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Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 07-Apr-2025 | Report No: PIDIA01256

Public Disclosure Authorized

BASIC INFORMATION

A. Basic Project Data

Project Beneficiary(ies)	Region	Operation ID	Operation Name
Congo, Democratic Republic of	EASTERN AND SOUTHERN AFRICA	P508410	DRC Urban Flood Resilience Project
Financing Instrument	**Estimated Appraisal Date**	**Estimated Approval Date**	**Practice Area (Lead)**
Investment Project Financing (IPF)	02-Apr-2025	21-May-2025	Urban, Resilience and Land
Borrower(s)	**Implementing Agency**		
Ministry of Finance	Cellules Infrastructures		

Proposed Development Objective(s)

To strengthen climate and disaster risk management capacity in the Democratic Republic of Congo and reduce flood risks in selected cities.

Components

Institution Strengthening for Improved Disaster Risk Management
Resilient Infrastructure for Selected Cities
Project Management
Contingency Emergency Response

PROJECT FINANCING DATA (US$, Millions)

Maximizing Finance for Development

Is this an MFD-Enabling Project (MFD-EP)?	Yes
Is this project Private Capital Enabling (PCE)?	No

SUMMARY

Total Operation Cost	**200.00**
Total Financing	**200.00**
of which IBRD/IDA	**200.00**
Financing Gap	**0.00**

DETAILS

World Bank Group Financing

International Development Association (IDA)	200.00
IDA Credit	200.00

Environmental And Social Risk Classification

Substantial

Decision

The review did authorize the team to appraise and negotiate

Other Decision (as needed)

B. Introduction and Context

Country Context

1. **The Democratic Republic of Congo (DRC) faces persistent development challenges being exacerbated by disasters and climate change risks.** Despite vast natural resources, it ranks among the world's poorest nations, with a 2022 Human Development Index of 0.479 (179/191 countries). Poverty affects an estimated 73.5 percent of the population that live on less than US$2.15 per day in 2024,[1] with 40 percent facing chronic food insecurity,[2] driven by conflict, instability, weak governance, and environmental degradation.

2. **Climate-exacerbated flood[3] events cause significant damages and losses across DRC, especially in rapidly growing, unplanned cities.** Between November 2023 and January 2024, official estimates indicate that floods killed nearly 300 people and affected more than 2.2 million (60 percent children) across 18 of DRC's 26 provinces. Floods caused extensive damage, including destruction of homes, critical infrastructure (e.g., roads, electricity, and water supply systems), and agricultural land, estimated at US$1.31 billion in total.[4] In April-May 2024, floods hit areas bordering Lake Tanganyika and upstream of the Congo River Basin, from which the affected cities still have not recovered. In

[1] World Bank assessment.
[2] Integrated Food Security Phase Classification (IPC), DRC analysis, as of March 2025. https://www.ipcinfo.org/ipc-country-analysis/en/?country=COD.
[3] Climate change-exacerbated flooding refers to the intensification of flooding events as a direct consequence of climate change dynamics, including alterations in precipitation patterns, sea-level rise (in the case of DRC rising lake levels), and the increased frequency and intensity of flood events.
[4] World Bank, February 2024, "Global Rapid Post-Disaster Damage Estimation (GRADE) Report on DRC Floods, November 2023 to January 2024".

January 2024, Kinshasa experienced record flooding affecting at least six communes and over 79,000 people with an estimated US$96 million in direct damages. The same floods affected Tanganyika province, with an estimated US$60 million in direct damages to infrastructure; flood events continue to impact population and the economy as damages have not been repaired to date. Recurring floods, alongside weak healthcare and ongoing health crises, increase disease outbreaks.

