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# Evaluation of Democratic Republic of the Congo Interim Country Strategic Plan 2018-2020

Evaluation Report: Volume I



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# Executive Summary

## INTRODUCTION

### Evaluation features

1. The evaluation of the interim country strategic plan (ICSP) for the Democratic Republic of the Congo was conducted between October 2019 and March 2020 and covered WFP strategy, interventions and systems for the period between 2017 and 2019. It served the dual purpose of accountability and learning by assessing the actual results achieved against plans while creating opportunities for learning at the national, regional and corporate levels. The results of the evaluation informed the preparation of the new country strategic plan (CSP) for the Democratic Republic of the Congo.
2. The evaluation took a utilization-focused and consultative approach. During the evaluation's inception phase, the evaluation team identified four thematic areas of particular relevance to the country that helped define the lines of enquiry for each evaluation question: WFP's adaptation to extreme conditions in the country; the integration of WFP's interventions within the humanitarian-development-peace nexus; priority setting and targeting; and strategic partnerships.
3. The main evaluation mission to the Democratic Republic of the Congo took place over three and a half weeks in November and December 2019. It included interviews with a variety of stakeholders in the capital and during two weeks of field visits to WFP intervention areas. The evaluation also included a community mini-survey to explore perceptions of WFP's performance in targeting and accountability to affected populations. Evaluation findings and recommendations were discussed internally at WFP during an online workshop in March 2020.
4. The evaluation focused on the gender dimension of programmes by recognizing cultural biases, achieving a gender balance in survey respondents, seeking out beneficiary groups of women and girls and analysing results from the perspective of women. Limitations of the evaluation were inconsistencies in outcome-level data among provinces, changes in reporting formats over the evaluation period and restricted access to some field locations and activities because of security constraints and Ebola-related travel restrictions. However, adequate data were available and sufficient sites were visited to offer insights on all priority themes, interventions and processes.

### Context

5. The Democratic Republic of the Congo is the second largest country in Africa, endowed with abundant natural resources and a young, highly diverse population of about 84 million people that is expected to double in the next twenty years. Agriculture employs 70 percent of the population and provides 40 percent of gross domestic product. Despite very favourable natural conditions for agriculture, the vast majority of farmers are subsistence farmers and the Democratic Republic of the Congo is a food-deficit country. Decades of poor governance and foreign interference have created fragile situations throughout the country, characterized by dysfunctional institutions with widespread corruption, highly deteriorated public infrastructure and poor public services, recurring conflict and violence mostly linked to natural resources, forced movement of populations, disease outbreaks, limited access to agricultural land and markets and restricted humanitarian access.
6. The Congolese conflicts started in 1996 and constitute one of the world's most severe prolonged crises. Despite several peace agreements, intermittent cycles of severe conflict continue to affect the eastern provinces. Intercommunal and interethnic conflict is also frequent, and the number of internally displaced persons has steadily increased to 4.5 million. About 0.9 million Congolese have fled the country, while about 0.5 million refugees fleeing violence in neighbouring countries have taken refuge in the Democratic Republic of the Congo. Since the start of 2018, the country has experienced two separate Ebola outbreaks, first in Equateur Province and then in North Kivu and Ituri provinces. The later outbreak is by far the country's largest on record and is classified as a public health emergency of international concern by the World Health Organization (WHO). The country also experienced outbreaks of measles and cholera in 2019.
7. In this context, development indicators remain extremely low, with the Democratic Republic of the Congo ranked 179th of 189 countries on the Human Development Index in 2019 (table 1). An estimated

76.6 percent of the population lives on less than USD 1.90 a day. In 2019, 15.6 million people, including 4.6 million children, were in Integrated Food Security Phase Classification (IPC) category 3 or higher (crisis and emergency levels). A further 27 million people were in IPC category 2 (stressed). Stunting affected 43 percent of children under 5, while 8 percent suffered from wasting and 22 percent were underweight. Internally displaced people and returnees affected by armed conflict are the groups most affected by acute food insecurity.

