



**Global Agriculture and Food Security Program (GAFSP)
Public Sector Window
2019 Call for Proposals**

Proposal Document – 10 September 2019 – Final Version

Country: Democratic Republic of Congo (DRC)

**Project Name: Resilience and Nutrition in Great Lakes Region
(RENUGL)**

(This report was translated from its original version in French)

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Part 1: Summary of Overall Agriculture and Food Security Strategy and Associated Investment Plan

1.1 Overall sector strategy and investment plan, and past performance

- 1) Overall agriculture and food security strategy objectives and how these respond to the country's fragility (economic, environmental, societal, security, climate, other):

1. The Democratic Republic of Congo (DRC²) is **sub-Saharan Africa's largest country**, extending across a land area of 2.3 million square kilometers with a **population of 78.7 million**, more than 60% of whom live in rural areas. It has significant potential for economic development with 80 million hectares of arable land, 125 million hectares of forests, more than 1,100 types of precious minerals and materials, good availability of surface and groundwater, and a favorable climate for many types of crops³.

2. Unfortunately, recurrent **violence and insecurity** linked to internal conflicts have torn the country's social fabric apart. More than 3.5 million people have lost their lives since the war began in 1998, nearly half of them being children under the age of five⁴. In January 2018, DRC was home to 540,000 refugees and 4.5 million displaced people, exacerbating tensions with local communities over access to land resources, particularly for women⁵. Since the 1990s, extreme violence against women has been used as a means of terror. The media coverage of these practices⁶, as a result of the 2018 Nobel Peace Prize, has resulted in investment decisions of nearly USD 100 million for the "Gender Based Violence Prevention and Response Project"⁷.

3. Annual real **GDP growth is irregular**: 6.9% in 2015; 2.4% in 2016 and 3.4% in 2017. The country remains highly vulnerable to inflation, which reached 54.7% in 2017. More than half of the

² The full list of Acronyms is provided in Appendix 4

³ <http://www.banquemonddiale.org/fr/country/drc/overview>

⁴ Banque Mondiale – 2018 - systematic country diagnostic DRC march 2018

⁵ <http://www.banquemonddiale.org/fr/country/drc/overview>

⁶ <https://fr.unesco.org/courier/supplement-numerique/interview-prix-nobel-paix-2018-denis-mukwege-vie-dediee-aux-femmes>

⁷ People in Need – 2019 – Needs Assessment report, Lemera health Zone, Uvira Territory, South Kivu, Democratic Republic of the Congo.

population is affected by poverty. The incidence of poverty from 71 to 64% between 2005 and 2012 resulted from the Government's efforts - in a context of recurrent conflict - to achieve MDG 1. The prevalence of poverty is higher in rural areas and in conflict-affected provinces with rates ranging from 73% to 93.6%⁸. The Human development Index ranked 176th out of 187 countries in 2018⁹. While still very low, it shows an improvement of 11 places between 2011 and 2018.

4. Between 2017 and 2018, the number of people in **food crisis** increased from 7.7 million to 15.6 million. In 2018, the situation deteriorated with more than 3.7 million children suffering from acute malnutrition, including 1.7 million children with severe acute malnutrition (SAM). South Kivu is the most affected region with a dramatic 30.1% rate of global acute malnutrition (GAM), including 8.6% of SAM¹⁰. The causes of malnutrition are multiple: i) recurrent conflict and insecurity; ii) inadequate dietary intake especially among women of childbearing age and children; iii) lack of production and access to nutritious and diversified food throughout the year; iv) extremely low income; (v) the high social vulnerability of women and girls; (vi) the recurrence of diseases; (vii) poor health, hygiene and access to water and; (viii) poor childcare practices.

5. In terms of **health**, the population is heavily affected by malaria, severe diarrhea, typhoid fever, acute respiratory infections and anemia. Since August 2018, the country is also facing the worst EBOLA epidemic since 1976, with more than 1,772 deaths to date¹¹.

6. Despite all these challenges, DRC' has a **vast agricultural potential**, which is underused (i) only 10% of its 80 million ha of agricultural land is used annually; (ii) climatic and ecological conditions are very favourable to a wide range of crops; and (iii) a rural population composed of more than 70% smallholder farmers; (iv) a large regional market of more than 200 million inhabitants. Improving agricultural productivity combined with the development of basic infrastructure and services should contribute to improving the food and nutritional status of vulnerable communities.

7. In an effort to revive the country, DRC is currently developing a **multisector plan** integrating the long term goals, national sectoral strategies and policies as well as international commitments made by the DRC, including the compliance with the SDGs. It is composed of: Book 1 on the vision of the DRC by 2050; Book 2 composed of global and sectoral strategies and; Book 3 presenting the National Strategic Development Plan (NSDP) 2018-2022 together with provincial extensions 2018-2022". The NSDP has four main objectives: i) stabilize/rebuild areas affected by conflicts; ii) consolidate and maintain strong economic growth; iii) support and create decent jobs; and iv) improve the level of human development¹².

8. In order to respond to the **vulnerability** of populations, this plan aims to immediately improve the living conditions of people affected by the crisis through meeting the basic needs of people in situations of acute vulnerability, mainly as a result of armed conflict, violence and natural disasters. To this end, a multisector response is organized to enable them to meet their basic needs, access essential services, and maintain their livelihoods, while ensuring their protection.

9. In the framework of the Comprehensive Africa Agriculture Development Programme (**CAADP**), the Government has developed and validated: (i) its Sector Strategy for Agriculture and Rural Development (2010), and; (i) its associated National Agriculture Investment Plan (**NAIP**) 2013-2020. Complementary aspects related to land management, market functions and the management of

⁸ UNDP – 2013 – Poverty Rate by province in DRC

⁹ UNDP – 2018 – Human Development Index HDI

¹⁰ People in Need – 2019 – Needs Assessment report, Lemera health Zone, Uvira Territory, South Kivu, Democratic Republic of the Congo.

¹¹ OMS (WHO) – 2019 – Bulletin d'information sur les flambées épidémiques (Maladies à virus EBOLA/RDC)

¹² <https://zoom-eco.net/developpement/rdc-elaboration-du-plan-national-strategique-de-developpement-2018-2022/>

social safety nets are addressed by the Law on Fundamental Principles for Agriculture and by relevant policy documents by the Ministries of Commerce and Social and Humanitarian Affairs, respectively.

10. The **overall objective of the NAIP** is to stimulate sustained annual growth in the agricultural sector of more than 6%, to halve poverty, ensure food and nutritional security for the Congolese population and generate decent jobs and incomes. The document defines five priorities: i) Promote agricultural value chains, especially food value chains, and develop agri-business to improve the incomes of farmers and other operators in the sector; ii) Improve the management of people’s food and nutrition security and establish strategic reserves; iii) Develop and disseminate research products to users and improve the level of professional competence of the various actors; iv) Improve agricultural governance, promote gender mainstreaming and strengthen human and institutional capacities; and v) Reduce the vulnerability of the agricultural sector to climate change.

2) Alignment of strategy objectives (as stated in 1 above) to Sustainable Development Goals 1 and 2:

11. NAIP was developed before the Agenda 2030 and at the time was aligned to the MDGs: its strategic objectives to the MDGs. It appears today that its five strategic objectives are expected to largely **contribute to SDG2 and to some SDG1 targets** as shown in the following Table 1. These strategic NAIP objectives would also contribute to the achievement of main targets of SDG 5 (gender equality), SDG 8 (decent work and economic growth), SDG 12 (sustainable consumption and production) and SDG 13 (climate action).

Table 1. Contributions of NAIP Strategic Objectives to SDG1 and SDG 2

NAIP Strategic Objectives	Expected Contributions to SDG 1 and 2 targets
SO1. Promote agricultural value chains and develop agri-business in order to ensure sustainable food security and improve the incomes of farmers and other operators in the sector	Target 2.1 end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round Target 2.3 double the agricultural productivity and incomes of small-scale food producers Targets 1.1 (eradicate extreme poverty for all people everywhere) and 1.2 (reduce at least by half the proportion of men, women and children of all ages living in poverty) through improvement in incomes
SO2. Improve the management of food and nutrition security and build strategic reserves	Target 2.1 end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round Target 2.2 end all forms of malnutrition
SO3. Develop and disseminate research products to users and improve the level of professional competence of the various actors	Target 2.3 double the agricultural productivity and incomes of small-scale food producers
SO4. Improve agricultural governance , promote gender mainstreaming and strengthen human and institutional capacities	Target 1.4 by 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance
SO5. Reduce the vulnerability of the agricultural sector to climate change	Target 2.4 ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought,

	flooding and other disasters and that progressively improve land and soil quality Target 1.5 By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters
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- 3) Description of the national strategy and investment plan to achieve the food security objectives (components, activities, and indicative costs), highlighting any dimensions relating to managing risks associated with fragility, conflict, or violence:

12. The following Table provides a breakdown of the NAIP in programs and components with their estimated costs. The NAIP **was developed before the on-going acute situation of instability, conflict and violence** and therefore does not directly address a way to manage the risks associated with the current situation. The above-mentioned multi-sector plan will be the suitable tool to address the issues of violence and instability. Yet, some important NAIP features contribute to mitigate some risks associated with instability (early warning system, strategic food reserves) or vulnerability such as the fifth programme dedicated to climate change adaptation. In addition, as evidenced in the second part of the document, this proposed project for GAFSP financing is based on features aimed to address these issues and therefore considered as an attempt to implement priority NAIP interventions with a resilience and conflict – mitigating lens.

Table 2: NAIP Programmes, Components and Estimated Costs

NAIP Programmes and Components (2013-2020)	Cost (US\$ Million)
Program 1 : Promotion of Agricultural value chains and agri-business	3,652.5
1.1 : Development of Crop Value Chains	1,936.7
1.2 : Development of Livestock Value Chains	630.8
1.3 : Development of Fish Value Chains	166.1
1.4 : Establishment of Clusters of Agricultural Enterprises	904.9
1.5 : Norms and Quality Control of Agricultural Products	14.0
Program 2 : Management of Food and Nutrition Security and of Strategic Reserves	536.9
2.1 : Establishment and Strengthening of a Food Security Information and Early Warning System	318.2
2.2: Fight Against Malnutrition	29.0
2.3 : Management of Food Vulnerability and of Strategic Reserves	189.7
Program 3 : Agricultural Research, Extension and Education	738.3
3.1: Support to Institutions for Research and Technological Innovations	394.5
3.2: Support the Development of Advisory Structures	143.8
3.3 : Support Agricultural Education Institutions	200
Program 4: Agricultural Governance, Gender and Institutional and Human Capacity Strengthening	607.3
4.1: Improvement of the Policy and Legal Environment for the Promotion of the Agricultural Sector	43.9
4.2 : Further Reform of the Ministry of Agriculture and Rural Development; Human and Material Capacity Strengthening	282.5
4.3 : Strengthening the Technical and Organizational Capacities of Farmers'	83.5

Organizations, Civil Society and the Private Sector	
4.4 : Capacity Strengthening of Control, Monitoring and Coordination Structures in the Agricultural and Rural Sector	91.6
4.5 : Gender and Rural Women Empowerment	105.8
Program 5 : Climate Change Adaptation	195.8
5.1 : Implementation of Climate Change Mitigation and Adaptation Measures	175.8
5.2 : Management of Climatic Risks	20
TOTAL NAIP 2013 - 2020	5.730,8

- 4) Description of the monitorable framework and indicators reflected in the investment plan, if available:

13. The **monitoring and evaluation of the NAIP** is part of a coherent framework to measure not only the performance of projects and programmes implemented in the field, but also to assess the overall performance of the agricultural and rural sectors. Performance indicators and targets of the NAIP are gathered in the following Table. NAIP sector and activity indicators were defined in 2013, before the adoption of the SDGs and the Malabo Declaration. However, they are consistent with SDG1 and SDG1 as well as the main Malabo indicators. NAIP update, which is planned at the end of the current NAIP 2013-2020 period, will be fully aligned with the Malabo and SDG indicators.

Table 3: NAIP Indicators

Global Objective	Indicators and 2020 Targets
Stimulate sustained annual growth of the agricultural sector of more than 6%, which is essential for reducing poverty, ensuring food and nutritional security of the Congolese population and generating sustainable employment and income	<ul style="list-style-type: none"> • Annual growth of the agricultural GDP > 6% • Percentage of people suffering hunger <20% • Improvement rate of agricultural producers' incomes >100% • Number of employment created >1,000,000
NAIP Strategic Objectives	Indicators and 2020 Targets
SO1. Promote agricultural value chains and develop agri-business in order to ensure sustainable food security and improve the incomes of farmers and other operators in the sector	<ul style="list-style-type: none"> • Average Annual growth of production of various value chains between 4 and 6% • 15 functional agro-industrial parks
SO2. Improve the management of food and nutrition security and build strategic reserves	<ul style="list-style-type: none"> • Percentage of population in food insecurity <20% • Prevalence of chronic and acute child malnutrition child respectively <20% and <5%
SO3. Develop and disseminate research products to users and improve the level of professional competence of the various actors	<ul style="list-style-type: none"> • Adoption Rate of appropriate technologies >75%
SO4. Improve agricultural governance , promote gender mainstreaming and strengthen human and institutional capacities	<ul style="list-style-type: none"> • Share of national budget allocated to agriculture >10% • Size of private investment in agricultural sector exceeds public investment by more than 25% • Women participation in decision making bodies >30%
SO5. Reduce the vulnerability of the agricultural sector to climate change	<ul style="list-style-type: none"> • Percentage of agricultural areas cropped under sustainable >50% • Adoption rate of climate change adaptation techniques >50%

5) Evidence of past performance of related sectoral programs:

14. The projects listed below have been implemented by the Government, supported by financing partners with the aim to operationalize NAIP.

Table 4. Main Projects and Program Contributing to NAIP Implementation

No	Project Title	Financing Institution	Amount (in US\$ or euro million)
1	Project to Support the Rehabilitation and Revival of the Agricultural Sector (PARRSA)	World Bank	US\$ 120.0 m.
2	Integrated Program for Agricultural Growth in the Great Lakes Region (PICAGL)	World Bank	US\$ 150.0 m.
3	Development Project of the Western Growth Clusters (PDPC)	World Bank	US\$ 39.9 m
4	Integrated Agricultural Rehabilitation Program in Maniema Province	IFAD	US\$ 39.0 m
5	Project to Support the Kinshasa Supply Centres for staple and horticulture products (PAPAKIN)	IFAD	US\$ 114.9 m.
6	Project to Support the Agricultural Sector in North Kivu (PASA-NK)	IFAD	US\$ 53.0 m.
7	Program of agricultural Development and Accessibility of Kwilu (PRODADEK)	ENABEL	Euro 40.0 m.
8	Program of agricultural development of Eastern Kasai (PRODAKOR)	ENABEL	Euro 20.0 m.

