

Crisis response revision of Democratic Republic of the Congo country strategic plan (2021–2024) and corresponding budget increase

	Current	Change	Revised
Duration	1 January 2021– 31 December 2024	No change	No change
Beneficiaries	18 843 783	3 335 742	22 179 525
<i>(USD)</i>			
Total cost	1 673 766 710	663 899 267	2 337 665 977
Transfers	1 316 964 932	561 522 976	1 878 487 907
Implementation	183 707 611	42 773 732	226 481 342
Direct support costs	72 533 855	18 807 771	91 341 626
Subtotal	1 573 206 397	623 104 479	2 196 310 876
Indirect support costs <i>(6.5 percent)</i>	100 560 313	40 794 788	141 355 101

Gender and age marker code*: 3

* <http://gender.manuals.wfp.org/en/gender-toolkit/gender-in-programming/gender-and-age-marker/>.

Rationale

1. Eighteen months into the implementation of the country strategic plan (CSP), the security situation in the Democratic Republic of the Congo has worsened. The country has witnessed an increase in armed conflict in the east, resulting in recurrent displacements, increased humanitarian access challenges, and subsequently, worsening levels of food insecurity and threats to durable solutions. Rising tensions have also resulted in deadly protests against the United Nations peacekeeping forces. The security situation is not anticipated to improve significantly in the run up to the elections at the end of 2023. There is also a prevalent threat of forced repatriation of Congolese nationals from Angola, a population group that may also require assistance upon return.
2. The November 2021 Integrated Food Security Phase Classification¹ analysis, which encompassed an increased assessment coverage, indicated that 27 million people in the Democratic Republic of the Congo were experiencing high levels of food insecurity, citing conflict and endemic poverty as the main drivers. This represents a 73 percent increase from the August 2019 Integrated Food Security Phase Classification analysis.² WFP consequently

¹ Integrated Food Security Phase Classification. 2021. [Democratic Republic of the Congo: Acute Food Insecurity and Acute Malnutrition Situation September 2021–August 2022](#).

² Integrated Food Security Phase Classification. 2019. [Democratic Republic of the Congo \(DRC\): Acute Food Insecurity Situation July–December 2019 and Projection for January–May 2020](#).



plans to scale up and reach half of the 8.8 million people³ in need of food assistance targeted by the humanitarian response plan⁴ for 2022.

3. The CSP has planned for emergency school meals under activity 1 but without a target number of beneficiaries. This revision introduces beneficiary targets for emergency school meals (activity 1) to complement the ongoing resilience-focused programme under activity 4 (school meals). Through this effort, WFP will also support the Government's intention to develop a strategy for education in emergencies.⁵
4. The estimation of needs in the Democratic Republic of the Congo has been challenging owing to less than reliable data sources.⁶ At the implementation level, WFP's interventions have shown that the estimations by the nutrition cluster are often lower than the actual needs. In 2022, WFP has included anthropometric indicators in the mid-year emergency food security assessments to validate the indicative malnutrition levels observed at the implementation level. This revision features an increase in acute malnutrition treatment needs.
5. Informed by location-specific feasibility analysis,⁷ participants in asset-creation and livelihood intervention (activity 6) will receive conditional assistance through cash-based transfers, as against a previously planned combination of cash and in-kind modalities.

Changes

6. This revision does not introduce any change to the strategic orientation of the CSP.
7. Under strategic outcome 1, this revision includes an increase in conflict and crisis-affected beneficiaries receiving unconditional resource transfers and an introduction of beneficiary targets for school feeding activities in emergencies (activity 1) as well as an increase in beneficiaries for the treatment of moderate acute malnutrition (activity 2).
8. Under strategic outcome 3, the revision factors a change in transfer modality to cash-based transfers as well as a change in ration size to support asset creation and livelihoods (activity 6). Further, to align with recent beneficiary counting corporate guidelines, beneficiaries receiving assistance through the capacity strengthening modality have been introduced under activities 1 through 6.

³ The food security cluster expected WFP to cover 60 percent of the humanitarian response plan (5.28 million people). The remaining 40 percent would be covered by other cluster partners. In 2021, WFP provided unconditional resource transfers to 4 million people. Based on operational capacity, WFP proposes the realistic target of reaching 4.4 million people.

⁴ Office for the Coordination of Humanitarian Affairs. 2022. *Plan de réponse humanitaire – République démocratique du Congo* (Humanitarian response plan – Democratic Republic of the Congo).