<b>TABLE 1: SOCIOECONOMIC INDICATORS</b>			
	<b>Indicator</b>	<b>2017</b>	<b>2019</b>
1	Total population (1)	81 398 764	84 068 091 (2018)
2	GDP per capita (USD PPP) (1)	888.6	932.1 (2018)
3	Urban population as percent of total population (1)	43.88	44.46 (2018)
4	Human Development Index score and ranking (2)	0.435 (176th of 188) (2016)	0.459 (179th of 189)
5	Population < poverty line PPP USD 1.90 a day (%) (2)	77.1 (2016)	76.6
6	Population in severe multidimensional poverty (%) (2)	72.5 (2016)	74.0
7	Life expectancy at birth (2)	59.1(2016)	60.4
8	Percent of children under 5 who are stunted (2)	42.6 (2010–2015)	42.7 (2010–2016)
9	Maternal mortality ratio (per 100,000 live births) (2)	693 (2016)	693
10	Prevalence of HIV (percent of population age 15–49)	0.8 (2016)	0.7 (2018)
11	Gender Inequality Index (2)	0.663 (153rd of 160)	0.655 (156th of 160)
12	Percent of population age 25 and over with at least secondary education (2)	Women: 14.5 Men: 35.0 (2005–2015)	Women: 36.7 Men: 65.8 (2010–2018)
13	Labour force participation rate (percent of total population age 15+ and over) (2)	Women and girls: 70.5 Men and boys: 71.8	Women and girls: 60.8 Men and boys: 66.5

GDP = gross domestic product; PPP = purchasing power parity.

Sources: 1) World Bank; 2) human development reports and statistical updates 2016–2019.

## **1.1 The interim country strategic plan for the Democratic Republic of the Congo**

8. Prior to the ICSP, the bulk of WFP support was directed to delivering food assistance for victims of armed conflict and for other vulnerable groups and supporting logistics for the humanitarian community. In response to the changing political situation, it was decided that in the Democratic Republic of the Congo a full CSP would be preceded by an ICSP covering the period from 2018 to 2020 without introducing any major strategic shifts. The ICSP has the aim of achieving the five strategic outcomes presented in table 2.

TABLE 2: STRATEGIC OUTCOMES OF THE DEMOCRATIC REPUBLIC OF THE CONGO INTERIM COUNTRY STRATEGIC PLAN		
Strategic outcome	Percent of total	
	Original budget (% of total)	Budget revision 5 (% of total)
1: Targeted food-insecure populations affected by shocks are able to meet their basic food requirements in times of crisis	66	59
2: Food-insecure and vulnerable populations in conflict- and shock-affected areas have improved nutrition status in line with national protocols by 2020	7	22
3: Smallholder farmers and vulnerable communities in targeted and crisis-prone areas, especially in eastern parts of the country, enhance their productive livelihoods and improve their food security and resilience by 2020	9	8
4: National institutions have strengthened capacity to reduce food insecurity and malnutrition and respond to shocks by 2020	1	1
5: The humanitarian community has the capacity to respond to shocks through strategic partnerships by 2020	16	10
<b>Total</b>	<b>100</b>	<b>100</b>

Sources: Democratic Republic of the Congo interim country strategic plan (2018–2020) and Democratic Republic of the Congo interim country strategic plan, revision 5.

9. The original ICSP foresaw an overall budget of approximately USD 723 million and a total of 6.7 million beneficiaries over three years. The budget was revised upwards five times in 2018 and 2019 to align it with increases in need resulting from a deteriorating humanitarian situation, bringing the overall budget to USD 1.19 billion and almost doubling the number of planned beneficiaries to 11.7 million. WFP received funding from 24 donors during the evaluation period, with the United States of America, the United Kingdom of Great Britain and Northern Ireland and Germany the largest contributors.

10. In 2019, WFP intervened in 10 of the country's 26 provinces (figure 1). In addition to the country office in Kinshasa, WFP also had 19 area and suboffices in the country employing 643 staff members.

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