

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

	Current	Change	Revised
Duration	January 2021– December 2024	One year extension	January 2021– December 2025
Beneficiaries	22 179 525	731 474	22 910 999
<i>(USD)</i>			
Total cost	2 337 665 977	1 537 815 008	3 875 480 985
Transfer	1 878 487 908	1 291 880 148	3 170 368 055
Implementation	226 481 342	114 816 205	341 297 547
Adjusted direct support costs	91 341 626	37 782 215	129 123 841
Subtotal	2 196 310 876	1 444 478 568	3 640 789 444
Indirect support costs (6.5 percent)	141 355 101	93 336 440	234 691 541

Gender and age marker code*: 3.

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

Rationale

1. Since the approval of the country strategic plan (CSP) three years ago, the humanitarian situation in the eastern part of the country has deteriorated. This has been exacerbated by armed conflict in the east, displacement, loss of livelihood, chronic poverty, natural disasters, and an alarming increase in gender-based violence, specifically transactional sex as a coping mechanism. As a result, the situation remains critical, particularly in the provinces of North Kivu, South Kivu, and Ituri, where 5.4 million people have been displaced as of October 2023.
2. Recent emergency food security assessment data (2023)¹ indicates that female-headed households in the Democratic Republic of the Congo face greater challenges in accessing adequate food than male-headed households. The results show a 10 percent higher rate of food insecurity among female-headed households (71 percent), resulting in an increased adoption of harmful negative coping mechanisms.
3. Given the escalating needs and the widening gap between the number of people in need and those being assisted, a corporate scale-up in three provinces in eastern Democratic Republic of the Congo was declared by WFP in June 2023 and extended in November. The September 2023 Integrated Food Security Phase Classification² analysis for the projected period of January to June 2024, estimated that over 23.4 million people will experience high levels of acute food insecurity, with conflict and endemic poverty cited as the main drivers.

¹ WFP. 2024. *Analyse des disparités de genre et sécurité alimentaire – République Démocratique du Congo*.

² Integrated Food Security Phase Classification. 2023. *Democratic Republic of the Congo: Acute Food Insecurity Situation for July – December 2023 and Projection for January – June 2024*.



Global acute malnutrition is at 12 percent, 10 percent, and 17 percent in Ituri, North Kivu and South Kivu respectively.³ The poor sanitation in the camps, frequent episodes of disease (cholera and measles), limited health care services and the general food insecurity offer conditions that would increase malnutrition further, particular in the IDP camps. The Hunger Hotspots report on acute food insecurity in the year 2023 highlighted the Democratic Republic of the Congo as a country of very high concern. The accelerated disengagement and drawdown plan of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo comes at a time of renewed fighting in eastern provinces, contributing to a rise in already high displacement numbers and an anticipated further deterioration of the conflict, with potential regional implications and no foreseeable resolution in the near future.⁴

4. After distribution, post-distribution monitoring revealed deteriorating food security outcomes among acutely food-insecure households that received only three months of emergency food assistance. WFP's programme strategy has evolved as part of the corporate scale-up to provide a minimum of six months of assistance to enrolled beneficiaries, resources allowing, aimed at improving food security outcomes and reassessing transition strategies.
5. The DRC is vulnerable to the effects of climate change. DRC is ranked as the 5th most vulnerable country to climate change in the world due to its low adaptation capacity⁵. Observations of the effects recorded in recent decades highlight the persistence of high heat, heavy rains, land degradation, particularly through erosion, the lengthening of the dry season, the increase in drought sequences during rainy seasons, and floods and the increasing risk of conflicts due to further depletion of natural resources and water, which are likely to be intensified in the future and further exacerbates food insecurity.
6. Inflation in the country has been gradually increasing, reaching around 20 percent in January 2024. In addition to affecting agricultural production, the conflict has disrupted food supplies to major cities, which has resulted in an increase in food prices. Due to these factors, the cost of a food basket was 25 percent higher in September 2023 than in September 2022.
7. WFP will present its third generation CSP (2026–2029) for the Democratic Republic of the Congo at the November 2025 Executive Board session.⁶ The submission of the new CSP was postponed by one year, due to the competing demands of the ongoing emergency response and uncertainties around the political landscape.
8. This revision seeks an extension in the CSP (2021–2024) by one year to 31 December 2025, increasing the budget by USD 1,537,815,008. Additionally, to address the escalating needs, this revision aims to increase the duration of unconditional resource transfers from three to six months and increase the transfer value for cash-based transfers from USD 0.5 to USD 0.7 per person per day. To facilitate early recovery initiatives in areas affected by crises, the reintroduction of in-kind assistance in resilience-building activities is planned.