3. **Fragility, conflict, and violence further hinder development in the country**, with insecurity in the East displacing 7.6 million people[5] by the end of 2025 and increasing instability nationwide. The 2021 Risk and Resilience Assessment (RRA)[6] identified governance challenges, competition over power, land and natural resources, and youth marginalization as the key drivers of fragility, conflict, and violence (FCV). Food insecurity affects 25.6 million people[7] despite the country's agricultural potential, due to water scarcity, conflict, and poor infrastructure. High transport costs—70 percent above the Sub-Saharan Africa average—and weak links hinder distribution of food and goods.[8]

4. **The escalation of the M23 offensive in North and South Kivu provinces since December 2024 has devastated an already vulnerable population.** As of March 2025, large areas of North and South Kivu, including the provincial capitals Goma and Bukavu, are under M23[9] control, prompting international reactions and renewed political efforts under the auspices of the East African Community and Southern African Development Community. Over 3,000 people were killed in the Goma battle alone and thousands were injured, rising forced displacement, human right violations including gender-based violence (GBV), and family separation, while the humanitarian response capacity is strained by funding cuts and evacuation of non-critical staff and institutional disruptions stifle the local economy. The militant activity is taking place in areas highly exposed to flood risk, compounding the vulnerability of the local population and economy.

5. **Floods worsen pre-existing social and economic tensions over land, property, and access to resources, complicating security in flood-prone regions.** This risk can amplify food crises wherein floods disrupt the harvesting and fishing seasons (IFRC, 2024).[10] In 2024, severe floods in the northwest of the country deepened both floods and conflict-induced displacement, straining resources and services. In the east, overlapping hazards, armed conflict events and a large youth population, amplify vulnerability, making targeted interventions in these areas critical.

6. **The Government of DRC (GoDRC) has limited fiscal space to address extreme flooding and has therefore requested urgent support from the World Bank for immediate emergency response and longer-term resilience building.** As such, resources from the Crisis Response Window (CRW) have been mobilized for this project. Climate projections anticipate the intensification of rainfall events in DRC, which along with poorly maintained and degraded infrastructure, could result in more loss of lives and assets due to flooding, worsening socio-economic conditions for DRC. Given the scale of the challenge, the complexity of the context, and the absorptive capacity challenges in the country, the World Bank has proposed to provide support in an incremental manner.

[5] United Nation Office of the Humanitarian Coordinator (UN OCHA) in the DRC. Press Release. February 27, 2025. https://www.unocha.org/publications/report/democratic-republic-congo/humanitarian-community-drc-calls-254-billion-provide-lifesaving-assistance-11-million-people-affected-crises.
[6] World Bank (2021). Democratic Republic of Congo Risk and Resilience Assessment (June 2021).
[7] Integrated Food Security Phase Classification (IPC), DRC analysis, as of March 2025. https://www.ipcinfo.org/ipc-country-analysis/en/?country=COD
[8] (World Bank, Forthcoming).
[9] The M23 is a group under United Nations (UN), European Union (EU) and United States (US) sanctions, driving growing international reactions (including UN Security Council resolution 2773).
[10] International Federation of Red Cross and Red Crescent Societies (IFRC). 2004.

7. **In the short to medium term, the DRC Urban Flood Resilience Project responds to the 2023-2024 rainy season disasters in targeted areas; in the medium to long term, it aims to strengthen infrastructure, capacities, and systems for a more resilient DRC that is better able to withstand climate and disaster shocks.** The project will achieve these objectives by (i) strengthening DRC's emergency preparedness capacity and its ability to respond to crises through institutional strengthening at national, provincial, and local levels, and the establishment of a disaster risk management (DRM) system; and by (ii) addressing urgent reconstruction and rehabilitation needs in cities severely impacted by the 2024 floods, in a manner that adapts to the current conflict situation. That is, the project will first focus on rehabilitation needs in the city-province of Kinshasa and in Kalemie (Tanganyika province), where the security situation is relatively stable and immediate interventions are deemed feasible. Once security stabilizes, the project will be restructured to allow investments in other priority cities, including in the South Kivu province. Priority cities for project interventions were selected, first, given the 2023-2024 rainy season impacts and ongoing flood and erosion risk; second, alignment with the Country Partnership Framework (CPF, FY22-26) and its focus on strengthening resilience to compounding risks in conflict-affected areas; third, given their potential to leverage implementation mechanisms that are in place under ongoing World Bank-financed projects; and fourth, due to strong institutional demand and ownership.[11]