15. However, there has not been a systematic effort to capture the performances of these programmes. Nevertheless, a rapid analysis of the available data indicates that physical and financial executions are generally around 50%. **Exogeneous** constraints already explained in the first section of this document on violence and instability have created social tensions and conflicts that have heavily impacted project implementation during these years. As better explained below, these constraints have been incorporated into the design of this proposal. In addition, important endogenous constraints include:

- Weak implementation of capacity of project units;
- Low disbursement rate of national counterpart contributions;
- Low ownership of projects due to institutional instability and low motivation of public administration staff;
- Inadequate operational planning leading to delays in implementation of programme activities;
- Slow and cumbersome administrative and financial procedures of some donors and financing institutions.

6) Share of national strategy or investment plan being financed (by source), and the estimated financing gap:

16. The **total cost** of the NAIP was calculated at US\$ 5,730.8 million for the period 2013-2020. As of December 2018, only an estimated 2,547.2 million had been mobilized from Government budget, loans and external loans, leaving a financial gap of US 3,183.6 million, or 54.4% of total. Unfortunately, no information is available about the distribution by funding sources.

Table 5. NAIP Cost, Actual Financing and Funding Gap (in million US\$)

	<i>Cost</i>	<i>Actual Financing</i>	<i>Funding Gap</i>	<i>Funding gap in %</i>
NAIP Programs	5,730.8	2,547.2	3,183.6	54.4
Program 1 : Promotion of Agricultural Value Chains and Agri-business	3,652.5	1,545.8	2,106,7	57.7
Program 2 : Management of Food and Nutrition Security and of Strategic Reserves	536.9	172.1	364,8	67.9
Program 3 : Agricultural Research, Extension and Education	738.3	305	433,3	58.7
Program 4: Agricultural Governance, Gender and Institutional and Human Capacity Strengthening	607.3	450.4	156,9	25.8
Program 5 : Climate Change Adaptation	195.8	73.9	121,9	62.2

Source : Evaluation - December 2018.

- 7) If available and under implementation, provide a summary of the strategy or investment plan implementation performance and achievements to date:

17. The implementation of the NAIP was carried out through government programs and projects financed by national budget and external sources (loans and grants). Joint reviews report on important investments in infrastructure for increased accessibility (rural roads). Conversely, investments in agricultural research, storage and conservation infrastructure were far from actual needs. The reviews also raise issues related to the procurement of agricultural equipment that are believed to have had very little impact. For instance, the acquisition and distribution of tractors had very little influence on facilitating the diffusion of appropriate technologies. Indeed, the absence of qualified operators and the lack of training have led to an under-utilization of agricultural equipment that cost an estimated US\$ 241 million¹³.

- 8) For African countries that have completed implementation of a CAADP NAIP, provide a summary of implementation performance and achievements of the completed investment plan:

18. The NAIP has not yet been completed.

1.2 Key elements of the policy environment

- 1) Describe **current** policies enhancing or constraining the sector strategy and/or returns to the planned investments in the agriculture sector (e.g., land and water rights, trade policies, subsidies, social inclusion policies, gender policies, environmental policies):

19. A number of laws and documents of a political and strategic nature are conducive to the sustained development of agricultural investments, in particular related to the following themes:

- a. **Food security and nutrition:** the 2000 National Nutrition Policy (NNP), updated in 2013 and implemented through the National Nutrition Programme (PRONANUT) since 2010 and the 2018-2030 National Food and Nutrition Security Policy (PNSAN) and its operationalization

¹³ République Démocratique du Congo & NEPAD – 2018 – Revue Conjointe Secteur Agricole. (DRC and NEPAD – 2018 – Joint agricultural sector review)

through the National Programme for Food and Nutrition Security through Agriculture (PROSANA);

- b. **land and soil management:** the land code defined by Act No. 73-021 on general property, land, property and security rights and its amendment by Act No. 80-008;
 - c. **gender and youth:** the 2008 national policy on gender integration and the promotion of family and children, and the related laws No. 16/008 and 16/010 of 15 July 2016 amending and supplementing the Act No. 1 dated August 1987 on the Family Code;
 - d. **environmental protection:** Act No. 11-2009 of 2009 on fundamental principles relating to the protection of the environment;
 - e. **forest and natural resources management:** the Forest Code by Act No. 11-2002 and the establishment of COMIFAC by Act No. 9/005 of 2009, as well as the decrees and orders governing the exploitation of natural resources;
 - f. **decentralization:** Organic Act No. 08/016 on the composition, organization and functioning of the Decentralized Territorial Entities (DTEs) and their relations with the State and provinces, Act No. 08/012 on fundamental principles on the free administration of provinces, and the 2014 decrees establishing the procedures for granting forest concessions to local communities.
- 2) Where available, list **pending** policies or legislation envisaged to enhance planned investment returns in the sector (if any, provide description as well as status of policy reform):

20. A project was recently launched to structure the future **National Food and Nutritional Security Policy (PNSAN)**¹⁴ It aims to operationalize this policy through different levers: i) creation and functionality of the Food and Nutritional Security through Agriculture Program (PROSANA); ii) development of the PNSAN action plan; iii) integration of a nutrition training module for universities; and iv) development of an effective monitoring and evaluation system. The GAFSP project will benefit from the PNSAN by aligning itself with its strategic objectives, ensuring its full legitimacy in the field of nutrition through agriculture.

21. The Commission for the Elaboration of Measures for the Application of the Agricultural Law (CEMALA) was set up to support the creation of an **environment conducive to agricultural development** through nearly 46 texts, 30 of which remain to be produced¹⁵. Among these, the Law No. 11/022 on fundamental principles relating to agriculture is being revised, in particular its article 16 on land aspects, which is essential to mitigate the risks of land grabbing and other abuses. The seed law, which is also awaiting submission to the Parliament for a vote, aims to strengthen the national seed system. Finally, the feasibility report of the National Agricultural Development Fund (FONADA) represents an important expectation by FOs.

22. Most of the 11 reforms set out by the government to improve the legal environment focus on market and price stability and on **improving the business climate**. They include: (i) the liberalization of all sectors of the national economy; (ii) the adoption of a floating exchange rate system; (iii) the reduction of certain domestic tax rates, in particular on imports of agricultural inputs; (iv) the promulgation of Decree No. 13/049 of 6 December 2013 on the tax regime applicable to companies

¹⁴ MINAGRI – 11 juillet 2019 – Atelier de Lancement officiel « Projet d'appui à la Structuration du Programme de Sécurité alimentaire et Nutritionnelle en Agriculture »

¹⁵ République Démocratique du Congo & NEPAD – 2018 – Revue Conjointe Secteur Agricole. (DRC and NEPAD – 2018 – Joint agricultural sector review)

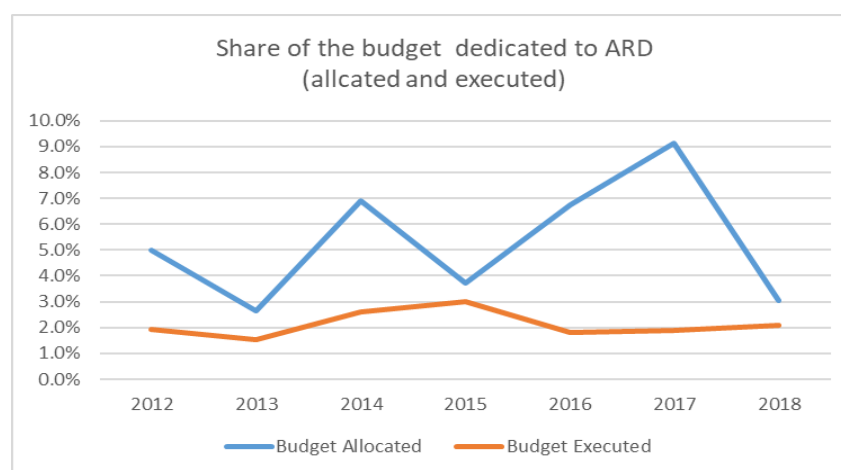
eligible for the strategic partnership on value chains and (v) the establishment of a Government Agency (ANAPI) to support the improvement of the business climate.

1.3 Government commitment to agriculture and food and nutrition security.

23. The following Table shows the evolution of the **state budget for agriculture and rural development (ARD) compared with the total budget**. A distinction should be made between the budget allocated at the beginning of the fiscal year (left part of the table) and the budget actually implemented during the fiscal year (right part). The respective percentages are illustrated in the following graph, which shows the following: the allocation at the beginning of fiscal year being an indicator of the state's commitment shows a positive trend until 2017 with a relapse in 2018 with percentages varying from 3% to 9% depending on the year. The year 2017 percentage at 9% was close to the Maputo commitment of 10%. The World Bank points out that this indicator was on average only 3% between 2007 and 2013. In contrast, the proportion of the executed budget dedicated to ARD remains at low percentages around 2%. This further illustrates the problems of the Ministry's implementation capacity: while the implementation rates vary between 50% and 80% for all sectors, it is only around 10% to 40% depending on the year in the agricultural sector.

Table 6 - State budget allocated and implemented: Total budget vs budget dedicated to agriculture and rural development (ARD) (million US\$)

Year	Budget Allocated			Budget Executed		
	Total	ARD	ARD in % of total	Total	ARD	ARD in % of total
2012	7,138	357	5.0%	4,215	81	1.9%
2013	6,949	185	2.7%	3,579	54	1.5%
2014	8,045	556	6.9%	4,303	111	2.6%
2015	8,193	304	3.7%	4,838	146	3.0%
2016	5,937	401	6.8%	5,204	94	1.8%
2017	7,260	663	9.1%	3,452	65	1.9%
2018	6,315	193	3.1%	3,447	72	2.1%



24. The latest public expenditure review in agriculture was conducted in 2015 by the World Bank and FAO. It already showed the deterioration of the implementation capacity in the agricultural sector.

¹⁶ Countries may wish to reference guidance such as the Committee on World Food Security (CFS) Principles for Responsible Investment in Agriculture and Food Systems (<http://www.fao.org/3/a-au866e.pdf>), the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries, and Forests in the Context of National Food Security (<http://www.fao.org/docrep/016/i2801e/i2801e.pdf>), or other relevant guidelines.

In terms of the **composition of expenditures**, it also showed another form of deterioration in the early years of 2010: whereas before 2012, the share of the budget earmarked for investment exceeded the share earmarked for salaries, the opposite occurred subsequently: in 2013, the share of salaries represented two thirds of the budget while the share of investments represented around 15% of the total.

25. This situation is partly compensated by the fact that the Government has recently borrowed **significant amounts from its financial partners** such as the World Bank, IFAD or the AfDB to **finance investment programmes aligned with the NAIP**. The aim is to revive the agricultural sector, develop certain value chains and strengthen services to producers such as agricultural research and extension, seed improvement, market access, etc. The list of the main investment programmes is provided in section 2.5 of this proposal and, although no detailed analysis has been carried out, the team that prepared this proposal estimates that the total size of loans averages US\$ 100 million per year, which represents between 20% and 30% of the State budget allocated to ARD.

26. We should note however that these ARD budgets do not include other expenditures contributing to **food security and nutrition (FNS)**, such as safety nets or activities to combat various forms of malnutrition. Unfortunately, unlike other countries, the DRC has not benefited from any policy support programme that could help the country to better invest its public expenditures, such as the FIRST or MAFAP programmes¹⁷.

27. In the **agricultural research** sub-sector, ASTI (Agriculture Science and Technology Indicators)¹⁸ notes that expenses for agricultural research averaged 0.5% of GDP between 2007 and 2013 but fell to 0.24% in 2016, the latest available figure, which is about half of DRC neighboring countries (Uganda, Rwanda Burundi). In absolute terms, however, there is a slight improvement from US\$ 12.2 million to US\$ 15.7 million annually between 2009 and 2016. There is also an increase in the number of researchers from about 350 in 2009 to 553, with the proportion of women increasing from 9 to 11%, which remains extremely low. ASTI notes that agricultural research is one of the priorities of the NAIP, which explains why recent programmes (such as the PIGAGL to which this project is linked) have activities to invest in research, including through strengthening INERA.

28. DRC joined **the SUN (Scaling Up Nutrition) movement** in 2013¹⁹, thereby expressing its commitment to fight all forms of malnutrition. This is a joint commitment by the Government and its partners in civil society, United Nations and financing institutions. Membership of the SUN movement allows a shared analysis of the causes of different forms of malnutrition and the measures to be implemented. The latest analyses as of 2017 show progress in terms of implementing the necessary policies and a multisector approach to nutrition, but simultaneously insufficient and inadequate resource mobilization. Since then, however, the Government has appealed to the World Bank, which in June 2019 approved an important funding of US\$500 million for a multisector program to reduce the prevalence of child stunting in the country.

29. **Commitment to food security and nutrition** is evidenced by the HANCI²⁰ index. While the country ranks 29 out of 45 for the general index, it ranks 13 out of 45 for the specific nutrition index. The country's key elements are the constitutional provision for the right to food and the consideration of nutrition in development policies, dedicated budgets and the functioning of specific and multisector coordination mechanisms. The DRC made international commitment to the 2008 Optional Protocol, the five Rome Principles for Sustainable Global Food Security in 2009, the Copenhagen Consensus in

¹⁷ FIRST (Food and Nutrition Security Impact, Resilience, Sustainability and Transformation) and MAFAP (Monitoring and Analyzing Food and Agricultural Policies) are two FAO programmes that, among other activities, help countries in assessing the effectiveness of public expenditures and their consistency with agricultural and FSN policies.

¹⁸ <https://www.asti.cgiar.org/sites/default/files/pdf/CongoDR-Fr-Factsheet-2018.pdf>

¹⁹ <https://scalingupnutrition.org/fr/pays-sun/democratic-republic-of-congo/>

²⁰ Hanci Index <http://africa.hancindex.org/countries/congo-dr/>

2012, the voluntary guidelines of the Committee on World Food Security of 11 May 2012, the World Health Assembly (WHA) in 2012, the International Conference on Child Malnutrition (Paris, 2013), the Global Nutrition Pact for Growth (London 2013), the Nutrition for Growth Summit (N4G), the second International Conference on Nutrition (ICN2) in 2014, the UN Sustainable Development Goals and UN General Assembly Resolution 70/259.