⁵ Stratégie sectorielle de l'éducation et de la formation 2016–2025.

⁶ The country maintains old census figures (1984), old nutrition indicators from the multiple indicator cluster survey 2018 and very few standardized monitoring and assessment of relief and transitions nutrition surveys.

⁷ Multi-sectoral assessments including market functionality, availability of service providers, and beneficiary preferences are conducted per location to inform transfer modality selection.



Strategic outcome 1

9. *Activity 1. Unconditional resource transfers:* WFP will provide food assistance to 4.4 million beneficiaries per year. This comes to a total of 12.6 million⁸ beneficiaries in four years, increased from 9.4 million in the original CSP. The change corresponds to an 83 percent increase in tonnage requirements and a 60 percent increase in cash-based transfers (CBTs) requirements.
10. *Activity 1. Emergency school feeding:* WFP plans to provide emergency school meals to 96,890⁹ children per year from 2022 to 2024.
11. *Activity 2. Treatment of acute malnutrition:* This revision introduces an increase in the number of pregnant and lactating women and girls (PLWG) as well as children under 5 years identified with malnutrition and subsequently requiring treatment. The current estimated caseload stands at 3.9 million and it is estimated to increase to 4.3 million. The malnourished cases will be identified through community and health facility-level screening and referral.

Strategic outcome 3

12. *Activity 6. Asset creation and livelihoods:* Based on feasibility analyses, beneficiaries originally planned to be provided with food assistance will instead receive CBTs. Moreover, the increased ration size of USD 0.7 per person per day has been applied to align with government standards.

Capacity strengthening beneficiaries

13. A total of 1.3 million beneficiaries receiving either food or cash under strategic outcomes 1, 2 and 3 will also be reached through the capacity strengthening modality. This includes pregnant and lactating women assisted through social and behaviour change communication activities, students and selected parents participating in school meals programmes, and beneficiaries receiving other kinds of support including literacy and income-generating skills for women and girls, market-support¹⁰ and training.

Accountability to affected populations, protection risks, restrictions of gender and disabilities

14. WFP recognizes the importance of applying the human rights and protection normative framework to ensure a conflict-sensitive approach and to do no harm. It also recognizes its role to identify protection risks. The proposed budget considers staffing requirements in the areas of gender, protection, and accountability to affected populations (ten positions). Internal capacity development activities in these areas are also planned. Finally, WFP will seek to prioritize partnerships with women-led civil society organizations to contribute to the triple nexus approach.

⁸ This CSP adjustment for unconditional resource transfers under activity 1 is not a simple addition of the annual beneficiaries. It factors a 15 percent new enrollment rate for refugees per annum and a 15 percent overlap in non-refugee targeting annually.

⁹ The activity includes 5,330 activity supporters as well.

¹⁰ Smallholder farmers access to markets.



Beneficiary analysis

TABLE 1: DIRECT BENEFICIARIES BY STRATEGIC OUTCOME, ACTIVITY AND MODALITY									
Strategic outcome	Activity	Modality	Period	Women (18+ years)	Men (18+ years)	Girls (0-18 years)	Boys (0-18 years)	Total	
1	1	Food	Current	1 075 360	1 124 240	1 319 760	1 368 640	4 888 000	
			Increase/ (decrease)	594 243	566 484	929 474	956 458	3 046 659	
			Revised	1 669 603	1 690 724	2 249 234	2 325 098	7 934 659	
		CBTs	Current	992 640	1 037 760	1 218 240	1 263 360	4 512 000	
			Increase/ (decrease)	32 451	33 926	39 825	41 300	147 502	
			Revised	1 025 091	1 071 686	1 258 065	1 304 660	4 659 502	
		CS	Current	-	-	-	-	-	
			Increase/ (decrease)	214 139	807	72 214	1 049	288 209	
			Revised	214 139	807	72 214	1 049	288 209	
		Total	Current	2 068 000	2 162 000	2 538 000	2 632 000	9 400 000	
			Increase/ (decrease)	628 339	607 141	963 765	994 916	3 194 161	
			Revised	2 696 339	2 769 141	3 501 765	3 626 916	12 594 161	
		2	Food	Current	573 761	62 078	1 850 137	1 419 913	3 905 889
				Increase/ (decrease)	(16 961)	-	248 143	201 074	432 256
				Revised	556 800	62 078	2 098 280	1 620 987	4 338 145
			CS	Current	-	-	-	-	-
				Increase/ (decrease)	285 909	-	285 909	-	571 818
				Revised	285 909	-	285 909	-	571 818
Total	Current		573 761	62 078	1 850 137	1 419 913	3 905 889		
	Increase/ (decrease)		(16 961)	-	248 143	201 074	432 256		
	Revised		556 800	62 078	2 098 280	1 620 987	4 338 145		