Sectoral and Institutional Context

8. **DRC is highly vulnerable to natural hazards and climate-related events**. It ranks as the 21st most vulnerable and the 5th least prepared country per the latest Notre Dame Global Adaptation Initiative Country Index.[12] Hazards DRC face include volcanic activity (Mount Nyiragongo[13]), rainfall-triggered floods and landslides, droughts, earthquakes, and epidemics; with floods and landslides being the most prevalent. This, coupled with land degradation, population growth, internal displacement, and rapid urbanization, contributes to an escalating disaster risk, worsening poverty by disproportionately affecting low-income communities, small businesses, and the government.

9. **Climate risk worsens fragility in DRC, fueling poverty, conflict, displacement, and livelihood insecurity.** The eastern region is particularly prone to both natural hazards and violence, making it a critical area for targeted interventions. Rising climate shocks, such as floods, droughts, and extreme weather events, widen economic gaps, particularly in urban and conflict-affected regions where rapid population growth and unregulated resource extraction strain already limited infrastructure and services. Climate risks further deepen land disputes, poverty, and displacement, threatening social cohesion and resilience across communities.

10. **The impacts of climate change and natural hazards are increasingly severe in cities.** The urban population in DRC has reached 45 percent, with 1.5 million new residents annually. The lack of proper infrastructure such as drainage and waste management in rapidly expanding, risk-prone areas, along with the degradation of natural resources, increase the vulnerability of the built environment. More specifically:
    a. **Kinshasa,** a mega city with 17 million inhabitants, faces recurrent flooding due to heavy rain and flooding of the Congo River (and its tributaries). Shifting rainfall patterns linked to climate change contribute to higher river levels, while inadequate land use and building controls, insufficient and/or obsolete drainage infrastructure, widespread

[11] The scope of the project was discussed and agreed with the Government during a stakeholder engagement workshop organized by the Ministry of Interior on November 4, 2024, which was attended by representatives of all relevant line ministries and provincial governments. Interventions at the national level and in the proposed provinces were prioritized during the workshop. Urgent needs and strong provincial government demand were confirmed during subsequent missions to Kinshasa in November 2024 and to Kalemie in January 2025.
[12] University of Notre Dame, Notre Dame Global Adaptation Initiative, Country Rankings, Scores for 2022.
[13] One of the world's largest active volcanoes.

encroachment and waste blockages worsen flood impacts. The city produces over 10,000 tonnes of waste daily, 98 percent of which is dumped openly, clogging drains, if existent, and interrupting the flow of water, causing floods, environmental and health issues.

b. **Kalemie** is a city of strategic importance, with 300,000 inhabitants by Lake Tanganyika, as it functions as a crucial port city and maintains significant connections through air and rail to major urban centers such as Lubumbashi and Kananga. The city's harbor is pivotal in managing a share of the DRC's imports from Dar es Salaam, Tanzania. The local economy is bolstered by agriculture and mining, with an emphasis on copper, cobalt, gold, and tin extraction. Additionally, Kalemie supports a modest commercial fishing industry and light manufacturing, including cement production and food processing. However, faces recurrent and extreme seasonal flooding due to rising lake levels and heavy rainfall. The rising lake waters affect primarily the quarters north and south of the Lukuga river outlet. Low-lying, densely populated areas lack adequate protection against lake levels. During high rainfall, Kalemie's network of existing urban streams (e.g., Kituku) struggle with drainage due to elevated lake levels and bottlenecks like insufficient capacity, and waste, leading to community flooding.