30. With regard to **poverty**, the Government is aware of the need to intensify investment in the poorest areas, even if there are many of them. To this end, the programs use the 2005 and 2012 household surveys to analyze poverty trends and drivers of poverty reduction throughout DRC. Three approaches are underway to update this information: the development of poverty maps, new surveys in urban areas, and tools to analyze the impacts of macroeconomic shocks on poverty and income distribution.²¹

1.4 Process by which the strategy and investment plan were developed, or are being developed, and, where relevant, updated

31. The CAADP **implementation process** was launched on 7 and 8 June 2010 in Kinshasa under the leadership of COMESA and with the technical support of IFPRI, with the participation of all stakeholders in the agricultural and rural sectors, including technical and financing partners (TFPs), producer unions represented by COPACO and CONAPAC, as well as private sector representatives.

32. The signing of the DRC Compact in Kinshasa on 17 March 2011 by all stakeholders triggered the **formulation process of the NAIP**. The government has ensured the involvement of the various stakeholders at each step of the process, in particular producer unions, provincial governments, the private sector and partner ministries. The aim was to ensure that the exercise was participatory and inclusive and that representatives of participating institutions could regularly report the results of the work to those who had formally designated them to participate in the process.

33. In September 2012, the Ministry of Agriculture, with the support of FAO, organized a series of national workshops for the **appropriation of the CAADP process** by national stakeholders and TFPs. The objective of these workshops was to improve their understanding, adherence and participation in the NAIP formulation exercise. Stakeholders unanimously appreciated the importance and significance of these workshops and agreed to play an active role in the document review, amendment and validation exercise, which took place on 26 and 27 March 2013. Civil society raised the importance of extending the process at decentralized levels through the development of Provincial Agricultural Investment Plans (PPIAs) to take into account provincial specificities. An external, technical and independent review (CAU/NEPAD) reinforced the alignment of the NAIP with the goals, objectives and vision of CAADP. The translation at the provincial level of the objectives of the NAIP taking into account local specificities was made possible through the elaboration of provincial development plans by the Agricultural and Rural Management Council (CARG) composed mainly of representatives of civil society.

34. UNICEF undertook a **review of the NAIP objectives in 2018** that highlights the importance of integrating nutrition considerations into agricultural investment plans and adopts a food systems approach to improve the diversity of food consumption of the population in general and vulnerable groups in particular. Suggestions were made to add the following into NAIP indicators: (i) child malnutrition (GAM and SAM), (ii) vitamin A and iron deficiencies, (iii) prevalence of thinness among women in child-bearing age, (iv) measurement of the food insecurity experience (FIES), (v)

²¹ Banque Mondiale – 2018 - Democratic Republic of Congo - Systematic Country Diagnostic - Policy Priorities for Poverty Reduction and Shared Prosperity in a Post-Conflict Country and Fragile State

percentage of children aged 6-23 months with minimum food diversity, (vi) percentage of households with an acceptable food consumption frequency.²²

1.5 Implementation arrangements and capacity to implement

- 1) Describe institutional arrangements for implementation of the agriculture and food security investment plan (including inter-ministerial co-ordination if relevant):

35. The government ensures the **implementation** of the NAIP in full collaboration with national and provincial stakeholders, farmers' organizations and civil society, requiring the establishment of various steering, coordination and cooperation entities.

36. A **National Steering Committee (NSC)**, chaired by the Prime Minister, guides and evaluates the implementation of the NAIP and includes all relevant ministries, as well as the chairs of the producers' unions and TFPs. A Technical Committee/SAKSS-DRC (TC) of the NAIP is the technical body of the NSC and is co-chaired by the Permanent Secretaries for Agriculture and Rural Development. The Provincial Steering Committees provide strategic orientation and technical steering for the PPIAs under the authority of the Provincial Minister of Agriculture and Rural Development. However, none of these structures (NSC, PSC and SAKSS) has been set up.²³

37. As a result, multisector national and provincial coordination bodies are the mechanisms to ensure the technical follow-up of investments in the agriculture sector and FSN:

- Multisector **coordination** in agriculture and nutrition at **national level** is ensured by: (i) the Inter-donor Group on Agriculture/Rural Development (GIB-ADER) which is the most active mechanism; (ii) the Multisector National Committee on Nutrition (CNMN) established in 2015; (iii) the Thematic Group on Agriculture & Community Dynamics (chaired by the Ministry of Rural Development) with biannual meetings; (iv) the Inter-donor Group on Nutrition (GIB-NUT) linked to the SUN donor network, and; (v) the Food Security and Nutrition Clusters and their guidelines currently being developed.
- **Coordination** at the **provincial level** is ensured by: (i) multisectoral nutrition committees facilitated by PRONANUT established for the development of nutritional charters in the provinces; (ii) Agricultural and Rural Management Councils (e.g. in Kwango, South Kivu, etc.); (iii) regional nutrition and food security clusters.

- 2) Describe human resources in place to implement the agriculture and food security investment plan (including agriculture researchers, extension services/officers, management and coordination functions – list staff numbers, gender, and qualifications):

38. The decentralized services of the provincial ministries of agriculture have specialized technicians who provide community-based advisory support. The supervision of health services related to nutrition is provided by PRONANUT technicians and community health relays. In view of the very low capacities of State institutions, most of the projects developed under the NAIP include capacity development components for decentralized services, which are essential for the sustainable achievement of all NAIP objectives.

²² République Démocratique du Congo / UNICEF / FAO – 2018 – Revue de la prise en compte de la nutrition dans le PNIA (Review of nutrition considerations in NAIP)

²³ République Démocratique du Congo & NEPAD – 2018 – Revue Conjointe Secteur Agricole 2018

- 3) Describe the roles of central and local governments, producer organizations and other private sector actors (particularly in public-private partnerships), civil society, and development partners in implementing the agriculture and food security investment plan:

39. The role of the central administration is to manage the budget, steer the NAIP and strengthen the capacities of decentralized State services.

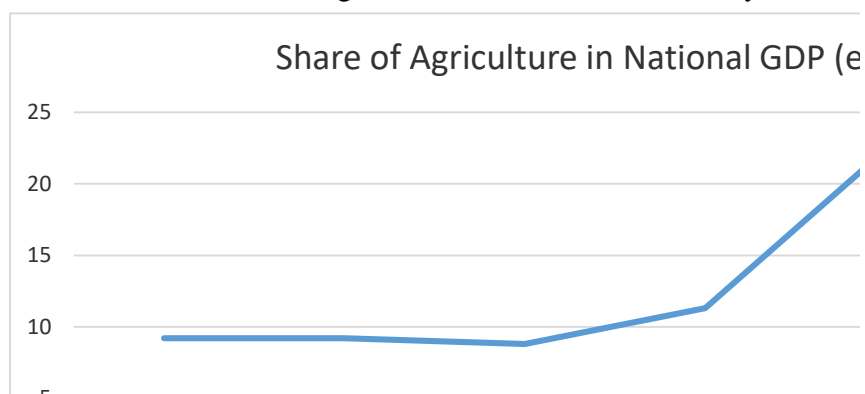
40. Since the issuance of the **decentralization** law and in support of NAIP programmes, local authorities have had the role of designing, planning and implementing economic, social and cultural development actions of local interest, in particular decentralized territorial entities (DTEs). The role of the provincial Ministries of Agriculture and their staff is to provide community-based advisory support and manage Provincial Development Plans.

41. The **Federation of Congolese Enterprises (FEC)** has not made any specific financial commitment in support of the NAIP but has called on the government to take measures to support the private sector. The FEC is also involved in the various consultations, planning and review processes, but also in raising awareness among its members in order to develop public-private partnerships in the agricultural sector. The role and contributions to the FEC, which was consulted both at central and decentralized levels, is further developed in section II of this document.

42. **Agricultural Producers' Organizations (OPAs)** through their umbrella organizations are engaged in consultation, planning, review and advocacy processes to improve agricultural governance and the organization of information campaigns on the NAIP. The monitoring, surveillance and alert activities of OPAs focus on the following aspects of the NAIP: i) land security; ii) access to financial resources; iii) professional training for producers; iv) promotion and empowerment of women; v) the level of integration of consultation frameworks and communication initiatives; and vi) the level of adaptation to climate change²⁴. It is important to note that TFPs are supportive of efforts to better organize the rural world, in particular through the grouping of producers into reliable recipients of actions and financing intended to boost development and growth.²⁵.

- 4) Describe the implementation performance of major agriculture and food security programs/projects over the past five years:

43. Despite the implementation of several major agricultural projects (PARSSA, PDPC, PICAGEL, PPAKIN, PIRAM, PASA-NK, PRODADEK, PRODEKOR, etc.) and government-supported agricultural campaigns following in contribution of the NAIP, the agriculture, fisheries and livestock sector has experienced a slowdown since 2016, which continued in 2017 and 2018. Agricultural GDP grew by only 1.6% in 2017 compared to 3.3% in 2016. The following graph shows the decrease in 2017 in the contribution of agriculture to the national economy



Source : Banque Centrale du Congo

²⁴ République Démocratique du Congo & NEPAD – 2015 – Revue Conjointe Secteur Agricole 2015.

²⁵ République Démocratique du Congo – 2018 – Revue Conjointe Secteur Agricole 2018.

44. The analysis of staple food production shows a growth in value of 1.7% in 2017 compared to 3.1% in 2016. This slowdown is mainly caused by the invasion of the “chenille légionnaire d’automne” (CLA), destroying tens of thousands of hectares of certain crops, particularly in the provinces of Tanganyika and Haut-Katanga. Maize, for example, which is an important commodity consumed throughout the country, saw its average production fall from 2.8 million tons between 2013-2016 to 2.4 million tons between 2017-2018, representing a drop in production of about -15%.

45. On the other hand, the fishery and livestock sub-sectors recorded a 3.0% increase in value in 2017, in line with 2016. This development is mainly due to improved animal husbandry practices and the control of certain diseases affecting mainly poultry.

Part 2: Specific proposal for GAFSP financing

2.1 Project objective(s), expected results, and target project participants

1) Objectives of the project

a) Objective of the project:

46. The project objective is to sustainably improve the nutrition and resilience of the most vulnerable populations in the South Kivu - Tanganyika corridor.

47. This part of the DRC is the most affected by conflict and insecurity, which makes its population particularly fragile and susceptible to suffering from malnutrition. Project objective will be achieved by improving social cohesion and community empowerment, developing nutrition-sensitive agriculture activities and strengthening livelihoods and entrepreneurship.

b) Links with the overall sector strategy and investment plan (see Country Guidelines for specific requirements regarding sector strategy and investment plan):

48. The project is fully **aligned with the sector strategy** for agriculture and rural development by organizing the rural world in self-managed structures (SA5), strengthening the capacities of local actors (SA4) in agricultural production (SA1) and re-enforcing processing and marketing (AS1).

49. **Project interventions are expected to contribute to critical strategic objectives (SOs) of the NAIP.** The project considers the fight against all forms of malnutrition (NAIP SO 2.2) as a cross-cutting and systematic element of its design. To this end, it reduces the social and climatic vulnerabilities of communities through their mobilization in groups (NAIP SO 5.1) and involves women as the main actors in this mobilization (NAIP SO 4.5). The fight against malnutrition also requires an improvement in agricultural productive capital and the development of crop sectors (NAIP SO 1.1). The project works with PICAGL to facilitate market access and generate economic activities generating non-farm income. Technical support from FAO and the International Institute of Tropical Agriculture (IITA) and other partners will help to strengthen the capacities of all local actors (NAIP SO 3.2).

2) Expected results

a) Project-level expected results (with indicative project logframe provided in Appendix 1):

50. The **expected results** are:

- Increased resilience of the most vulnerable populations to various shocks affecting their food and nutritional security (conflicts, gender, climate change)
- Effective improvement of food and nutrition security for the most vulnerable (women, children) through knowledge, adoption of nutrition-sensitive practices and diversification of the diet.
- Improved livelihoods through the emergence of self-managed local structures and rural microenterprises.

b) Project-level indicators used to measure these results – disaggregated by gender:

51. **Project indicators as well as indicative targets were discussed with stakeholders** on the basis of the GAFSP Monitoring and Evaluation Plan 2017, including their set of tier 1 and 2 indicators while seeking maximum convergence between the NAIP indicators (and the CAADP outcome framework) and those of the PICAGL project, which is the ongoing project in which the proposed GAFSP project will be anchored as explained later in this document. The indicators are summarized in the following Table and the logical framework of the project is available in Appendix 1. Finally PROPANUT has made available its Nutrition survey protocol²⁶ and its modules on Nutrition²⁷, Infant, Young and Child Feeding (ANJE)²⁸ and Food Security²⁹ in order to ensure consistency of project indicators with the national program and the simplification collection of nutrition data.

