

## Crisis response revision of Democratic Republic of the Congo country strategic plan and corresponding budget increase

	Current	Change	Revised
<b>Duration</b>	<b>January 2021–December 2025</b>	<b>One year extension</b>	<b>January 2021–December 2026</b>
<b>Beneficiaries</b>	<b>22 910 999</b>	<b>2 356 969</b>	<b>25 267 968</b>
<b>(USD)</b>			
<b>Total cost</b>	<b>3 875 480 985</b>	<b>315 008 859</b>	<b>4 190 489 843</b>
Transfers	3 170 368 055	212 302 269	3 382 670 325
Implementation	341 297 547	61 024 085	402 321 632
Adjusted direct support costs	129 123 841	22 787 094	151 910 935
<b>Subtotal</b>	<b>3 640 789 444</b>	<b>296 113 448</b>	<b>3 936 902 892</b>
Indirect support costs (6.5 percent)	234 691 541	18 895 411	253 586 951

### Rationale

1. The third revision to the country strategic plan (CSP) for the Democratic Republic of the Congo reduces the 2025 budget to align with confirmed resources and extends the CSP through 31 December 2026 to reflect the evolving operational context. Considering deteriorating access, strained humanitarian capacity, and worsening food insecurity, WFP is recalibrating its response, adapting delivery models and prioritizing the most at-risk populations, including displaced persons and food-insecure households, which reinforces WFP's highest priority to save lives in emergencies.
2. Food insecurity has continued to rise, while donor contributions and anticipated resourcing have contracted. According to the latest Integrated Food Security Phase Classification (IPC) analysis (March 2025) nearly 28 million people<sup>1</sup> are facing crisis and emergency levels of acute food insecurity nation-wide – the highest figure ever recorded – of which 10.3 million are in the four conflict-affected eastern provinces. The March 2025 IPC analysis found that an additional 2.5 million people had fallen into IPC phases 3 and 4, a 57 percent increase, in the first quarter of 2025, as a result of the conflict.
3. Internal population movements have become increasingly fluid and complex, with forced returns and the dismantling of internally displaced persons sites occurring alongside continued fighting. These dynamics have led to large-scale secondary displacement and premature returns to areas that remain insecure. Most returnees have found destroyed homes and fields, lost livestock, and conditions that prevent them from resuming their livelihoods or returning to normalcy and dignity without assistance.

<sup>1</sup> IPC. 2025. Democratic Republic of the Congo: Acute Food Insecurity Projection Update for January – June 2025.

4. Food production in North Kivu, an important agricultural hub, is deeply affected, even as local food prices increase due to disrupted trade routes and limited market access. The sharp depreciation of the Congolese franc and lost incomes have made it increasingly difficult for families to afford even staples. Basic foods such as maize flour, palm oil, and cassava flour are seeing price increases of up to 37 percent compared to pre-crisis levels in December 2024. The closure of banks and a widespread lack of liquidity in de facto-controlled areas present further constraints to the resumption of commercial activities, as well as to the provision of cash-based humanitarian assistance. Such resource scarcity exacerbates the vulnerability of women and girls, further exposing them to heightened food insecurity and malnutrition as well as violence, and sexual exploitation and abuse.
5. Health epidemics such as measles, cholera, malaria, and monkeypox (mpox) pose significant risks to affected populations as access to health and sanitation has been severely hampered by the escalation in hostilities. With over 90 percent of households in North and South Kivu experiencing acute food insecurity,<sup>2</sup> there is also a high risk for malnutrition, as reflected in alarming nutrition indicators. The February 2025 public health situation analysis found that general acute malnutrition stood at a rate of 18 percent in South Kivu, above the emergency threshold of 15 percent; and severe acute malnutrition stood at 6 percent, three times higher than the emergency threshold of 2 percent.<sup>3</sup> Such aggravating factors will lead to increased risk of fatality in a context where the population is already experiencing extreme levels of food insecurity.
6. Shifts in the global funding landscape underpin WFP's projected targeted programmatic and operational scope, in line with the re-prioritized humanitarian response plan for 2025, and adjusted food security cluster targets. Under this revision, WFP will prioritize life-saving activities in conflict-affected areas and support early recovery where feasible. WFP's footprint, logistics capabilities, and participation in food security analyses remain vital to the humanitarian response, along with its work in cooperation with United Nations and non-governmental organizations partners to uphold humanitarian principles while remaining fully aligned with collective prioritization as spelled out in the United Nations sustainable development cooperation framework (UNSDCF) for 2025-2029.
7. This revision introduces operational adjustments for the Eastern Democratic Republic of the Congo response and increases the overall CSP budget by USD 315,008,859.

