuru and around Mbuji Mayï.

This integrated approach will enable the affected population, organized into community-based groups, to resume their agricultural activities and access community-based savings and loans to diversify livelihoods. It will also enable members – women, men and youth – to share concerns, take collective action and become agents of change, especially in terms of social cohesion for development. In each targeted village, the project will support one or two groups for the three pillars.

Building on the Safe Access to Fuel and Energy work, FAO will promote a multidisciplinary methodology to reduce environmental, health and protection risks associated with the lack of fuel in displacement settings in the conflict-affected provinces, particularly related to the need for women to collect firewood.

The methodology comprises three interlinked pillars: (i) ensuring a sustainable supply of energy by establishing and promoting agroforestry and the community-based production of bamboo; (ii) addressing energy demands by promoting fuel-saving cooking practices and fuel-efficient technologies; and (iii) promoting sustainable livelihoods and diversification to build resilience through the production of marketable products, such as fuel-efficient stoves using local materials. Rapid assessments of the demand for energy in both displacement hotspots and returnee areas, and of the potential availability of sustainable energy for cooking – including but not limited to fuelwood – as well as potential small-scale energy-related income-generating activities will be important first steps in this endeavour.

By supporting rural livelihoods and income generation, the response aims to help the targeted population recover sustainably from the current crisis. A priority focus on youth will help drive the region's social and economic stabilization in the longer term. Improving livelihood options, particularly for young people, will be sought through income-generating activities such as cash-for-work and other conditional cash-based approaches (e.g. FAO's Cash+).

Priority 4

Enhance food security coordination, information and analysis at national and regional levels for efficient and effective response in the agriculture sector

As co-leader of the Food Security Cluster in general, and of the working groups in Kananga, Tshikapa and Kalemie in particular, FAO, along with the World Food Programme, will continue to support the coordination of humanitarian actors in the food security sector. FAO will especially focus on strengthening provincial and zonal coordination and promoting linkages for harmonized emergency response and recovery, including assessing gaps and strengthening stakeholder engagement and Do No Harm principles. Beneficiary targeting criteria for this programme will be in line with this coordinated complementary approach.

In late 2016, the Ministry of Agriculture created the Food Security Coordination Unit and early warning system (*Cellule de coordination de la sécurité alimentaire et de l'alerte précoce*), which will be responsible for providing regular updates on the food security and agricultural situation across the country through decentralized technical entities, including the IPAPEL and *Inspection territoriale de l'agriculture, pêche et élevage* at territory level. The national Nutrition Surveillance, Food Security and Early Warning System is the oldest existing information system in the country. It is based within the National Nutrition Programme under the Ministry of Health. It is mainly shaped by nutrition indicators and currently does not address food security and agriculture issues.

The data collected through the early warning systems described above feeds into the annual IPC Acute Food Insecurity analysis in the Democratic Republic of the Congo. The IPC was first introduced in the country in 2007–2008. IPC analyses have been conducted once or twice a year depending on data availability, bringing the number of IPC cycles completed to date to 15. FAO aims to enhance information availability by conducting and supporting various assessments to inform timely and effective decision-making. This will include support to regular information sharing platforms and mapping of interventions, technical studies, planning, preparedness and early warning, as well as food security, livelihood, seed, crop and livestock assessments.

7. FAO in the Democratic Republic of the Congo

FAO has been working alongside the Government of the Democratic Republic of the Congo since 1978, and implementing a mixture of development and emergency livelihood interventions since 1998. FAO is working to improve the sustainable supply of goods and services for agriculture, livestock, forestry, fisheries and other renewable natural resources, rural poverty reduction and initiation of more inclusive and effective agricultural and food systems at local and national levels.

FAO's country programme focuses on three priority areas:

- improving governance of the agriculture, rural development, natural resources and environmental sectors;
- developing plant, animal and fish subsectors under a value chain and agribusiness approach; and
- protecting the environment and combating the effects of climate change.

Investing in agriculture-based livelihoods from the onset of a crisis saves lives, protects livelihoods and lays the foundations for recovery and resilience building. With one main office in Kinshasa, eight suboffices across the country and more than 150 staff, FAO's presence and ongoing projects and programmes allow for the Organization to be well placed to rapidly upscale its emergency interventions in the worst-hit areas of the country.

In 2016, FAO promoted, among others, the knowledge and use of technologies through farmer field schools for 24 870 households; built 34 storage, conservation and transformation infrastructures; and started 125 community listeners' clubs within its women's empowerment programme support. FAO has developed specific expertise in the Democratic Republic of the Congo on building bridges between emergency and development programmes.





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