Table 1: Logframe and expected results

Project Objectives and Expected Results	Indicator and Indicative targets (*)
General Objective	
Sustainably improve the nutrition and resilience of the most vulnerable populations in the South Kivu - Tanganyika corridor	TIER 1 Indicators and indicative targets
	<ul style="list-style-type: none"> • 20% increase in incomes of 45,000 persons^{2,3} • Food Insecurity Experience Scale - Survey Module (FIES-SM) <2³ • Minimum Dietary Diversity – Women, (MMD-W)^{3,4} >4 • Minimum Dietary Diversity – Children (MMD-C)³ >4 • 25% increase in productivity of selected horticulture products
Sustainably improve the nutrition and resilience of the most vulnerable populations in the South Kivu - Tanganyika corridor	TIER 2 Indicators
	<ul style="list-style-type: none"> • 65,000 Direct Project Beneficiaries^{1,3}, including : <ul style="list-style-type: none"> ○ 60% women ○ 30% youth (age 15-24 years) • 4,500 community based civil society organizations³ are strengthened
Outcome 1 : A return to community dialogue strengthens social cohesion and allows the development of nutrition actions and productive investments	<ul style="list-style-type: none"> • 25% reduction in conflicts having caused incidents • Percentage of women participation in decision making bodies² >50% • 45,000 persons receiving nutrition-relevant services³, including 60% of women
Output 1.1: Vulnerable community groups are structured, operational and autonomous	<ul style="list-style-type: none"> • 1,500 Dimitra clubs³⁰ have been created and are operational • 45,000 Persons have benefitted from capacity development³ (literacy), including 90% of women
Output 1.2: Local Knowledge in nutrition has been enhanced.	<ul style="list-style-type: none"> • 1,500 Community-based committees (CACs) operational in the diagnosis and community management of malnutrition
Outcome 2 : The sustainable diversification and nutrient content of agricultural production is increased	<ul style="list-style-type: none"> • 45,000 households have benefitted from productivity enhancement advice¹²³ through Farmer Field Schools including <ul style="list-style-type: none"> ○ 40% of women ○ 50% applying Climate Smart Agriculture (CSA) • 27,000 ha benefitted from improved technologies²³⁴ including <ul style="list-style-type: none"> ○ 50% apply Climate Smart Agriculture practices (CSA)
Output 2.1: access to biofortified seeds is improved	<ul style="list-style-type: none"> • 1,300 tons of biofortified seeds produced² • 270 seed multipliers produce biofortified seeds
Output 2.2: Nutrition sensitive agricultural techniques are disseminated through Farmer Field Schools (FFS)	<ul style="list-style-type: none"> • 1,500 Farmer Field Schools (FFS) strengthen small farming producers² • 45,000 producers trained in nutrition sensitive agriculture practices²³ including 40% of women • 80 vegetable school gardens established for demonstration (in health centers)
Outcome 3: local economy improves incomes and resilience to shocks of the most vulnerable	<ul style="list-style-type: none"> • Total amount of loans allocated to members of Village Saving and Credit Associations (AVEC)^{31 3} • Volume of agricultural products that have been processed through project supported processing units³

²⁶ PROPANUT – Protocole d'enquête Nutrition

²⁷ PROPANUT – Module de Nutrition

²⁸ PROPANUT – Module de l'Alimentation du Nourrisson, du Jeune et de l'Enfant

²⁹ PROPANUT – Module de Sécurité Alimentaire

³⁰ Dimitra Clubs are groups of women, men and young people – mixed or not – who decide to organize themselves so as to work together to bring about changes in their communities. The concept is further developed in the project approach below. See <http://www.fao.org/dimitra/home/en/>

³¹ More details are provided in the description of the project approach below

<p>Output 3 : Village Saving and Credit Associations (AVEC) are structured, self-managed, functional and enable the emergence of women and youth microenterprises</p>	<ul style="list-style-type: none"> • 1,500 AVEC are established with project support • 500 small-scale food processing or storage units are established²³ • 9,000 entrepreneurs are trained in management and marketing techniques²
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(*) Small numbers refer to the alignment of the indicators to, respectively: PICAGL result framework (1); NAIP result framework (2); GAFSP M&E framework (2017) (3), and CAADP result framework (4)

3) Target project participants

52. The project will be implemented in the eastern part of the country (South Kivu and Tanganyika) where the PICAGL project to which it is attached, is being implemented.



53. The project aims to directly **target 65,000 people**. These are the most vulnerable populations of that area suffering from the consequences of past or current conflicts, food insecurity, malnutrition, lack of access to farm assets, technical advice and inputs, and populations unable to access agricultural finance due to their economic vulnerability. An estimated 54,000 people will benefit from a set of complementary activities (see project approach below) including the Dimitra Club and Community-based Nutrition (NAC), FFS for horticulture and nutrition sensitive advice and Village Saving and Credit Associations (AVEC). In addition, an estimated 11,000 people will benefit from training and other capacity development activities, including technical officers, facilitators of Dimitra Clubs, literacy instructors, FFS trainers and keepers of vegetable school gardens. Finally, 270 beneficiaries will consist of seed multipliers in agriculture and will be included in the previous beneficiaries.

54. **Targeting the most vulnerable.** The targeting approach will combine 3 complementary approaches: (i) targeting the areas where PICAGL activities are implemented to ensure complementarity of interventions. and support about the most vulnerable third of PICAGL project beneficiaries; (ii) The latter will be targeted as part of the most vulnerable health areas in terms of food

insecurity (IPC zoning) and malnutrition (nutrition cluster zoning) so as to reach the most vulnerable women and children of the PICAGL project area. The Central Office of the Health Zone (BCZ), health centres and their staff, as well as communities trained in the community identification of child malnutrition will be among those mobilized to target the most vulnerable³². Targeting criteria will be further defined and would put emphasis on pregnant women, lactating women, malnourished under 5 children and households with children aged 0-23 months³³; (iii) a special attention to particular areas emerging from an acute humanitarian crisis using the Humanitarian/Development/Peace nexus approach to ensure continuity of intervention with humanitarian projects, thus enabling the continuous and progressive improvement of the situation of vulnerable populations and avoiding the loss of assets and a deterioration of the food and nutritional situation at the end of the humanitarian project.

An **estimated 60% of the project participants would be women**. This aim is likely to be achieved in view of the experience of other projects with similar approach, which show that the proportion of women varies as follow according to the interventions proposed: 60% for nutrition-related interventions; 90% for literacy; 60% in Dimitra clubs; 100% for market gardens; 40% for FFS working on rainfed agriculture but a higher proportion in the horticultural and small livestock sectors promoted by the project, 60% for saving and credit associations (AVEC).

55. The conflict situation and malnutrition in the provinces of intervention affect all **ethnic groups**. The project approach is to propose inclusive actions involving different actors and groups in order to strengthen social cohesion and in some cases to resolve certain conflicts between these groups and/or ethnic groups

2.2 Justification for the overall approach

56. The proposal development team has incorporated the lessons of the failure of the previous GAFSP submission in 2017 by incorporating the comments of the Technical Advisory Committee (TAC) and start over on a completely new basis, in particular by: (i) proposing a much less complex project design in three components based on existing proven approaches; (ii) adapting project design and scope to implementation capacities and linking it to an existing project, the PICAGL in order to benefit from its implementation capacities and ensure a quick start; (iii) changing the development model from Integrated Development Center (IDC) to a community-based approach that has proven effective in the fragile context of DRC; (iv) filling some of gaps in the previous proposal highlighted by the TAC such as the need to work on value chains, not to consider the inclusion of land distribution in the project and to build sustainability elements in the project.

57. The project **combines social, technical and financial features** in order to address the multiple causes of community vulnerability, such as recurrent conflicts, chronic malnutrition affecting 54% of the population, women's conditions and external shocks.

58. **Community approaches**. Several community mobilization and structuring interventions have proven successful in the very fragile context of the country for more than 10 years. The proposed approach is based on four major reports³⁴ evaluating or supervising past and on-going projects with such interventions. The summary of evidence from these reports will be provided in section 2.3 below. One of the major lessons of these projects is that it is the combination of social, technical and financial

³² Projet Action SAINES – 2019 – Rapport narratif intermédiaire annexe VI

³³ FAO – 2019 – Rapport de la mission conjointe dans la zone de santé de Minova – Programme conjoint de lutte contre la malnutrition chronique dans la province du Sud-Kivu

³⁴ Rapport terminal (Novembre 2017) du projet « FEMMES ET HOMMES, PROGRESSONS ENSEMBLE » s'étant concentré sur les CEP et CD. Projet conjoints UNICEF – FAO (2013 – 2017) financé par EU (US\$ 5.4 million) ; Rapport de la mission d'évaluation du projet clubs d'écoute, lutte contre la pauvreté, genre et sécurité alimentaire (projet FAO 2012 – 2015) ; Rapport de mission du FIDA de supervision du Projet « Clubs d'écoute, lutte contre la pauvreté, sécurité alimentaire et genre » co-financé par le FIDA et la FAO (mai 2014) qui relève 5 facteurs de succès ; Rapport conjoint FAO GEF : Champs écoles paysans et Club Dimitra – Une alliance méthodologique gagnante entre deux approches complémentaires.

community work that makes it possible to have a real impact on the resilience and livelihood of populations made vulnerable by recurrent conflicts. This approach is called "caisses de résilience" and combines three dimensions:

- (i) **Social dimension** through **Dimitra Clubs**³⁵ covering in particular population empowerment, community mobilization, conflict resolution and gender equality. Dimitra Clubs are sometimes called listening clubs and consist of groups of women, men and young people – mixed or not – who decide to organize themselves so as to work together to bring about changes in their communities. They are particularly suitable in fragile and/or conflictual contexts. They meet regularly to discuss the challenges they face in their daily lives, make decisions and take action to resolve their problems. Support to Dimitra clubs is the purpose of sub-component 1.1, which is a necessary step towards the stability, social cohesion and trust that are a prerequisite for other activities. In addition, such intervention is conducive to the emergence of actions in favour of **community nutritional awareness** and of work on eating habits. Community-based Nutrition (CBN)³⁶ promoted by the Government has proven its effectiveness by systematically integrating nutrition into the various key sectors (health, agriculture, education, hygiene, environment, etc.). It will form the second part of this component (sub component 1.2);
- (ii) **Technical dimension related to nutrition sensitive agricultural activities** through the strengthening of Agricultural Producers' Organizations (POs)³⁷, and the development of the Farmer Field Schools (FFS). FFS³⁸ is a participatory approach based on people-centred learning. In which the participants identify and analyze their technical problems, can exchange knowledge and experience and practice field exercises using direct observation. The field is the space where local knowledge and outside scientific insights are tested, validated and integrated, in the context of local ecosystem and socio-economic settings. Support to FFS is the purpose of the second component, which is largely focused on nutrition-sensitive agriculture given severe nutritional deficiencies and in order to complement PICAGL activities in support of food production. It will include the development of vegetable gardens, promoting sustainable access to organic fortified seeds and the structuring of POs
- (iii) **Financial aspect through Village Savings and Credit Associations (AVEC)**³⁹ and entrepreneurial support and advice micro-enterprises respectively to facilitate access to financial resources and the development of economic activities to add value to and increase nutritional value of agricultural products. This will lead to income-generating activities such as processing, conservation and marketing of nutritious products.

59. These approaches **build on existing community and individual mechanisms and institutions** that address the multiple sources of vulnerabilities affecting populations in fragile and conflict-affected areas. They have also developed in other countries in the region, including some presenting projects for the GAFSP (CAR, DRC, Burundi, Mali and Liberia) facing different forms of instability in order to improve the resilience of the populations concerned.

³⁵ <http://www.fao.org/dimitra/dimitra-clubs/en/>

³⁶ République Démocratique du Congo – 2015 – Nutrition à assise communautaire – Manuel d'orientation

³⁷ Rapport PPAKIN et Note FIDA structuration des OPA

³⁸ <http://www.fao.org/farmer-field-schools/overview/en/>

³⁹ Note FIDA fond semencier AVEC

60. **Implementation approach in a difficult context.** In order to maximize the chances of effective and efficient implementation of the project in a difficult context marked by instability and weak state capacities⁴⁰, the project will:

- (i) be anchored in the PICAGL, financed by the World Bank (the proposed supervisory entity for this project) and propose complementary activities to address resilience and nutrition aspects. This US\$150 million project is an agricultural development project working mainly in three value chains: cassava, rice and milk. PICAGL devoted its first two years to setting up a solid implementation structure and succeeded in developing a development dynamic within the participating communities that resulted in a very good knowledge of the needs and challenges of the targeted populations⁴¹;
- (ii) a simple design in three components that propose complementary actions with the same communities. These actions of social, technical and economic nature respectively meet stakeholder needs and incorporate the findings from the three provincial exchange workshops, field visits and exchanges with all stakeholders that took place in July 2019;
- (iii) build on interventions that have proven successful in the country (particularly in the eastern zone of the DRC but also in other African countries) such as community-based approaches and nutrition interventions;
- (iv) seek complementarity with emergency actions, and enhance the nexus with the Humanitarian-Development-Peace approach, implemented by the UN family in the area (including WFP and FAO⁴²) that has proved effective throughout the world⁴³.

61. The project **is aligned with the NAIP** and will contribute to its five programs, specifically the following 6 of its 18 sub-programs:

- 1.1. Development of crop value chains;
- 2.2. Combating malnutrition (main objective of this project);
- 3.2. Support for the development of advice and extension structures (through activities to promote improved agricultural techniques and varieties and the FFS);
- 4.3. Strengthening the technical and organizational capacities of farmers' organizations, civil society and the private sector (this is the purpose of the first component);
- 4.5. Gender and empowerment of rural women. This is one of the main results expected from the Dimitra listening clubs;
- 5.1. Implementation of climate change mitigation and adaptation measures (second component of this project).

62. The project will **work with** :

- PRONANUT for targeting the most vulnerable directly at the level of health centres, the development of local human resources (community health relays) and its experience in terms of Community Based Nutrition (CBN) approach. Seeking synergies with PRONANUT is a key element for a multiplication of the effects on food and nutritional security;
- the Joint Programme to Combat Chronic Malnutrition in South Kivu to share local experiences on barriers and opportunities for the implementation of community-based approaches;
- the nutrition cluster for the implementation of its Humanitarian/Development/Peace nexus

⁴⁰ Banque Mondiale – 2016 – Project Appraisal Document – Regional Great Lakes Integrated Agriculture Development Project - PICAGL

⁴¹ Banque Mondiale – 2019 – Aide-mémoire de la mission d'appui au Projet Intégré de Croissance Agricole dans les Grands Lacs (PICAGL) du 28 avril au 11 mai 2019

⁴² PAM & FAO –2018 - Humanitarian-Development Peace Nexus in DRC – FAO & WFP joint efforts on food security, peace building and women's empowerment in DRC

⁴³ IOM – 2019 - Operationalizing the Humanitarian–Development–Peace Nexus: Lessons from Colombia, Mali, Nigeria, Somalia and Turkey

approach and the geographic location of connections between the areas coming completing humanitarian programmes and the GAFSP development project.

63. At **provincial level**, the GAFSP project will be aligned with important strategic documents, particularly: i) the Bukavu Charter on repositioning of nutrition as a development priority in South Kivu. The tools contained in this charter and in particular the local coordination committees are essential to develop the actions of projects that fight malnutrition⁴⁴; ii) geographical priorities for achieving the SDGs in South Kivu⁴⁵; iii) the Provincial Development Plan of South Kivu and iv) the Governor's Action Plan for Tanganyika.

64. The project relies on the implementation capacity of the **Ministry of Agriculture supported by the two proposed supervisory entities**. On the investment front, the GAFSP project builds on the capabilities of the PICAGL project established during its first two years of implementation. The PICAGL project is financed and supervised by the World Bank, which is the proposed investment supervisory entity for this project. PICAGL has developed operational, administrative, financial and monitoring and evaluation management units that will be used for this project. In particular, PICAGL shares with PARRSA a national coordination unit housed in the offices of the Ministry of Agriculture and with key human resources. At the provincial level, a technical coordination unit is composed of a coordinator, a CSR and two representatives at the South Kivu and Tanganyika levels.