## Changes

### Strategic orientation

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

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<sup>2</sup> WFP. 2025. As more people are driven from their homes in DRC food insecurity worsens, creating heightened humanitarian needs regionally.

<sup>3</sup> World Health Organization. 2025. *Public Health Situation Analysis (PHSA)*.



## Country strategic plan outcomes

9. Under CSP outcome 1, WFP will provide rapid emergency food assistance to the most food-insecure households, prioritizing IPC phase 4 populations identified by the food security cluster in the four conflict-affected eastern provinces. WFP will provide the full ration standard, equivalent to 2,100 kcal per day, for a duration of three to six months, resources permitting. Starting in 2026, WFP will review the results of post-distribution monitoring to identify the possibility of transitioning eligible households among the general food assistance cohort into early recovery.
10. Refugees will receive the full food ration, however the shift toward vulnerability-based targeting has started with a view to identifying those among the cohort that would be eligible to transition out of unconditional assistance. Transition planning will be coordinated with the Office of the United Nations High Commissioner for Refugees and based on community-level consultations to ensure alignment with protection considerations, refugee dynamics, funding availability, as well as relevant food security and socio-economic indicators.
11. Using a vulnerability-based targeting approach in the four eastern provinces, WFP plans to reach 1.8 million unique beneficiaries in 2026. WFP will leverage biometric identity data to optimize coverage, shift delivery modalities based on available resources, and enable early recovery where feasible.
12. A transfer value of USD 21 per person per month is planned for cash-based transfers (CBTs), though this may be adjusted based on prioritization needs. The transfer value remains unchanged from the previous CSP revision and is designed to meet the survival minimum expenditure basket, based on market prices and agreed within the cash working group. To overcome cash delivery barriers in areas under the control of de facto authorities, WFP will pilot value and commodity e-vouchers through local retailers and wholesalers, with plans to scale these market-based approaches where conditions allow.
13. WFP will seek to improve the nutritional status of pregnant and breastfeeding women and girls (PBWG) and children under 2 by providing specialized nutrition products as a top-up to general food assistance. Management of moderate and acute malnutrition will be delivered primarily through health centres, in coordination with the Ministry of Public Health, Hygiene and Welfare, the United Nations Children's Fund (UNICEF), and partners, in areas where global acute malnutrition rates exceed 10 percent. In 2026, community-based prevention will be integrated into all activities through convergence approaches and field-level agreements with partners, incorporating nutrition-sensitive support and social and behaviour change and taking a "prevention first" approach, resources permitting.
14. The planned beneficiaries and budgets for CSP outcomes 2 and 3 remain consistent with resource projections for the 2026 extension period. WFP will continue its joint multi-year resilience projects with the Food and Agriculture Organization of the United Nations and UNICEF. Output 3.2 under CSP outcome 1 was removed from the line of sight to simplify reporting against this activity (capacity strengthening for malnutrition prevention), which will continue under CSP outcome 2, output 5.4.

### ***Country office capacity***

15. In response to anticipated funding shortfalls and in line with new corporate guidelines related to efficiency measures, WFP is reviewing its field presence and staffing structure, including the potential to nationalize certain positions to responsibly reduce costs and build national capacity. Further measures related to recruitment, travel, procurement and facilities are also under review in 2025. A fully revised country office structure is planned to be introduced by the beginning of 2026, as such direct support costs may be further adjusted.

### ***Supply chain***

16. WFP has overcome initial constraints resulting from the establishment of parallel protocols in areas under de facto non-state armed groups control that hindered supply routes and food importation. WFP has further reshaped its supply chain network to circumvent long lead times, mitigate losses, and enhance operational resilience and agility. In the first half of 2025, WFP assessed and opened new supply corridors. Storage capacity in the Democratic Republic of the Congo has been restored with augmented security arrangements.
17. Air access constraints are impeding the humanitarian response. The United Nations Humanitarian Air Service operations are limited by airport closures in Goma and Bukavu, no-fly zones over the extent of territories under de-facto and clearance and safety challenges. In response, WFP has reduced its fleet and cancelled all helicopter lease contracts.