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Strategic outcome	Activity	Modality	Period	Women (18+ years)	Men (18+ years)	Girls (0-18 years)	Boys (0-18 years)	Total		
	3	Food	Current	914 325	-	1 157 926	819 694	2 891 945		
			Increase/ (decrease)	N/A	N/A	N/A	N/A	N/A		
			Revised	914 325	-	1 157 926	819 694	2 891 945		
		CS	Current	-	-	-	-	-		
			Increase/ (decrease)	157 311	-	52 437	-	209 748		
			Revised	157 311	-	52 437	-	209 748		
		Total	Current	914 325	-	1 157 926	819 694	2 891 945		
			Increase/ (decrease)	N/A	N/A	N/A	N/A	N/A		
			Revised	914 325	-	1 157 926	819 694	2 891 945		
		2	4	Food	Current	19 641	9 821	600 807	726 680	1 356 949
					Increase/ (decrease)	N/A	N/A	N/A	N/A	N/A
					Revised	19 641	9 821	600 807	726 680	1 356 949
CS	Current			-	-	-	-	-		
	Increase/ (decrease)			1 967	983	1 229	738	4 917		
	Revised			1 967	983	1 229	738	4 917		
Total	Current			19 641	9 821	600 807	726 680	1 356 949		
	Increase/ (decrease)			N/A	N/A	N/A	N/A	N/A		
	Revised			19 641	9 821	600 807	726 680	1 356 949		
5	Food		Current	137 280	-	122 138	73 382	332 800		
			Increase/ (decrease)	N/A	N/A	N/A	N/A	N/A		
			Revised	137 280	-	122 138	73 382	332 800		
	CBTs		Current	62 400	-	20 800	-	83 200		
			Increase/ (decrease)	N/A	N/A	N/A	N/A	N/A		
			Revised	62 400	-	20 800	-	83 200		
	CS		Current	-	-	-	-	-		
			Increase/ (decrease)	68 142	-	22 714	-	90 856		
			Revised	68 142	-	22 714	-	90 856		

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Strategic outcome	Activity	Modality	Period	Women (18+ years)	Men (18+ years)	Girls (0-18 years)	Boys (0-18 years)	Total		
		Total	Current	199 680	-	142 938	73 382	416 000		
			Increase/ (decrease)	N/A	N/A	N/A	N/A	N/A		
			Revised	199 680	-	142 938	73 382	416 000		
3	6	Food	Current	70 713	68 094	62 856	60 237	261 900		
			Increase/ (decrease)	(40 500)	(39 000)	(36 000)	(34 500)	(150 000)		
			Revised	30 213	29 094	26 856	25 737	111 900		
		CBTs	Current	165 240	159 120	146 880	140 760	612 000		
			Increase/ (decrease)	70 470	67 860	62 640	60 030	261 000		
			Revised	235 710	226 980	209 520	200 790	873 000		
		CS	Current	-	-	-	-	-		
			Increase/ (decrease)	66 348	64 602	22 698	20 952	174 600		
			Revised	66 348	64 602	22 698	20 952	174 600		
		Total	Current	235 710	226 980	209 520	200 790	873 000		
			Increase/ (decrease)	-	-	-	-	-		
			Revised	235 710	226 980	209 520	200 790	873 000		
		Total (without overlap)			Current	4 011 118	2 460 879	6 499 326	5 872 460	18 843 783
					Increase/ (decrease)	611 377	607 140	1 081 105	1 036 120	3 335 742
					Revised	4 622 495	3 068 019	7 580 431	6 908 580	22 179 525

Transfers

TABLE 2: FOOD RATION (g/person/day) AND CASH-BASED TRANSFER VALUE (USD/person/day) BY STRATEGIC OUTCOME AND ACTIVITY