65. On the technical assistance front, FAO is the proposed technical assistance supervision entity and will make its implementation capacities available to the project, particularly in terms of a community based interventions. It has a national office but also a very important presence throughout DRC. FAO has focal points and thematic experts at the national level on the social mobilization techniques of the Dimitra Clubs, the FFS, the AVEC as well as experts on nutrition and natural resource management. They will be fully mobilized to support all FAO staff deployed at the local level. FAO has six field offices in the GAFSP project area for a total of 32 staff. FAO's ongoing actions in South Kivu under the Joint Programme to Combat Malnutrition in South Kivu, provide technical teams on the ground with information on the local context, potential intervention priorities and expertise on barriers and opportunities for community behaviour change. The South Kivu Provincial Office has a head of office, project managers and experts. FAO has for more than 10 years established strong partnerships with civil society, government departments, local authorities and the private sector. While the skills of public institutions were limited in terms of community approach, FAO has gradually supported these structures to understand the Dimitra Club, FFS and AVEC approaches, allowing today to have resources already operational in South Kivu.

66. DRC has **not benefitted from a previous GAFSP grant**.

2.3 Activities to be financed and their justification

1) Description of components and activities chosen to be financed

67. The project has **three components**:

⁴⁴ FAO – 2019 – Rapport de la mission conjointe dans la zone de santé de Minova – Programme conjoint de lutte contre la malnutrition chronique dans la province du Sud-Kivu

⁴⁵ République Démocratique du Congo – Province du Sud-Kivu – 2017 – Localisation des Objectifs de développement durable dans le Sud-Kivu.

⁴⁶ Applicants may wish to reference some of the following resources on fragility and agriculture: (i) State of Food and Nutrition Security in the World 2017 – conflict/resilience: <http://www.fao.org/3/a-17695e.pdf>; (ii) State of Food and Nutrition Security in the World 2018 – climate vulnerability: www.fao.org/3/I9553EN/i9553en.pdf; (iii) Monitoring Food Security in Countries with Conflict Situations, January 2019: <http://www.fao.org/3/CA3113EN/ca3113en.pdf>

68. The expected outcome is a return to community dialogue that strengthens social cohesion and allows the development of nutrition beneficial actions and productive investments.

Sub-component 1.1: The most vulnerable populations are structured within autonomous and functional Dimitra Clubs (CDs).

69. The project will support the emergence of **about 1,500 CDs**, each of which is made up of about 20 to 30 people, but whose impact affects entire communities. CDs are an effective mechanism for empowerment, community mobilization and social cohesion implemented over the past 10 years⁴⁷ in nine countries including the DRC, comprising now of more than 3,500 functional Clubs⁴⁸. This sub-component is based on the assessment of past and current projects⁴⁹ which results include: peacebuilding (for example, in Tanganyika province, clubs have reconnected Twa and Bantu communities with the Uwezo Peace Committee) through dialogue and collective action; the increase in participation of women and young people in local decision-making and in the political, economic and social life of communities (empowerment) from 30% to 45%, which has the effect of improving access to schooling for girls (the FAO-UNICEF project shows an increase in girls' school attendance from 39% in 2014 to 70% in 2016); significant improvement in health and nutritional practices, with the reduction of food taboos and cultural diversification; increased access to project information and good practices through clubs and community radios linked to them.

70. These CDs are based on **community mobilization**, inclusive participation of stakeholders, especially women and youth, a focus on women's specific needs, communication through community dialogue and collective action. Through their active participation in solving their common problems, with their own resources, Dimitra Clubs become aware of drivers of vulnerability and associated local solutions. This allows community members to be autonomous change actors in their own communities. The exchange and analysis of problems and the search for solutions cover all the concerns of the communities. The solutions found and put into practice with their own resources by the clubs and communities allow for an improvement in local living conditions, in addition to challenging discriminatory social practices and norms, such as early marriage, food taboos, improved eating habits. This leads to the emergence of women leaders, positive changes in the distribution of roles and division of labour within households, dialogue as a barrier to violence against women, the mitigation of intra- and inter-community conflicts, the strengthening of community solidarity and the wider dissemination of good practices via community radios, etc.

71. These activities of structuring and strengthening human and social capital aim to establish a framework conducive to development and will facilitate the implementation of all project activities.

72. **Project activities** will include: i) targeting the most vulnerable in collaboration with health centre actors; ii) diagnosing barriers and motivations to behaviour change at the local level for the creation of a behaviour change communication strategy⁵⁰; iii) raising awareness among local communities, local administrative and customary authorities and local government services of the opportunities offered by the Dimitra Club approach⁵¹; iv) support for community mobilization,

⁴⁷ FAO, 2019. Retour sur 10 ans d'autonomisation des populations rurales pour stimuler le développement <http://www.fao.org/fao-stories/article/fr/c/1200426/>

⁴⁸ FAO – 2019 – Dimitra Newsletter – Gender, rural women and development. Special Edition – Dimitra Clubs in action

⁴⁹ Les éléments d'impact (past evidence) sont tirés des divers rapports d'évaluation et de supervision mentionnés ci-dessus en section 2.2

⁵⁰ PRONANUT – 2017 – Rapport de la Recherche formative pour le projet multisectoriel dans la zone de santé de Bunyakiri

⁵¹ FAO RDC – Rapport de mission – Information, sensibilisation et état des lieux sur l'approche des Clubs Dimitra dans les zones de santé de Bunyakiri et Minova.

facilitation of the emergence of CDs and related action plans; v) support to Dimitra Clubs by local actors and Dimitra inter-Club exchanges; vi) additional technical training for clubs, such as functional literacy, gardening or other training as needed, with an emphasis on women/girls; vii) training for CD facilitators and literacy workers.

Sub-component 1.2 : Strengthening Local Capacities in Nutrition

73. The **community-based nutrition approach (NAC / CBN)**⁵² is currently applied by on-going Government programmes and raises awareness among Dimitra Club committees, local authorities and local services (agricultural monitors and community health workers) about the root (multisectoral) causes of malnutrition. The approach aims to empower all actors on the early identification of malnutrition situations and their local management⁵³. The project will build on the Dimitra Clubs previously set up to promote this approach for the same beneficiaries and for all community members, and thus associate the role of Community Based Committees on specific aspects of nutrition with Dimitra Clubs

74. The **evaluation of ongoing projects** shows that the combination of Dimitra Clubs and nutrition education activities has reduced rumours (including Ebola), challenged taboos and bad eating habits that often exist to the detriment of women and children, through awareness raising, analysis, dialogue, tastings⁵⁴ and demonstrations. The Community Based Nutrition approach implemented by PRONANUT (with which the project will seek synergies) addresses the other causes of malnutrition in terms of health as well, mobilizing communities to identify malnutrition and provide early care directly by themselves⁵⁵. Like the CD sub-component, this one will also facilitate the identification of local solutions in a context where local agricultural production is hampered by the lack of access to quality seeds, the lack of knowledge and the weakness of local services.

75. **Project activities will include:** (i) raising awareness on the links between food habits and taboos and child malnutrition; (ii) training in the identification of malnutrition and community management; (iii) cooking demonstrations and tastings; (iv) promotion of high nutrient content production and any other opportunities raised by Dimitra Clubs; (v) if required make available household nutrition kits that may contain small equipment to facilitate food processing such as pots, etc. The emergence of needs by Dimitra Clubs in terms of training on nutrition issues and the proposed solutions can be supported by the project in order to strengthen the mobilization of Clubs around these issues.

76. The expected **outcomes of component 1** are intra- and inter-community peacebuilding, empowerment of rural populations, with an emphasis on women, youth and marginalized ethnic groups and their representation and active participation in local decision-making processes. This leads to challenging of taboos and eating habits, and any other vulnerability resolution resulting from community diagnoses, as well as capacity building for all local actors on nutrition features leading to community empowerment in general and on the diagnosis and management of malnutrition situations at the local level, in particular.

77. **Gender.** The Dimitra Clubs' approach makes it possible to increase the proportion of women who actively participate in local decision-making processes, improve eating habits and reduce food taboos against women, contribute to gender equality through concrete actions (applied gender) and change behaviour in the fight against gender-based violence. Today, it is estimated that 60% of Dimitra Clubs have entrusted the running of the club to a woman, which has led to the emergence of

⁵² République Démocratique du Congo – 2015 – Nutrition à assise communautaire – Manuel d’orientation

⁵³ Mise à jour de la NAC / Rapport CAC / Rapport sur les piliers du PRONANUT / Directive de mise en œuvre de la NAC.

⁵⁴ FAO – Résultats sur l’éducation nutritionnelle

⁵⁵ PRONANUT – 2019 – Rapport d’activité 2018 & Rapport d’activités T1 et T2 2019

women leaders. CDs also provide an opportunity to collectively discuss and challenge habits and social norms that discriminate against women/girls, with a positive impact on them. These include workload, co-management of income between men and women, sharing of household and rural tasks, the number of children per woman, family planning, marriage and early pregnancy, violence including rape, girls' schooling, and the fight against malnutrition and food insecurity

78. **Environmental sustainability.** While component 1 activities do not directly target environmental sustainability, they enhance consultative mechanisms where natural resource management issues such as water, soil and forests can emerge. Community decisions can thus be defined to ensure the sustainable management of these resources.

79. **Risk and resilience.** The Dimitra Clubs contribute in conflict prevention and resolution by promoting dialogue between the various actors and communities. In this way, they contribute to social cohesion and the emergence of a climate of serenity within and between communities. The development of community solidarity funds observed within some Dimitra Clubs also helps to deal with family and community shocks by limiting negative impacts on the community.

80. **Subsidies.** The Dimitra Club approach mobilizes communities both in terms of diagnosis and voluntary financial contributions to meet the objectives set out in Club Dimitra's action plan. Grants are therefore not provided as such for the development of this activity. However, household nutrition kits can be provided to address emergency food and nutrition concerns and to support the implementation of knowledge acquisition.

Component 2 : Nutrition Sensitive Agriculture

81. According to FAO, **nutrition-sensitive agriculture** is a food-based approach to agricultural development that puts nutritionally rich foods, dietary diversity, and food fortification at the heart of overcoming malnutrition and micronutrient deficiencies. The expected outcome of this component is a more diversified and nutritionally rich agricultural production (nutrient rich) and consequently a better diet through its combination with the sensitization efforts undertaken under sub-component 1.2.

Subcomponent 2.1 will increase the availability of and access to bio-fortified seeds

82. The project will address a **major concern** expressed by producers (and their Producer Organizations - POs) during the preparation of this proposals regarding the low availability and diversity of good quality seeds, as well as the opportunity for access to bio-fortified varieties. The project is based on the on-going work carried out in the area within PICAGL by the National Institute of Study and Agronomic Research - (INERA) and the National Seed Service (SENASA) supported by expertise from its international partners: International Institute of Tropical Agriculture (IITA) and Harvest Plus. The project will determine the species of focus on the basis of local demand and their nutritional value as well as available varieties to be tested and multiplied.

83. The **expected result** is that quality bio-fortified seeds will be available in sufficient quantity and accessible to the vulnerable populations targeted by the project. This access will be facilitated by improving the performance of seed operators who will be trained in seed management and whose quantities of quality seed will be increased leading to a reduction in market prices.

84. The **proposed activities** of this sub-component are the following :

- i) select relevant bio-fortified species and varieties to be multiplied with the support of INERA, IITA, Harvest Plus and POs operating in the PICAGL intervention area;

- ii) organise the first generation production (basic seeds) by INERA and IITA in their two stations located in the PICAGL intervention area;
- iii) organize the production of certified seeds with POs, NGOs and cooperatives already involved in this activity and working in the PICAGL intervention zone. The quality of the seed produced will be guaranteed by the seed control and certification operations of the National Seed Service (SENASAEM);
- iv) Strengthen the capacities of the various stakeholders involved in seed production, conditioning and conservation.

Subcomponent 2.2 consists in the promotion and adoption of nutrition-sensitive agricultural practices through the FFS.

85. **Farmer Field Schools (FFS)** were developed by FAO in the 1980s in Asia as an effective method of strengthening agricultural capacities based on participatory diagnosis and experimentation in farming conditions. They are present in more than 80 countries today, including many African countries. In the DRC, the final report of the "Women and Men, Let's Progress Together" project shows that at the end of the support to 110 FFS (3300 members), the effects are multiple: 87% practice efficient production techniques at the end of the project; 75% of production is now grouped for collective sales for the benefit of all members; more than 65% of the targeted households adopt the practice of home gardens which was not customary before the project. In total, the final report estimates that the annual incomes of all participating families increased by 73%.

86. **Recent and on-going experiences** show that FFS approaches that provide nutrition-sensitive agricultural techniques can promote the diversification and availability of nutritious foods and the promotion of locally⁵⁶ multiplied bio-fortified seeds⁵⁷. The diversification of agricultural production also includes horticultural activities that have proven their impact in previous projects with the development of local production of vegetables such as in Kikalakasa⁵⁸ and in current projects with demonstration gardens at health centres⁵⁹. Linking these with interventions in the health sector will allow for complementarity of actions, such as with UNICEF-supported national school and village sanitation programme, which highlights the importance of hygiene and access to water as an essential means in the fight against malnutrition⁶⁰.

87. The **main activity** of this sub-component is to support the FFS following a well-established process, including in the DRC. The FFS will respond to the needs identified by their members with an emphasis on nutrition sensitive agricultural techniques. To this end, the link will be made with health centres to help diagnose nutrient deficiencies. The improvement of agricultural techniques will concern both staple and horticultural crops as well as small livestock as required. The FFS will be the vehicles for the transfer of knowledge in climate-resilient and nutrition-sensitive agricultural and small-scale livestock management practices. They will also serve as spaces where the seeds produced under component 2.1 can be utilized.

88. Additional activities will be funded by the project such as: (i) support to small scale water supply infrastructure benefiting both vegetable gardens and the health centres; (ii) set up of demonstration vegetable gardens in the health centres that involve women; (iii) organize training of trainers (women, youth, community workers) on vegetable production techniques and their use; (iv)

⁵⁶ FAO - CEP

⁵⁷ HARVEST PLUS - Expériences semences améliorées ?