³ According to the standardized monitoring and assessment of relief and transitions surveys, September 2023.

⁴ International Organization for Migration. 2023. [RDC – Suivi des mobilités Round 3 Atlas \(Novembre 2023\)](#).

⁵ Plan National D'adaptation Aux Changements Climatiques (2022-2026)

⁶ This will be in alignment with the United Nations sustainable development cooperation framework (2025–2029).



Changes

Strategic orientation

9. Under this revision, the overall strategic orientation of the CSP remains unchanged and no new outcome will be added.

Country strategic plan outcomes

10. Under outcome 1, WFP will provide a minimum of six months of life-saving unconditional assistance to conflict and crisis-affected populations. The duration of unconditional assistance provided by WFP is subject to the availability of resources, review of food -security outcomes, displacement, and protection trends, access to land and/or other livelihood sources, availability of other food security actors, humanitarian access, security implications and evolving trends related to the adoption of negative coping mechanisms that translate into protection risks. In alignment with the recommendations from the cash working group, WFP will increase the transfer value for cash-based transfers from USD 0.5 to USD 0.7 per person per day. December 2023 price data shows that the average food basket costs around USD 19 per person per month. In view of the rapid rise of inflation, the proposed ration budgeted is USD 21 per person per month, which serves as a budget ceiling. WFP will not exceed the actual cost of the food basket or survival minimum expenditure basket.
11. Under outcome 3, WFP is actively involved in the humanitarian, development, and peace (HDP) Nexus across various provinces, particularly Tanganyika, Kasai, Ituri, and potentially in Mai Ndombé. WFP's strategy aims to enhance coherence, complementarity, and coordination of interventions to effectively address the root causes of vulnerability and conflict. By forming strategic partnerships with other UN agencies and stakeholders, including the private sector, WFP is focusing on integrated resilience programmes and conflict-sensitive approaches.⁷ Under this activity, the in-kind transfer modality has been re-introduced to allow for early recovery activities in crisis-affected areas. Additionally, the planned number of participants to be engaged in resilience-building activities through capacity strengthening modality has been increased by 325,400 people. Activities under this outcome will be guided by the new resilience strategy.⁸
12. *Country office capacity:* To further enhance WFP's ability to respond to the crises in the east, an emergency coordinator has been assigned at the deputy director level. This appointment is intended to reinforce the corporate scale-up. The emergency team will remain active throughout the duration of the CSP. Additionally, the country office has strengthened its teams in key areas such as risk management, protection, conflict sensitivity, community engagement, humanitarian access, and humanitarian-military interaction staff and hired a dedicated protection from sexual exploitation and abuse adviser in late 2022. WFP conducted a staffing review to ensure alignment of staffing profiles and office structures with current and future operations, assessing them against ongoing and planned interventions and workload distribution across units and offices. This

⁷ The activity promotes food security, asset creation and livelihood, social cohesion, and women's economic empowerment while fostering sustainable development and peace through innovative, collaborative frameworks. This approach is also supported by the creation of four Nexus HDP prototypes, including national and local mechanisms for better coordination and accountability, which will significantly impact peace and development efforts in the region. These prototypes include: The activation of a national steering mechanism for the Nexus approach, with the State at the center of this process, strengthening Nexus coordination around provincial governors, promoting a Nexus culture and the development of a local implementation plan for the Nexus approach, with increased accountability to communities.