	Strategic outcome 1						Strategic outcome 2				Strategic outcome 3	
	Activity 1		Activity 2			Activity 3		Activity 4	Activity 5		Activity 6	
Beneficiary type	GFD full ration	Students	MAM treatment PLWG	MAM treatment 6-59 months	Caregivers	PLHIV/ TB	Prevention of acute malnutrition 6-23 months	Prevention of acute malnutrition PLWG	Students	Stunting prevention 6-23 months	Stunting prevention PLWG	FFA/ CFA
Modality	Food/ CBTs	Food	Food	Food	Food	Food	Food	Food	Food	Food	Food/ CBTs	Food/ CBTs
Cereals	400	120			400				120			400
Pulses	120	30			120				30			120
Oil	30	10	25		30	25		25	10		25	30
Salt	5	5			5				5			5
Sugar			20									
Super Cereal			250									
Super Cereal Plus			250			250		250			250	
Plumpy'Sup				100								
Plumpy'Doz							50			50		
High-energy biscuit	330											
Total kcal/day	2 132	628	1 175	500	2 132	1 175	281	1 175	628	281	1 175	2 132
% kcal from protein	16	10	13.2	10.2	16	13.2	8.6	13.2	10	8.6	13.2	16
Cash-based transfers (USD/person/day)	0.5										0.67	0.7
Number of feeding days per year	90	220	180	60	10	180	180	180	220	360	360	88

Abbreviations: CFA = cash assistance for assets; FFA = food assistance for assets; GFD = general food distribution; MAM = moderate acute malnutrition; PLHIV/TB = people living with HIV/tuberculosis.



Food type/ cash-based transfer	Current budget		Increase		Revised budget	
	Total (mt)	Total (USD)	Total (mt)	Total (USD)	Total (mt)	Total (USD)
Cereals	226 698	132 991 534	134 878	103 994 581	361 576	236 986 115
Pulses	66 235	46 951 948	40 072	31 468 753	106 307	78 420 701
Oil and fats	28 497	34 921 048	10 537	24 437 667	39 034	59 358 715
Mixed and blended foods	146 043	144 278 676	5 954	10 709 296	151 996	154 987 972
Other	4 156	1 898 243	1 914	431 601	6 071	2 329 844
Total (food)	471 629	361 041 449	193 355	171 041 899	664 984	532 083 348
Cash-based transfers		282 713 388		187 926 990		470 640 378
Total (food and CBT value)	471 629	643 754 837	193 355	358 968 889	664 984	1 002 723 726

Cost breakdown

15. Some of the factors leading to the budget increase include the upward adjustment of total beneficiaries receiving in-kind transfers, CBTs, and capacity strengthening. The commodity prices have also increased. For example, compared to the original budget, the price of vegetable oil has increased by more than 50 percent and Super Cereal by more than 40 percent. The increase of the CBT value from USD 0.38 to USD 0.7 per person per day has also contributed to the budget increase. The organizational realignment has also led to increased staffing costs given the new positions created.

	Strategic Result 1/ SDG target 2.1	Strategic Result 1/ SDG target 2.1	Strategic Result 3/ SDG target 2.3	Strategic Result 8/ SDG target 17.16	Total
	Strategic outcome 1	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	
Focus area	Crisis response	Resilience building	Resilience building	Crisis response	
Transfers	530 655 512	6 928 308	23 939 155	0	561 522 976
Implementation	37 930 109	1 494 706	3 348 917	0	42 773 732
Direct support costs	-	-	-	-	18 807 771
Subtotal	-	-	-	-	623 104 479
Indirect support costs (6.5 percent)	-	-	-	-	40 794 788
Total	-	-	-	-	663 899 267

Abbreviation: SDG = Sustainable Development Goal.



TABLE 5: OVERALL CSP COST BREAKDOWN, AFTER REVISION (USD)					
	Strategic Result 1/ SDG Target 2.1	Strategic Result 1/ SDG Target 2.1	Strategic Result 3/ SDG Target 2.3	Strategic Result 8/ SDG Target 17.16	Total
	Strategic outcome 1	Strategic outcome 2	Strategic outcome 3	Strategic outcome 4	
Focus area	Crisis response	Resilience building	Resilience building	Crisis response	
Transfers	1 475 506 924	119 115 723	118 048 368	165 816 893	1 878 478 907
Implementation	166 549 786	17 698 730	30 369 627	11 863 199	226 481 342
Direct support costs	71 265 552	5 928 901	6 435 600	7 711 573	91 341 626
Subtotal	1 713 322 262	142 743 354	154 853 595	185 391 665	2 196 310 876
Indirect support costs (6.5 percent)	111 365 947	9 278 318	10 065 484	10 645 352	141 445 183
Total	1 824 688 209	152 021 672	164 919 079	196 037 018	2 337 665 977