⁵⁸ Rapport Projet JEEP – Père Paulus & Rapport Projet Action SAINES – FAO/UE

⁵⁹ FAO – Projet Action SAINES

⁶⁰ Programme National Ecole et Village Assainis – 2017 – Atlas 2017 – Accès à l'eau potable, l'hygiène et l'assainissement pour les communautés rurales et périurbaines de la république démocratique du Congo.

support the development of vegetable gardens in villages (around huts) made possible by the new water supply facilities.

89. **Gender.** Experience shows that the participation rate of women in POs and FFSs is about 40%. However, the implementation of horticultural gardening, home gardens, small livestock farming and attention paid to nutritional problems mainly target women. Thus, the participation rate of women (which will be monitored during the project) should be higher than 40% in FFSs working on these themes.

90. **Environmental sustainability, risk and resilience.** The POs consulted during the preparation of this project regret that unsustainable agricultural practices and recurrent conflicts have led to soil depletion, particularly in South Kivu. FFS approaches will promote sustainable natural resource management techniques such as agroforestry, integrated soil fertility management and water conservation and harvesting for horticultural gardening. While they contribute to sustainable improvements in yields and production, they will gradually restore soil fertility and ensure the sustainable management of these resources.

91. The support of the **SENASAEM** will guarantee the sanitary quality of the seeds produced, thus avoiding any phytosanitary risks. Agricultural techniques will promote the use of biopesticides rather than chemical ones in the management of crops, thereby limiting health and environmental hazards. The techniques developed under FFS will improve the resilience of communities to climate shocks, in particular through the learning of techniques such as agroforestry, conservation agriculture or improved soil fertility management.

92. **Subsidies.** An important element of subsidies for the purchase of improved seeds is justified by the low purchasing power of vulnerable producers and the fact that many humanitarian interventions distribute seeds free of charge in humanitarian situations. The actors of the sector (POs) alert on risks of such practices of free seed distribution to producers that cause distortions in the sub-sector. In this project, the grant element will be significant initially (90%) but will decrease during the project. The seeds will be provided to the POs, which will make them available to individual producers.

Component 3 : Local Economy and Entrepreneurship.

93. Outcome 3: Local economy improves incomes and resilience to shocks of the most vulnerable

94. *The expected project output is Village Saving and Credit Associations (AVEC) are structured, self-managed, functional and enable the emergence of women and youth microenterprises.*

95. **Elements of evidence** originate from ongoing projects supporting Village Savings and Credit Associations (AVEC). They consist mainly of financing economic activities and assisting business creation, with significant results in terms of increasing income, reducing poverty and improving nutrition. However, these effects could not have been achieved without the other two elements of community-based approaches. Some of the results documented in the above projects include: the establishment and functioning of processing units (mixed cassava-corn mills, rice and groundnut huskers and mini mill), crop storage warehouses resulting in a significant reduction in post-harvest losses and a reduction in the difficulty of processing; 50 business plans were financed benefitting around 50 women each, 262 women trained (75% of trainees) in agricultural entrepreneurship. 70% of women members of FFS and CDs trained in agricultural entrepreneurship currently live from their small businesses.

96. The **proposed component** intervention consists of a community-based saving and credit approach by and for community groups that have also often benefitted from the first two components. The purposes are: i) to enable the emergence of individual enterprises (production, agricultural processing and marketing activities, etc.) or ii) to respond to private shocks (family health problems, education, etc.). These AVECs are based on traditional "tontines" (saving and credit) mechanisms for mobilizing community funds to enable economically vulnerable people to benefit from community credit. This approach allows the most vulnerable to have access to loans that do not have excessive interest rates, but above all allows these vulnerable to cope with shocks by subscribing to these loans and by avoiding liquidation of their assets (land sales, livestock sales) and avoiding a deterioration of their situation.

97. The assistance to **community-based entrepreneurship** aims to strengthen producers' access to market opportunities, storage, conservation and processing technologies. It is envisaged to support investment by village groups and individuals in infrastructure including processing, sorting, storage, drying, packaging, transport and marketing facilities. IITA, in collaboration with INERA, will provide its expertise for the implementation of storage, conservation and processing technologies.

98. The **emergence of economic activities** by women and young people will gradually be supported to ensure their sustainability within the local and regional economic fabric. This will have direct or indirect impacts on community FSN and livelihoods. The activities to be implemented are: (i) awareness-raising and training in "tontines", AVEC and entrepreneurship; (ii) support the organization of the AVECs; (iii) progressive support in the form of tools and equipment (e.g. processing or storage units) to increase the working capital of the AVEC; and (iv) training in the management of the AVEC funds; iv) coaching of the AVECs; v) increase knowledge of the AVEC members of local economic and commercial opportunities based on the diagnoses undertaken by PICAGL and the Federation of Comngolese Enterprises (FEC) vi) raising awareness of business federations and confederations (FEC, COPEMECO and FENAPEC) in their roles in supervising their members, representing them and advocating with the authorities; vii) support the emerging economic activities of AVECs on legal, administrative, financial, management, communication, marketing and other aspects. (viii) the creation of exchange platforms between micro-entrepreneurs and those carriers of economic initiative; (ix) providing advice for enhancing relations with larger companies in the agricultural processing and distribution sector.

99. Initial exchanges during field visits with local producers and entrepreneurs reveal **investment opportunities** in the diversification of agricultural products such as groundnuts, coffee, cocoa and rubber, palm oil and horticultural products, but also in the processing of fruit into juice and jams. However, an important aspect of the project will be a more in-depth analysis of the selected value chains in order to develop intervention strategies in support of products with high nutritional value that will allow a better understanding of bottlenecks and opportunities related to the development of small businesses and to identify assistance needs. This analysis will be carried out in close collaboration with the private sector. The analysis will take into account job creation opportunities for young people and women.

100. **Gender.** Women account for more than 60% of the existing activities of AVECs, making them priority targets for additional support for economic activities.

101. **Risk and resilience.** AVECs promote the emergence of small-scale, low risk economic activity and the improvement of incomes and living conditions. They gradually strengthen the financial capacities of individuals to cope with shocks. AVEC also establish solidarity funds to provide loans to members at rates well below commercial rates and thus limit the impact of economic shocks on individuals. The risk of theft by the cash registers is limited by mechanisms of transparency and good governance for which training is provided and the need for several keys in the hand of different members to be able to open the cash registers.

102. **Subsidy.** The approach involves some elements of subsidies of the working capital of the AVECs for equipment such as flour mills and corn mills so as to boost the AVECs. Experience shows that part of the economic benefits linked to these facilities are then reinvested in the AVECs' funds and thus contribute to the financial autonomy and sustainability of these structures.

103. **Public vs Private Sector.** The private sector is fully targeted in this component, as the activities aim to support the sustainable emergence of local economic initiatives through AVECs.

2) Rationale for public financing of components and activities chosen to be financed⁶¹

104. The preparation team **consulted the private sector** in Kinshasa as well as in the project area, in particular during interviews with members of the Fédération des Entreprises du Congo (FEC), which is the main representative of the private sector. The FEC includes an agriculture and food production branch made up of companies working in the distribution and processing of agricultural products.

105. Above all, private sector actors stress that the country's **political and security instability** is the main obstacle to the development of their private businesses. This makes private investment risky and private/public dialogue *ad hoc* and sometimes unproductive.

Project Activities and Private Sector.

106. **Project activities** related to community work (in support of Dimitra clubs, AVEC) are social in nature and do not directly concern the private sector. Support to the FFS (component 2.2) does not compete with the private sector, which is absent in agricultural extension.

107. With regard to activities in the field of **nutrition**, it should be noted that the FEC played an important role in the Nutrition Conference of South Kivu on 24-26 May 2016, and the private sector had also signed the South Kivu Nutrition Charter committing itself to developing promising public-private partnerships for nutrition⁶². Dialogue between economic actors, the public sector, and other actors involved in the fight against malnutrition (associations, NGOs) is essential to ensure a framework for private sector engagement in nutrition⁶³. Unfortunately, these efforts have still not been followed by concrete interventions, so the nutrition activities in the project are justified to compensate for these gaps. Nevertheless, the project will seek to develop partnerships with private actors in nutrition activities such as raising awareness of malnutrition problems or setting up home gardens for vegetable production.

108. The private sector should be present in the **seed sector**, but it is very limited, leaving room for public interventions, non-governmental organizations, religious organizations and humanitarian projects. Given that the project will work in the particular field of bio-fortified seeds, which has an important technical content, the private sector lacks the capacity to invest under the current conditions of the DRC today. This justifies the leading role of INERA and its international partners such as IITA and Harvest Plus, which will nevertheless enter into partnerships with private seed multipliers.

⁶¹ For a reference document on optimizing public financing for agricultural development, see “Future of Food: Maximizing Finance for Development for Agricultural Value Chains” (World Bank, 2018), which can be accessed at: <https://openknowledge.worldbank.org/handle/10986/29686>

⁶² <https://scalingupnutrition.org/fr/news/une-conference-sur-la-nutrition-dans-le-sud-kivu-en-republique-democratique-du-congo-repositionne-la-nutrition-comme-une-priorite-de-developpement/>

⁶³ Voir notamment leçons apprises sur les points d'entrée Business Nutrition <https://mqsunplus.path.org/resources/where-business-and-nutrition-meet-review-of-approaches-and-evidence-on-private-sector-engagement-in-nutrition/> et http://alliance2015.org/fileadmin/pdf_docs/DEF_summary_Private_A4.pdf

109. Finally, the private sector is mainly involved in the development of some value chains supported by the third component aimed at developing small community and individual enterprises. It is important to build on the existing commercial relationships that agricultural distribution and processing companies have with POs. As already mentioned, the project will work in partnership with the FEC to benefit from two of its main functions, which are: (i) mentoring and capacity building of its members to create "strong business leaders"; (ii) promotion of members and their activities at fairs or exhibitions.

Public Support to Private Investment.

110. One of the functions of the FEC is to advocate with public institutions on the constraints and needs of private companies. In the past, the Government has developed an agro-industrial park strategy to attract private investment in the agricultural sector, but which has not yet had convincing results. The FEC now calls for the holding of a meeting on "Etats généraux de l'agriculture" (*General Meeting on agriculture*) under the guidance of the Government that would gather all stakeholders in the agriculture and food sector to discuss what the sector needs in terms of private sector engagement.

111. The stakeholders consulted during the preparation of this proposal stressed the **significant potential** for investment in the project area in the diversification of agricultural products such as groundnuts, coffee, cocoa and rubber, palm oil and horticultural products. There exists many opportunities for the transformation of fruits into juice and jams. This potential contrasts with the fact that the country imports US\$1.5 billion annually in food products.

112. In order to address this paradox, the FEC recommends the following measures to encourage private investment in DRC:

- Improve and deepen the consultation of private actors for the development of models to ensure the sustainability of projects and investments;
- target support to local processing companies of food products for which a large proportion is exported as raw products and returned in processed form (e.g. cassava flour)
- Improve the business climate by reducing excessive administrative burdens and *ad hoc* and excessive taxes.

2.4 Implementation arrangements

113. The proposed GAFSP-financed project will be integrated into the on-going PICAGL Project. As a result, it will be implemented under the inter-ministerial steering and coordination mechanisms of the PICAGL. The PICAGL National Steering Committee is chaired by the Minister of Agriculture or its legal representative, and composed of various representatives of the relevant ministries, governors of the targeted provinces, representatives of the private sector and civil society (including producer organizations) to collect their opinions and thus contribute to good governance. A unit within the Ministry of Agriculture ensures the overall coordination of the implementation of the PICAGL project, performance monitoring, as well as overall coordination with the World Bank and other partners. A provincial monitoring committee is present in each of the project's provinces of intervention and is chaired by the governor or his/her representative. It monitors the implementation of project activities and provides strategic advice in line with the relevant provincial development plans.

114. The project will be **executed on a day-to-day basis** by the PICAGL management unit, which will be strengthened to include teams dedicated to the three components of the new project. Experts in community capacity building (CD, FFS, AVEC) and nutrition will be added. As already mentioned, this integration with PICAGL will allow the GAFSP project to benefit from the existing structure which, after two years of development, is now fully operational. This will allow the GAFSP project to "skip" this start-up period, which, from experience in the DRC, is often long, and to start new activities quickly. Currently, the implementation capacity of PICAGL consists of two Provincial execution units established in Bukavu (South Kivu) and Kalemie (Tanganyika). They are also under the supervision of the provincial ministry in charge of Agriculture for each province. The staff of these two cells are listed in the table below.

Table 2: PICAGL staff from the two Provincial Implementation Units

Staff	Bukavu	Kalemie
Coordonnatorr	1	1
Monitoring and Evaluation	1	1
Procurement Officer	1	1
Environmental and Social Safeguard Responsible person	1	1
Logistician	1	1
Accountant	1	1
Secretary	1	1
Driver	2	2

115. In addition, the project is currently (September 2019) in the process of recruiting the following expertise: one private sector manager based in Bukavu; one civil engineering specialist based in Bukavu; one agricultural research specialist based in Bukavu; one rural finance specialist based in Kalemie

116. As PICAGL is funded by the **World Bank**, which is proposed as the investment supervisory entity for the GAFSP project, the GAFSP project will follow the same operational and financial procedures and will once again benefit from the existing capacities in these areas. Technical assistance provided by the technical supervising entity will follow the procedures of the latter but from an operational point of view, interventions will be fully coordinated in the form of joint annual work programmes between investment and TA activities. Finally, as in the case of PICAGL, the project will be in partnership with IITA, particularly for the second component.

117. New activities added to the current PICAGL ones, such as community approaches and nutrition, will benefit from the institutional and operational capacity of **FAO**, which is the proposed technical SE that implements other similar projects in other regions, with expertise to cover national needs. In addition, as these projects involve partnerships for implementation with local NGOs, the latter will also be mobilized within the framework of the GAFSP project in the form of letters of agreement. Well anchored in rural areas, including in the project area, their role will mainly be to mobilize communities within the framework of the three components, support them and provide literacy activities.