### ***Monitoring and evaluation***

18. WFP's monitoring in the Democratic Republic of the Congo adheres to corporate minimum monitoring requirements and follows a risk-based approach. The current monitoring arrangements will not change during the proposed extension.

### ***Protection and accountability to affected people***

19. WFP will continue to mainstream protection and accountability to affected people (AAP) across the portfolio, aligned with corporate standards. Building on 2024 measures, WFP will finalize rollout of corporate SugarCRM standardization and the process-monitoring escalation system in DRC to strengthen collection, analysis, and timely resolution of community feedback. WFP and cooperating partner field teams will receive refresher training to identify and escalate protection concerns during data collection.

### ***Risk mitigation***

20. Building on the global assurance project, WFP will continue strengthening efforts to ensure assistance reaches intended beneficiaries. Risk mitigation measures are in place to monitor and address fiduciary, operational, strategic and financial risks in a volatile and rapidly evolving context. These are reflected in the 2025 risk register, which incorporates new and elevated threats that could significantly impact operations.
21. To mitigate supply chain risks including lootings, WFP has strengthened the physical security and monitoring capacity of its warehouses in the east, diversified its commodity sourcing and logistics corridors; reinforced digital tracking of commodities at all stages until the last mile and final distribution points; improved cooperating partner monitoring; and ensured robust security assessments at distribution sites to reduce the heightened risk of food diversion in the current environment. WFP will reinforce capacity to engage in access discussions, including through support and training for field -level employees, cooperating partners, transporters and other stakeholders.

### ***Beneficiary analysis***

22. Under the emergency response, unique direct beneficiary projections for 2026 have increased by 5 percent to account for new beneficiaries in areas of return and secondary displacement following the dismantling of internally displaced person camps around urban centres in the east.

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

<b>CSP outcome</b>	<b>Activity</b>	<b>Period</b>	<b>Women</b>	<b>Men</b>	<b>Girls</b>	<b>Boys</b>	<b>Total</b>	
1	1	Current	2 790 711	2 866 061	3 624 327	3 847 010	<b>13 128 109</b>	
		Increase/ (decrease)	86 402	87 495	116 398	120 324	<b>410 619</b>	
		Revised	2 877 113	2 953 556	3 740 725	3 967 334	<b>13 538 728</b>	
	2	Current	556 800	62 078	2 098 280	1 620 987	<b>4 338 145</b>	
		Increase/ (decrease)	223 765	1 602	411 172	337 119	<b>973 658</b>	
		Revised	780 565	63 680	2 509 452	1 958 106	<b>5 311 803</b>	
	3	Current	914 325	0	1 157 926	819 694	<b>2 891 945</b>	
		Increase/ (decrease)	549 719	0	313 605	289 482	<b>1 152 806</b>	
		Revised	1 464 044	0	1 471 531	1 109 176	<b>4 044 751</b>	
2	4	Current	19 641	9 821	600 807	726 680	<b>1 356 949</b>	
		Increase/ (decrease)	1 375	687	42 056	50 868	<b>94 986</b>	
		Revised	21 016	10 508	642 863	777 548	<b>1 451 935</b>	
	5	Current	199 680	0	142 938	73 382	<b>416 000</b>	
		Increase/ (decrease)	40 885	0	4 717	2 422	<b>13 728</b>	
		Revised	240 565	0	147 655	75 804	<b>429 728</b>	
3	6	Current	279 423	269 074	248 376	238 027	<b>1 034 900</b>	
		Increase/ (decrease)	0	0	0	0	<b>0</b>	
		Revised	279 423	269 074	248 376	238 027	<b>1 034 900</b>	
<b>Total (without overlap)</b>		<b>Current</b>	<b>4 773 080</b>	<b>3 164 198</b>	<b>7 834 544</b>	<b>7 139 177</b>	<b>22 910 999</b>	
		<b>Increase/ (decrease)</b>	<b>815 744</b>	<b>89 784</b>	<b>771 550</b>	<b>679 890</b>	<b>2 356 969</b>	
		<b>Revised total</b>	<b>5 588 824</b>	<b>3 253 982</b>	<b>8 606 094</b>	<b>7 819 067</b>	<b>25 267 968</b>	