⁸ This strategy is under development and in its last stages of finalization.



review also considered the staffing requirements for the ongoing assurance exercise. The results of this staffing review have been incorporated into this revision.

13. *Reassurance action plan:* As one of the country offices identified as high-risk, the country office has devised and is implementing a reassurance action plan in line with the global assurance framework. The plan includes detailed enhancements in five key focus areas, namely monitoring and community feedback mechanisms, targeting, identity management, cooperating partner management, and supply chain. Additionally, two overarching areas of digital systems and risk management are being addressed. The cost of implementing the reassurance action plan is factored into this revision, and implementation is underway with support from the regional bureau and headquarters.
14. *Targeting and prioritization:* WFP conducts vulnerability-based targeting using a combination of quantitative and qualitative methods. This ensures that assistance is provided based on assessed needs, including community consultations. In response to increasing humanitarian needs and decreasing resources, WFP developed a prioritization strategy aimed at enhancing household food security while mitigating associated protection risks. There is a standard six-month period of assistance for enrolled households. However, in situations where displacement and food insecurity persist due to ongoing conflicts, and access to land and other livelihood sources is unavailable, WFP may consider extending assistance beyond this period, albeit at reduced rations. Priority is given to the acute needs of new arrivals and newly displaced households. A new standard operating procedure for targeting is now in effect. This standard operating procedure relies heavily on community engagement to define qualitative targeting criteria. An analysis is being conducted to determine the relationship between the protection crises in the east and food insecurity, as well as how WFP can incorporate these factors into its prioritization and response decisions.
15. *Interventions and approaches to support women's empowerment and gender-transformative approaches:* Recognizing the heightened vulnerability of women and girls to food insecurity, stemming from gender inequality and barriers in accessing education, credit, land and information, WFP emphasizes in this revision the importance of flexibility in financial inclusion activities, particularly for women. This entails safeguarding and optimizing cash assistance and prioritizing the availability of safe livelihood opportunities for women and girls in displacement and resilience settings. Ensuring basic literacy is crucial for these women to access education, financial services, and information on their basic rights. Skill and knowledge transfers are embedded to empower households at risk, including internally displaced persons, thereby facilitating sustainable solutions and returns.
16. *Monitoring and evaluation:* WFP will maintain close oversight of the operation through various monitoring mechanisms in line with WFP's minimum monitoring requirements. This revision includes new mechanisms – including a third-party monitoring partnership with the National Statistics Institute and engagement with students to increase coverage and the utilization of a remote monitoring system. This combination of monitoring mechanisms allows WFP to maintain relatively extensive coverage within the available budget. Moreover, the country office is expanding and improving its community feedback mechanisms and actively engaging with the affected populations to identify additional channels to receive feedback. These efforts include digitalizing information gathered from various channels, including community complaints committees, and working with women civil society organizations to improve women and girls' safe access to reliable information and appropriate feedback channels.



17. *Beneficiary identity management:* WFP will prioritize full digitization of beneficiary identities in adherence to all the assurance standards for identity management with emphasis on those enrolled for longer-term assistance. This will include increased biometric registration with the WFP's digital beneficiary information and transfer management platform, digital management of distributions and verification, and anomaly detection using available corporate tools, resources allowing.
18. *Protection risk mitigation:* WFP continues to systematically integrate elements of protection risk assessments in all needs assessment missions, as well as key indicators in food security assessments and monitoring tools to continue to track safe and meaningful access to assistance. The country office has established a working framework with the protection cluster at the national level to strengthen the referral of protection cases in need of food assistance to WFP. The larger sub-offices have dedicated protection and accountability to affected population officers who provide supportive oversight, and the country office invested in a conflict-sensitivity officer to support the recommendations of the conflict analysis conducted in 2020. WFP is also coordinating closely with the protection cluster and the gender-based violence subcluster to continue advocacy for sufficient funding. WFP also has a systematic approach to the referral of gender-based violence victims/survivors for access to food assistance and resilience opportunities.