118. In addition to the two SEs, an important implementing partner will be the **International Institute of Tropical Agriculture (IITA)**, which is one of the research centers that are members of the Consultative Group on International Agricultural Research (CGIAR). IITA is the leading research partner that generates agricultural innovations to address Africa's most pressing challenges: hunger, malnutrition, poverty and the degradation of natural resources. IITA began its activities in the DRC in 1974 and since then has focused on improving key value chains to ensure economic diversification and strengthen nutrition and food security. IITA carries out activities in close collaboration with

INERA, the National Extension Service (SNV), SENASEM, NGOs, universities, farmers' organizations and community organizations. IITA has a research station in South Kivu in Bukavu, which offers all the modern equipment, including laboratories for plant analysis, tissue, soil and microbiology cultivation in accordance with international standards. In partnership with research centres, IITA has developed many varieties of crops rich in provitamin A and other minerals (zinc, iron, etc.) and enriched organic varieties combining a competitive grain yield and strong farmer preference. IITA also has long years of experience in food processing. High yielding, rust resistant and dual-use soybean varieties are also available, as well as technologies for processing into nutritious food products. IITA has proven expertise in the development of Aflasafe to overcome the constraint of aflatoxin in nutritional health.

119. These community-based approaches make **civil society the central actor in the project**. The mobilization and strengthening of institutions at the community level (Dimitra Club, POs, FFS and AVEC) is the main objective of the project because they will ensure in a sustainable way social cohesion, the improvement of nutrient-rich agricultural production, the strengthening of the capacities of local actors, and the economic and nutritional development of agricultural products:

- Component 1. The implementation of activities will take place at community level, promoting the mobilization of the actors themselves and the traditional and more recent institutions already present at the local level (tontines, community relays and agricultural monitors). Targeting activities will be carried out within PICAGL, in collaboration with PRONANUT and health centers trained in the assessment of malnutrition. The PROSANA teams will gradually be integrated into targeting and training activities of this project. The technical SE will carry out awareness-raising and training activities for community facilitators in collaboration with government departments and local NGOs.
- Component 2. Nutrition-sensitive agriculture involves access to bio-fortified varieties and seeds and the adoption of good agricultural practices to improve the nutritional status of targeted populations. The provision of biofortified varieties adapted to the local conditions of the PICAGL intervention area will be made available to the project by INERA in collaboration with the international agricultural research institutions operating in the region (IITA, Harvest Plus). The supply of quality seeds will be ensured through seed production activities at INERA research stations for basic seeds and by seed multipliers, POs, NGOs and cooperatives with expertise in this field for certified commercial seeds. As part of the promotion and enhancement of biofortification, the POs will be responsible for the redistribution of biofortified seeds to their members.
- Component 3. Support for the creation of AVECs is based on community mobilization and the involvement of the beneficiaries themselves. As for the development of small enterprises, the FEC will play a leading role because of its mandate to mentor and strengthen the capacities of its members in order to create "strong entrepreneurs" for emerging micro-entrepreneurs. It will train these economic actors and strengthen trade relations between POs and companies distributing and marketing agricultural products.

120. The implementation of the project will contribute to **strengthening the capacity** of all stakeholders, first of all, of course, the community institutions as explained above (ensuring their technical and financial autonomy) but also the implementing partners, in particular:

- **Government stakeholders** such as: (i) the decentralized state services by enabling them to integrate nutrition issues into their strategic orientations; (ii) agricultural monitors and community health workers so that they enhance their technical role as community advisors on nutrition-sensitive agriculture issues; and (iii) INERA and its associated seed multipliers, thanks to the revival of the demand for bio-fortified and other improved seeds. In all three

cases, capacity in terms of nutrition-sensitive and climate-smart agriculture will be strengthened;

- **Civil society partners**, in particular the POs and the FEC in the field of nutrition- and climate-sensitive agriculture for the former and support for micro-entrepreneurship for the latter;
- **Local NGOs** involved in community interventions that will benefit from a series of capacity building activities delivered by the technical SE in the areas of community mobilization, CD, FFS and AVEC creation as well as nutrition-sensitive and climate-smart agriculture. These capacity development activities will include specific training, on-the-job training through dedicated expertise, mentoring and coaching, access to specialized tools developed by the technical supervision entity, exposure to other in-country or other countries experiences as needed.

2.5 Amount of financing requested and time frame for implementation

121. The **financing requested from GAFSP** is estimated at **US\$ 25.77 million for a 5-year project**. Indeed, the GAFSP Project aims at changing community nutritional behaviours through community mobilization, as it takes several years to ensure the sustainability of the project's achievements. This includes a provision of **US\$ 0.5 million as a Project Preparation Grant (PPG)** as justified in Appendix 3.

122. It is envisaged that this amount would cover an estimated 56,250 direct beneficiaries. However, a minimum amount would be around US\$ 18.97 million, which would only allow to reach an estimated 43,500 direct beneficiaries.

Table 3: Project Financing Table

	Cost (US\$ million)	Share (%)
Project implementation		
GAFSP	25.07	95%
Government	1.00	4%
Local project participants	0.20	1%
Project Implementation Total	26.27	100%
Project preparation (1)		
GAFSP	0.5	100%
Project Preparation Total	0.5	100%

123. The contributions by the two supervising entities are part of their regular roles as supervising entities to support project preparation and not included in this Table.

Table 4: Project Cost Table

Component	GAFSP (US\$)	Cofinancing Gouvernement (US\$)	Local project participants (US\$)	Total (US\$)
Component 1 : Community Mobilization to address Vulnerability	8,125,000	-	100,000	8,225,000
1.1 Vulnerable community groups are structured, operational and autonomous as a result of Club Dimitra (CD)	5,725,000	-	-	5,725,000
1.2 Strengthening Local Capacities in Nutrition	2,400,000	-	100,000	2,500,000
Composante 2 : Nutrition sensitive agriculture	10,060,000	100,000	100,000	10,260,000
2.1 Bio-fortified seeds Development	3,960,000	-	-	3,960,000
2.2 Promotion and adoption of nutrition-sensitive agricultural practices through the FFS	6,100,000	100,000	100,000	6,300,000
Composante 3 : Local Economy and Entrepreneurship	4,500,000	900,000	-	5,400,000
Management, execution and M&E (10%)	2,388,500			2,388,500
Project Preparation Grant (PPG)	500,000			500,000
Total	25,573,500	1,000,000	200,000	26,773,500

124. Unit costs are derived from actual ones in previous projects implemented by FAO, in particular for the three community approaches: Dimitra Club, CEP and AVEC.

125. Unit costs for the **structuring of CSOs (CD, CAC, AVEC)** incorporate expenses related to technical assistance for structuring and training, support partners, small materials when necessary (literacy, CAC). The cost of USD 100 per Dimitra Club beneficiary includes: i) community awareness raising through technical assistance through several trips and workshops in the community; ii) creation of a development plan by the communities; iii) support in the first year of Dimitra Clubs by a local partner; iv) training of trainers and facilitators from local technical services and accompanying NGO partners.

126. The unit cost of US\$ 1,000,000 for the **development of foundation and pre-foundation seeds** includes i) packaging for USD 255,000 (including a shared shelter, sorting unit, packaging units and associated consumables, one generator set, a vehicle for USD 50,000 and other minor inputs; (ii) USD 210,000 for the introduction and maintenance of biofortified varieties (acquisition of plant material and seeds, technical assistance and training sessions); (iii) US\$ 440,000 for seed production including equipment, irrigation, drainage and distribution infrastructure, technical assistance, INERA supervision and inputs; (iv) US\$ 30,000 for drying; (v) US\$ 65,000 for seed conservation (cold rooms and quality control).

127. The US\$ 500,000 unit cost for certified seed development includes: i) US\$ 190,000 for packaging, drying, car and generator equipment; ii) US\$ 100,000 for capacity development and quality certification; iii) US\$ 100,000 for shelter, iv) US\$ 110,000 for small equipment (moisture meters, etc.), inputs, fuel and operation in the first year.

128. The US\$ 18,000 vegetable garden cost includes (i) infrastructure (well drilling, solar mine drainage system, elevated water storage tank, gravity irrigation system), (ii) plot development, purchase of plant material and inputs, (iii) support for women producers by agricultural extension workers.

Table 5: Other Donor Funded Agriculture and Food Security Projects

Name of project	Implementing partner (IP)	Project cost (US\$ or US\$ equivalent)	Latest implementation status (date), per IP	Dernier état d'avancement (date)
Regional Great Lakes Integrated Agriculture Development Project (PICAGL)	International Development Association (IDA)	152.7 (of which IDA is providing \$150,0m)	2016-2021	Moderately Satisfactory (May 2019)
Development Project of the Western Growth Clusters (PDPC)	International Development Association (IDA)	110,00 (of which IDA is providing \$110,0m)	2013-2019	Moderately Satisfactory (January 2019)
Project to Support the Rehabilitation and Revival of the Agricultural Sector (PARRSA)	International Development Association (IDA)	120,00 (of which IDA is providing \$120,0m)	2011-2017	Satisfactory (juin 2019)
Small Medium Enterprise Development and Growth Project	International Development Association (IDA)	100,00 of which IDA is providing \$100,0m)	2018-2023	Satisfactory (juin 2019)
Support Programme for the Development of Kinshasa's Food and Market gardening Supply Clusters (PAPAKIN)	International Fund for Agriculture Development (IFAD)	114,9 of which IFAD is providing \$107,4m)	2012-2020	Moderately Satisfactory (October 2015)
Integrated Agricultural Rehabilitation Program in Maniema Province (PIRAM)	IFAD / OPEC Fund for International Development (OFID)	49,00 of which IFAD and OFID are providing \$33,5m)	2008-2017	Moderately Satisfactory (June 2015)
Project to Support the Rehabilitation and Revival of the Agricultural Sector/Additional Financing (PARRSA-FA)	International Development Association (IDA)	78,60 of which IDA is providing \$75,0m)	2017-2020	Moderately Satisfactory (June 2019)
Support Project for the Agricultural Sector in North Kivu Province (PASA-NK)	IFAD / OPEC Fund for International Development (OFID)	53,00 of which IFAD and OFID are providing \$43,5m)	2015 - 2025	Recently launched (October. 2018)
Democratic Republic of Congo - Project to Support the Development of Agricultural Value Chains in Six Provinces in DRC (PADCA-6P)	African Development Bank (AfDB)	21,43 million UA of which AfDB is providing \$20,0m)	2019-2024	Recently Approved (May 2019)
Democratic Republic of Congo - Youth Entrepreneurship in Agriculture and Agri-Business Project (PEJAB)	African Development Bank (AfDB)	41,079 million UA of which AfDB is providing \$40,0m)	2016-2022	-
<u>Agricultural Development Program in Kwilu and Kwango Districts (Bandundu) - PRODAKK</u>	ENABEL	17,0 million EUR (ENABEL)	2013-2021	Satisfactory (October 2017)
<u>Agricultural Development Program in Tshopo District - Eastern Province – PRODAT</u>	ENABEL	11,0 million EUR (ENABEL)	2014-2021	Satisfactory (June 2017)
Agricultural Development Program in Kasai-Oriental Province- PRODAKOR	ENABEL	11,0 million EUR (ENABEL)	2013-2020	Satisfactory (October 2017)
Emergency support for actions to combat "chenille légionnaire d'automne"	Food and Agriculture Organization (FAO)	US\$ 0.5 million (FAO)	2018 –2019	-
Food Security, Information, Nutrition and Environment Actions Project in Sankuru - SAINES	Food and Agriculture Organization (FAO) / European Union (EU)	US\$ 3.77 million (EU)	2017-2020	-
Support to value chains and livelihoods of smallholder farmers to promote peace and stabilization in North and South Kivu provinces (P4P)	Food and Agriculture Organization (FAO) / Germany	US\$ 12.5 million of which Germany is providing \$12,4m)	2017-2020	-
Food aid and production and improved resilience of displaced/returning households, families of malnourished children and host families affected by armed and inter-community conflicts in Grand Kasai	FAO / Belgium	US\$ 4.71 million (Belgium)	2017-2019	-
Integrated approach to the fight against chronic malnutrition in South Kivu, Bunyakiri Health Zone	Coopération Suisse / FAO /WFP/ UNICEF	US\$ 0.71 million (Swiss Coop is providing \$0,70m)	2017-2020	-

Click on the name(s) of the preferred Supervising Entity(-ies)

Supervising Entities for Investments and Technical Assistance (Select only one)

World Bank

Supervising Entities for Technical Assistance only (Optional)

Food and Agriculture Organization (FAO)

Table 6: Anticipated Cost Share Between Supervising Entities

	Anticipated cost share (%)
[Supervising Entity 1 for investment activities]	60 %
[Supervising Entity 2 for Technical Assistance]	40 %

Note: The anticipated cost shares should add up to 100%.

129. The **World Bank** resumed its commitments in the DRC in 2001, after having suspended its activities for almost a decade. Its portfolio of projects has evolved in recent years from emergency assistance to a sustainable development strategy. It currently finances 29 operations (including regional integration projects) and 57 trust funds. These commitments represent a total amount of \$4.12 billion, including 16% for human development and 15% for private sector development and agriculture. The World Bank is currently supervising programmes operating in areas with a high prevalence of malnutrition such as PICAGL and is a major financing contributor to the agricultural sector in the DRC. Thus the World Bank was chosen as the supervisory entity for investments.

130. **FAO** has had a permanent presence in the country since 1978. It assists the Congolese Government in the design of policies, programmes and legal frameworks that promote food security and nutrition. Its interventions are mainly focused on: (i) strengthening the governance of the agriculture, fisheries and livestock, rural development and environment sectors; (ii) promoting agricultural value chains (crops, animal and fisheries); (iii) promoting sustainable management of the environment and natural resources to combat climate change; (iv) strengthening the resilience of people's livelihoods to enhance food and nutrition security. Since 1998, FAO's interventions in agricultural emergency and rehabilitation have started in the country, taking into account the socio-political situation and its recurrent humanitarian consequences. Since then, FAO has implemented about 240 projects in the areas of agricultural development and emergencies with a financial volume of about US\$352 million. With its expertise and resources, FAO is well positioned to help the DRC achieve the Sustainable Development Goals.

131. FAO is the lead agency for the food cluster and in 2007 developed a key framework for analysing the food situation in the country: the Integrated Framework for Humanitarian Phase Classification and Food Security (IPC). This process brings together all stakeholders in the field of food security and nutrition, including local and international NGOs, the technical services of the Ministries of Agriculture, Fisheries and Livestock, Public Health, Planning and the "Revolution of Modernity" as well as United Nations agencies such as UNICEF, the World Health Organization (WHO), the WFP and the Office for the Coordination of Humanitarian Affairs (OCHA). It provides a consensus to describe the nature and severity of food crises.

132. The unique collaboration that has been built between **FAO and the WFP** in support of resilience programmes will be maintained during this project. An arrangement will be worked out between the two institutions given it is not possible to propose two supervisory entities for technical assistance.