*Transfers*

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

Beneficiary type	CSP outcome 1						CSP outcome 2			CSP outcome 3
	Activity 1	Activity 2			Activity 3		Activity 4	Activity 5		Activity 6
General food distribution full ration	Moderate acute malnutrition treatment PBWG	Moderate acute malnutrition treatment 6-59 months	Care givers	People living with HIV/tuberculosis	Prevention of acute malnutrition 6-23 months	Prevention of acute malnutrition PBWG	Students	Stunting prevention 6-23 months	Stunting prevention PBWG	Food assistance for assets/ cash assistance for assets
Modality	In-kind and CBTs	Food	Food	Food	Food	Food	Food	Food	Food and CBTs	Food and CBTs
Cereals	400			400			120			400
Pulses	120			120			30			120
Oil	30			30			10			30
Salt	5			5			5			5
Sugar										
Super Cereal										
Super Cereal Plus		250		250		200			250	
Plumpy'Sup			100							
Plumpy'Doz					50			50		
High-energy biscuit										

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Total kcal/day	2 012	939	535	2 012	939	281	752	2 012	281	939
% kcal from protein	144	73	27	144	73	8.6	58	144	8.6	73
CBTs ( <i>USD/person/day</i> )	0.7									0.7
Number of feeding days per year	180	90	60	10	180	180	180	220	180	180

**TABLE 3: TOTAL FOOD/CASH-BASED TRANSFER REQUIREMENTS AND VALUE**

	Current budget		Increase/decrease		Revised budget	
	Total (mt)	Total (USD)	Total (mt)	Total (USD)	Total (mt)	Total (USD)
Cereals	589 811	470 438 205	84 164	97 696 867	673 975	568 135 072
Pulses	173 994	149 671 041	25 643	30 557 241	199 637	180 228 282
Oil and fats	59 412	105 373 640	3 484	7 867 333	62 896	113 240 972
Mixed and blended foods	197 839	230 906 192	(397)	15 828 420	197 442	246 734 612
Other	9 309	2 886 031	822	148 008	10 132	3 034 039
<b>Total (food)</b>	<b>1 030 365</b>	<b>959 575 109</b>	<b>113 718</b>	<b>152 097 868</b>	<b>1 144 082</b>	<b>1 111 372 977</b>
Cash-based transfers		804 194 178		(60 282 720)		743 911 458
<b>Total (food and CBT value)</b>	<b>1 030 365</b>	<b>1 763 469 287</b>	<b>113 718</b>	<b>91 815 148</b>	<b>1 144 082</b>	<b>1 855 284 435</b>

### Cost breakdown

23. WFP has largely maintained the budget for all resilience-building activities in the CSP, including school feeding and prevention of chronic malnutrition, to reflect the current funding landscape and confirmed contributions. The budget for the crisis response portfolio has increased to reflect an unprecedented increase in need, while balancing what WFP can realistically achieve within the period under the scope of this revision.

**TABLE 4: COST BREAKDOWN OF THE REVISION ONLY (USD)**

Focus area	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	
	Crisis response	Resilience building	Resilience building	Crisis response	
Transfers	204 625 697	(11 782 746)	(12 250 543)	31 709 861	<b>212 302 269</b>
Implementation	58 831 129	(3 381 440)	2 425 977	3 148 420	<b>61 024 085</b>
Adjusted direct support costs					<b>22 787 094</b>
<b>Subtotal</b>					<b>296 113 448</b>
Indirect support costs (6.5 percent)					<b>18 895 411</b>
<b>Total</b>					<b>315 008 859</b>

**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	2 797 346 321	179 340 432	161 894 017	244 089 555	<b>3 382 670 325</b>
Implementation	316 818 914	27 117 376	40 419 033	17 966 310	<b>402 321 632</b>
Adjusted direct support costs	124 772 063	8 204 831	8 097 327	10 836 715	<b>151 910 935</b>
<b>Subtotal</b>	<b>3 238 937 297</b>	<b>214 662 639</b>	<b>210 410 377</b>	<b>272 892 579</b>	<b>3 936 902 892</b>
Indirect support costs (6.5 percent)	210 530 924	13 953 072	13 676 674	15 426 281	<b>253 586 951</b>
<b>Total</b>	<b>3 449 468 221</b>	<b>228 615 710</b>	<b>224 087 051</b>	<b>288 318 861</b>	<b>4 190 489 843</b>

## Acronyms

CBT	cash-based transfer
CSP	country strategic plan
IPC	Integrated Food Security Phase Classification
M23	Mouvement du 23 mars
PBWG	pregnant and breastfeeding women and girls
UNICEF	United Nations Children's Fund
UNSDCF	United Nations sustainable development cooperation framework