Beneficiary analysis

19. The number of beneficiaries targeted will increase by 3 percent (731,474). The figures in table 1 present the unique beneficiaries targeted in the five-year period covered by this revision, with overlaps applied at various levels. There are significant increases in activity 1 (food and cash modalities), as well as in activity 6 (food and capacity strengthening).



TABLE 1: DIRECT BENEFICIARIES BY COUNTRY STRATEGIC PLAN OUTCOME, ACTIVITY AND MODALITY

CSP outcome	Activity	Modality	Period	Women (18+ years)	Men (18+ years)	Girls (0-18 years)	Boys (0-18 years)	Total	
1	1	Food	Current	1 669 603	1 690 724	2 249 234	2 325 097	7 934 658	
			Increase/ (decrease)	58 436	59 175	78 723	81 378	277 712	
			Revised	1 728 039	1 749 899	2 327 957	2 406 475	8 212 370	
		Cash-based transfers	Current	1 025 091	1 071 686	1 258 065	1 304 660	4 659 502	
			Increase/ (decrease)	37 581	44 476	38 305	135 875	256 237	
			Revised	1 062 672	1 116 162	1 296 370	1 440 535	4 915 739	
		Capacity strengthening	Current	214 139	807	72 214	1 049	288 209	
			Increase/ (decrease)	0	0	0	0	0	
			Revised	214 139	807	72 214	1 049	288 209	
	2	Food	Current	556 800	62 078	2 098 280	1 620 987	4 338 145	
			Increase/ (decrease)	0	0	0	0	0	
			Revised	556 800	62 078	2 098 280	1 620 987	4 338 145	
			Capacity strengthening	Current	285 909	0	285 909	0	571 818
				Increase/ (decrease)	0	0	0	0	0
				Revised	285 909	0	285 909	0	571 818
		3	Food	Current	914 325	0	1 157 926	819 694	2 891 945
				Increase/ (decrease)	0	0	0	0	0
				Revised	914 325	0	1 157 926	819 694	2 891 945
Capacity strengthening	Current		157 311	0	52 437	0	209 748		
	Increase/ (decrease)		0	0	0	0	0		
	Revised		157 311	0	52 437	0	209 748		
2	4	Food	Current	19 641	9 821	600 807	726 680	1 356 949	
			Increase/ (decrease)	0	0	0	0	0	
			Revised	19 641	9 821	600 807	726 680	1 356 949	
		Capacity strengthening	Current	1 967	983	1 229	738	4 917	
			Increase/ (decrease)	0	0	0	0	0	



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			Revised	1 967	983	1 229	738	4 917		
	5	Food	Current	137 280	0	122 138	73 382	332 800		
			Increase/ (decrease)	0	0	0	0	0		
			Revised	137 280	0	122 138	73 382	332 800		
		Cash-based transfers	Current	62 400	0	20 800	0	83 200		
			Increase/ (decrease)	0	0	0	0	0		
			Revised	62 400	0	20 800	0	83 200		
		Capacity strengthening	Current	68 142	0	22 714	0	90 856		
			Increase/ (decrease)	0	0	0	0	0		
			Revised	68 142	0	22 714	0	90 856		
3	6	Food	Current	30 213	29 094	26 856	25 737	111 900		
				Increase/ (decrease)	13 500	13 000	12 000	11 500	50 000	
				Revised	43 713	42 094	38 856	37 237	161 900	
			Cash-based transfers	Current	235 710	226 980	209 520	200 790	873 000	
				Increase/ (decrease)	0	0	0	0	0	
				Revised	235 710	226 980	209 520	200 790	873 000	
			Capacity strengthening	Current	66 348	64 602	22 698	20 952	174 600	
				Increase/ (decrease)	68 652	65 398	97 302	94 048	325 400	
				Revised	135 000	130 000	120 000	115 000	500 000	
		Total (without overlap)			Current	4 622 495	3 068 019	7 580 431	6 908 580	22 179 525
					Increase/ (decrease)	150 585	96 179	254 113	230 597	731 474
					Revised	4 773 080	3 164 198	7 834 544	7 139 177	22 910 999