133. All the community-based approaches proposed in this GAFSP project have been implemented by FAO, often in collaboration with WFP, over the past 10 years in the following projects: i) Food Security, Information, Nutrition and Environment Actions in Sankuru - SAINES Project; ii) Support for Value Chains and Livelihoods of Small Agricultural Producers to Promote Peace and Stabilization in North and South Kivu Provinces; (iii) Food aid and production project and improvement of the resilience of displaced/returned households, families of malnourished children and host families affected by armed and intercommunity conflicts in Greater Kasai; (iv) Integrated approach to combat chronic malnutrition in South Kivu, Bunyakiri Health Zone.

2.6 Post project sustainability and exit strategies

1) **For project asset and services:** Describe how assets and services will be maintained after the life of the project:

134. From the start, the project seeks **active engagement of actors** and develops approaches that put them in the deciding role so as to increase their ownership, future autonomy and to avoid any dependence on the project. Though no systematic evaluation has been undertaken years after completion of similar projects, partial indications show that the majority of Dimitra Clubs, FFS and AVEC are still active in one form or another after project support has stopped.

135. The **capacity development methodology** (e.g. through mentoring, on-the job training, exposure visits) aims to ensure that skills and knowledge acquired by stakeholders (producers, civil society actors, local authorities and technical services) fit their current needs and are applied immediately by those receiving this support. This will enable skills and knowledge to remain “alive” with participants for a much longer period than the project.

136. The way the project supports the development of improved and **bio-fortified seeds** is to set up a permanent system involving INERA (a permanent institution) and POs and their seed multipliers. The preparation phase will need to pay particular attention to the subsidy element of seed purchases by farmers from seed multipliers is decreasing during project life so as to reach a situation where market prices are affordable.

137. The project will also participate in the **provision of processing, storage and packaging equipment**, as a common property of the AVECs. AVEC members will be trained in the regular maintenance and servicing of this equipment, allowing them to ensure its operation. A portion of the revenues from the use of this equipment will be saved in the AVEC to cover equipment repairs. This approach allows the creation of working capital and thus ensures the financial sustainability of AVECs.

138. The **individual economic activities** emerging from these AVECs will gradually be supported by their peers either through voluntary platforms of individuals, or through support from the confederation and federation of small businesses (COPEMECO, FEC, etc.). These exchanges between peers will make it possible to guarantee the sustainability of these local economic activities, which could also gradually become a local economic engine of development.

- 2) **For institutions and management structures:** Describe capacities needed to continue providing support and coordination and assurances or strategies to ensure these will be in place:

139. The closure of the project leads to a disruption in the financing of the salaries of the local partners involved. However, the project contributes to develop capacities of these actors (community workers, agricultural monitors, technical services, local NGOs) so that their knowledge acquired during project life on community approaches (CD, NAC, AVEC, FFS), literacy and nutrition-sensitive agricultural techniques can be applied after project completion.

- 3) **Social access and inclusion:** Describe arrangements that will be put in place to ensure that social and gender equity gains on the project will persist:

140. The entire project is based on the principle of **social inclusion and women empowerment**, in particular through the first component. In addition, the sustainable inclusion and women and youth in the social and economic life of the region beyond project life should be ensured through: i) mobilizing local decision-makers (local authorities, technical services, etc.) in changing attitudes towards women and young people by exposing them to project activities and achievements; ii) the preferential involvement of women and young people in the various community based institutions supported by the project that are aimed to continue their lives beyond the project (CD, NAC, literacy, CEP, vegetable gardens, AVEC); iii) the sustainability of income-generating activities, largely targeting women to enable them to gradually acquire economic independence; iv) the concentration of some training activities on women as a mechanism for their empowerment (literacy, management training, technical training).

2.7 Risk and risk management

141. The situation in the DRC is highly unstable, particularly in the eastern part of the country where the project will be implemented. The project is therefore subject to many risks that were discussed with stakeholders during visits to the project area based on the summary presentation of the main activities already identified at the time of these discussions. Most of them find "mitigation measures" within the project as shown in the following table that lists major risks to the achievement of the general objective, and to each component, and provides mitigation measures for each risk.

142. In addition to stakeholder consultations, the project development team reviewed the risks that previous projects may have faced, as well as the mitigation measures implemented and their effectiveness to ensure that the objectives were met. Working sessions were organized with various project managers to review with them those risks and mitigation measures.

Table 7: Anticipated Risk and Mitigation Measures

Development Objective / Component Outcomes	Risks	Mitigation measures	mitigation measure included in the project?
Development Objective : sustainably improve the nutrition and resilience of the most vulnerable populations in the South Kivu - Tanganyika corridor	Political instability and armed conflicts (wars, rebellions,...)	National dialogue for peace, peace process	No
		Community activities in support of social cohesion and dialogue leading to a reduction in conflicts (Club Dimitra)	Yes
	Ebola outbreak escalation	Programme for the prevention and control of the epidemic	No

		Project activities empowering communities	Yes
	Shocks (climatic, security, family) leading to the sale of assets by vulnerable households	Solidarity and credit and saving approaches (AVEC) Resilience of certain activities (climate smart production, small livestock)	Yes
	Conflicts over access to land	National and regional work on land tenure policies	No
		Community and inter-community dialogue on land issues (Dimitra Clubs)	Yes
<u>Component 1 outcome:</u> a return to community dialogue strengthens social cohesion and allows the development of nutrition actions and productive investments	Traditional and cultural bottlenecks limit the participation of women, youth and vulnerable groups	Awareness-raising and training for behaviour change (Dimitra Clubs)	Yes
<u>Composante 2 outcome:</u> a more diversified and nutritionally rich agricultural production (nutrient rich) and consequently a better diet	Wait-and-see attitude caused by humanitarian donations	Awareness raising of active engagement; put stakeholders in the decision role; financial contributions to the working capital of POs	Yes
	Reluctance to adopt good practices that are nutrition sensitive	Awareness raising, behaviour change communication	Yes
	Weak technical and organisational capacities of POs, specialised government services and others (NGOs)	Professional Training; Support for the institutional development of POs;	Yes
<u>Composante 3 :</u> Local economy improves incomes and resilience to shocks of the most vulnerable	Lack of community trust in AVECs (mismanagement of funds, discrimination of members)	Awareness, transparency and self-monitoring; capacity development in good governance and management practices	Yes
	Vulnerability to influence of rich local families	Networking of micro-entrepreneurs by the FEC or another federation	Yes
<u>Project Management</u>	Misallocation of project assets and resources	Anchorage in the PICAGL project, strict procedures and supervision of the supervisory entities	Yes
	Interference in the management and selection of key project staff	PICAGL Administrative and Financial Management Procedures Manual - Supervisory Entity Procedures	Yes
	Lack of local capacity for project implementation	Capacity strengthening; mobilization of the capacities of supervisory entities and NGOs	Yes

2.8 Consultation with local stakeholders and development partners

- 1) Describe the process and extent of consultation with stakeholders (e.g., central and local government, private sector, farmer groups, individuals, development partners), providing in Appendix 2 a full list of stakeholders consulted:

143. The Government has set up a **Technical Working Group (TWG – GTT in French)** to lead the process of preparing the GAFSP project proposal, composed of the Ministry of Agriculture, the three national federations of POs (CONACO, UNAGRICO, COFACO), the technical and financial partners involved (World Bank, WFP, FAO), the PICAGL project and its international partners (IITA,

Harvest Plus). The TWG met weekly during the initial one and a half month phase, which required guiding the formulation process and identifying the main elements (features) of the project. It then met when there was a particular need (departure and return of the field mission, reviews and comments on the two draft documents). In addition, FAO being responsible for assisting the Government in the formulation of the GAFSP proposal has initiated bilateral meetings with each of the stakeholders in Kinshasa and in the project area to capitalize on each other's experiences and results, share progress in the preparation and gather each other's views.

144. In a first **identification phase** in June, a thorough series of consultations was held for a week in Kinshasa with two meetings of the TWG and involving the services of the Ministry of Agriculture, the three umbrella organizations, NGOs, other representatives of civil society ("Acting for Food Security and Sovereignty"), the Federation of Enterprises of Congo (FEC) and key colleagues from FAO, World Bank and WFP. This resulted in a consensus on the potential main features of the project that were validated by the TWG on the basis of an aide-memoire.

145. A **joint mission** composed of three members of the Ministry of Agriculture, two members of agricultural research institutes (INERA and IITA) and one member of FAO, then travelled from 11 to 20 July 2019 to Tanganyika and South Kivu provinces to meet provincial stakeholders and split into three to organize **three provincial workshops** to exchange and share information and experiences. FAO's provincial offices jointly with the Provincial Inspector of Agriculture, Fisheries and Livestock organized the three workshops and mobilized the various stakeholders: provincial authorities in charge of agriculture, fisheries and livestock; POs, NGOs active in the region (national and international), local authorities (agriculture, rural development, health/PRONANUT), university members, research institutes (national and international), FEC and development projects (full list in Appendix 2).

146. The **workshops** were held in focus groups on the different aspects of the project in order to facilitate the participation of each of the participating stakeholders. The results were restituted to all participants in plenary, discussed and recorded in writing. In addition to the workshops, the mission also carried out numerous field visits to communities and the structures concerned by the nutrition component, including the women's cooperative COOPADI/Uvira, the national network for the development of women (RENADEF/Kalemie), the BIO Kivu dairy products company (Bukavu/Kavumu), two local NGOs (VSF and RIKOLTO). The reports of the workshops and field visits have been summarized in Appendix 2, incorporating all opinions, even divergent ones. They were then redistributed to all workshop participants to ensure that all their comments were taken into account in the preparation of the project proposal document. Following the finalization of the first draft of the project proposal, a copy was sent to the provincial inspectors so that they could inform the various local stakeholders and gather final comments on the proposal.

2) Describe how traditionally marginalized groups (e.g., women, landless, youth, pastoralists, pregnant and lactating women, ethnic or social minorities) were involved and any special measures that were put in place to engage their participation:

147. The mission was divided into three teams in order to visit the most remote areas of the area and consult with some vulnerable actors who were unable to attend the workshops for various reasons. The actors met were women's organizations (National Network for the Development of Women RENADEF, CAMCO, COOPADI), fishermen, private individuals (BIOKIVU). Meetings were also held with NGOs working with vulnerable groups (RIKOLTO, VSF). The mission exchanged in the local language (Swahili) to ensure that the discussions were accurate.

3) Describe ways in which the consultation added value or enhanced the project design:

148. Consultations in Kinshasa and the project area, field visits and provincial workshops enabled stakeholders to express their main concerns and needs as well as the following **priorities** that were incorporated into the project design:

- the need to strengthen the **capacities of government services** at the local level so that they can fully play their role of local supervision, support and advice on good agricultural and nutrition techniques for producers;
- it is necessary to work in support of **existing structures** at the community level such as POs and cooperatives in order to perpetuate the achievements of the project;
- the difficulty of access to **quality seeds** is a major constraint that must be a priority of the project;
- the need to diversify and support **value chains** that are seen as important to the local economy and nutrition (groundnuts, beans, soybeans, small livestock). In doing so, one should take into account that soils are largely depleted as a result of unsustainable practices partly as a result of recent conflicts;
- the need to propose solutions to the difficulties of **access to credit**;
- the importance of integrating the **status of women** into the design of the project. With the collapse of cash crops, the men who were responsible for them in the past did not return to the cultivation of food crops, left to women who, with all the other tasks (children, markets, water, household tasks...) have only time to produce for the family's survival, not enough to develop other production. Changes need to be introduced to the distribution of roles between men and women;
- change management features of the future project such as the **non-use of local human resources** in the implementation of projects despite their skills or the lack of accountability of some projects to beneficiaries.

149. The **proposed GAFSP project largely meets these expectations** by promoting the sustainable and quality supply of biofortified seed, supporting community financial mobilization (AVEC) as a local alternative to formal credit, supporting community approaches to conflict prevention and resolution (Club Dimitra), improving agricultural technical skills (FFS), using local human resources (local training of literacy and training) and strengthening the capacities of POs, government services and authorities at the local level.

150. Other major concerns and priorities have been expressed by stakeholders but cannot be included in this project, although they are the subject of other interventions. They include:

- the lack of access to infrastructure and formal credits. This is in part covered by World Bank-financed projects such as the PICAGL, the *STEP*, the *East Africa Investment Climate Programme* and the *Finance Infrastructure Markets*;
- the need to work on agricultural policy issues as well as to solve some problems related to land tenure at a political level. Although the Dimitra Clubs will provide a platform for discussing land issues, decisions at a more political level are not the responsibility of the project but more institutional interventions such as the policy dialogue facilitated by some development partners such as FAO.

2.9 Detailed plan for preparation (in the event of a successful proposal)

- 1) Planned responsible person: Name and current title of full-time national government administration team member who is expected to be the key liaison person with the Supervising

Entity(ies) and lead the preparation of the project with the Supervising Entity(ies) if the proposal is selected .

Name	Current Title	Role
Augustin Baharanyi	Director, Service Chief, Studies and Planning Division	General Secretariat of Agriculture, Ministry of agriculture

- 2) Expected project preparation time (including time needed for reviews and any subsequent clearances needed from bodies such as government committees and parliament):

151. The estimated duration for the project preparation is **six months** from the confirmation of an allocation of funding by the GAFSP. This is relatively short because the preparation team will benefit from the commitment of the PICAGL implementation team, which will provide all the information already available on the communities concerned, agricultural production systems, local response capacities, implementation mechanisms for certain activities such as support for improved seeds.

152. In addition the **World Bank and FAO** will provide their teams to support project preparation. At the World Bank, the project will be considered as additional finance for the existing PICAGL project, which will accelerate internal review and approval procedures. Within FAO, all technical assistance support will be considered a Unilateral Trust Fund (UTF) project like other interventions in the country, with well-established procedures. The teams already in place to implement the main interventions (support for Dimitra Clubs, FFS, AVEC, nutrition support) will provide their know-how and expertise in the development of project modalities.

- 3) Sources and amounts of funding for project preparation (e.g., for feasibility studies, environmental safeguard analysis, private sector engagement assessment, operational manuals). Add lines as needed. If the source of funding is still unknown, write “to be decided (TBD).”

Source name	Purpose	Secured or not	Amount (USD)	Other remarks
World Bank	Project Appraisal Document	Yes	100 000	None
World Bank	Safeguard Policies Analysis (Environmental, Natural Habitats, Forest, Pest Management, etc.)	Yes	100 000	None