Transfers

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

	CSP outcome 1						CSP outcome 2				CSP 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 and CBTs	Food	Food	Food	Food	Food	Food	Food	Food	Food	Food and CBTs	Food and 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)	0.7										0.67	0.7
Number of feeding days per year	180	220	180	60	10	180	180	180	220	360	360	88

Abbreviations: CBT = cash-based transfer; CFA = cash for assets; FFA = food assistance for assets; GFD = general food distribution; MAM = moderate acute malnutrition; PLHIV/TB = people living with HIV/tuberculosis; PLWG = pregnant and lactating women and girls.



Food type/ cash-based transfers	Current budget		Increase		Revised budget	
	Total (mt)	Total (USD)	Total (mt)	Total (USD)	Total (mt)	Total (USD)
Cereals	361 576	236 986 115	228 235	233 452 090	589 811	470 438 205
Pulses	106 307	78 420 701	67 686	71 250 340	173 994	149 671 041
Oil and fats	39 034	59 358 716	20 379	46 014 924	59 412	105 373 640
Mixed and blended foods	151 996	154 987 972	45 842	75 918 220	197 839	230 906 192
Other	6 071	2 329 844	3 238	556 187	9 309	2 886 031
Total (food)	664 984	532 083 348	365 380	427 191 761	1 030 365	959 275 109
Cash-based transfers		470 640 378		333 553 800		804 194 178
Total (food and cash-based transfer value)	664 984	1 002 723 726	365 380	760 745 561	1 030 365	1 763 469 287

Cost breakdown

20. The primary factors contributing to the budget increase include extending assistance duration for unconditional resource transfers from three to six months for non-refugees, raising the transfer value from 0.5 to 0.7 USD per person per day, and extending the CSP duration by one year, while keeping the revised per-beneficiary requirements for 2024 unchanged.

	WFP strategic outcome 1	WFP strategic outcome 2	WFP strategic outcome 3	WFP strategic outcome 5	Total
	CSP outcome 1	CSP outcome 2	CSP outcome 3	CSP outcome 4	
Focus area	Crisis response	Resilience building	Resilience building	Crisis response	
Transfers	1 117 213 700	72 007 454	56 096 192	46 562 801	1 291 880 148
Implementation	91 437 999	12 800 087	7 623 429	2 954 690	114 816 205
Adjusted direct support costs					37 782 215
Subtotal					1 444 478 568
Indirect support costs (6.5 percent)					93 336 440
Total					1 537 815 008



TABLE 5: OVERALL COUNTRY STRATEGIC PLAN COST BREAKDOWN, AFTER REVISION (USD)					
	WFP strategic outcome 1	WFP strategic outcome 2	WFP strategic outcome 3	WFP strategic outcome 5	Total
	CSP outcome 1	CSP outcome 2	CSP outcome 3	CSP outcome 4	
Focus area	Crisis response	Resilience building	Resilience building	Crisis response	
Transfers	2 592 720 624	191 123 177	174 144 560	212 379 694	3 170 368 055
Implementation	257 987 785	30 498 817	37 993 056	14 817 890	341 297 547
Adjusted direct support costs	104 308 307	8 111 599	7 940 777	8 763 158	129 123 841
Subtotal	2 955 016 716	229 733 593	220 078 393	235 960 742	3 640 789 444
Indirect support costs (6.5 percent)	192 076 087	14 932 684	14 305 096	13 377 675	234 691 541
Total	3 147 092 802	244 666 277	234 383 489	249 338 417	3 875 480 985