11. **The DRM system in DRC is fragmented with over 40 Ministries, Departments, and Agencies (MDAs) involved in emergency preparedness and response (EP&R) without clear roles and overlapping mandates.** According to the assessments conducted by the United Nations (UN) and GoDRC, the DRM sector faces several critical regulatory, institutional, and operational gaps that hinder effective risk management. [14] The identified gaps include weak institutional coordination, insufficient financial resources, inadequate EWS, poor urban planning, and a lack of community engagement around disaster risk reduction (DRR). The assessments contributed to development of a Disaster Risk Reduction Strategy and Action Plan (2024) which is the first national strategy in the country.[15] Apart from the draft Strategy, however, there is no adopted DRM Law or Policy that regulates the sector at the national level. The Ministry of Interior, Security, Decentralization and Traditional Affairs (MoI), under which lies Civil Protection, has the mandate for coordination in emergency response and chairs the national DRM platform. The platform is intended to be a mechanism for improved coordination across MDAs, but there is a need to better define its mandate as well as the roles of the participating MDAs. Mettelsat, under the Ministry of Transport, has the responsibility for the Flood Early Warning System (EWS). It produces regular forecasts using global climate models downsized to the national contexts, but its geographical coverage and coordination capacity need to be strengthened.[16] At the provincial level, flood forecasts for Kinshasa are generated but not effectively used; in Kalemie no flood forecasts are developed and there are no warnings for rising lake levels. MoI/Civil Protection coordinate emergency response and the development of damage assessments along with Humanitarian Affairs. However, damage assessments focus on the number of persons affected and lack infrastructure information or estimated costs of damages. At the national and provincial level there is an urgent need for deep capacity strengthening across MDAs, which accounts for the Government's current over-reliance on non-state actors (e.g., IFRC, UN agencies and nongovernmental organizations (NGOs)).

12. **Urban local governments have limited fiscal resources, as well as weak mandates and capacity to provide adequate flood management infrastructure and strengthen emergency preparedness.** While cities are mandated to provide critical resilient infrastructure and services such as drainage and waste management, there is limited clarity on the responsibilities of urban local governments. Many central government agencies are still involved in the provision of

[14] UN conducted an assessment of DRM sector as part of the development of the Disaster Risk Reduction Strategy and Action Plan (2024). The government conducted an assessment of the DRM sector in 2024 under the Kin Elenda (P141171) project.
[15] The strategy has been validated by the relevant sector ministries and is pending formal approval by the Council of Ministers.
[16] Under the Global Environment Facility's Least Developed Countries Fund, the World Bank supported Mettelsat in strengthening its capacity through the *Strengthening Hydro-Meteorological and Climate Services Project (P159217)*, which closed in January 2023. The project (i) improved quality of hydrometeorological and climate services; (ii) improved operational observations, forecast, and modeling capacities; and (iii) improved delivery and access to hydromet and climate services.

flood management infrastructure at local levels. For example, the responsibilities for provision and maintenance of urban drainage infrastructure are divided across multiple national and provincial level agencies that are poorly coordinated and lack financing. The Ministry of Infrastructure and Public Works (MITP) is mandated to manage urban road and drainage networks through its Urban Roads and Drainage Office (*Office des Voiries et Drainages* – OVD); the Waterways Authority (*Regies des Voies Fluviales – RVF*) manages the rivers and lakes, including monitoring river and lake levels; and the Ministry of Urbanism and Housing is responsible for overall urban development. This fragmentation resulted in limited fiscal resources for local governments to finance and maintain urban flood management infrastructure and establish emergency preparedness systems. Moreover, risk-informed spatial planning and enforcement, typically a local government responsibility, is not practiced across urban areas in DRC, hindering flood risk prevention and resilience. This is partially because of the lack of an integrated system for risk information collection and assessment in the country.

13. **Research shows significant gender gaps in DRM systems in DRC.** Women, in general, face heightened vulnerability to disasters due to structural inequalities such as limited decision-making power, reduced access to financial resources, and social norms that restrict their participation in both disaster preparedness and recovery efforts. Women are also disproportionately impacted during and after disasters, with studies showing that they are 14 times more likely than men to die in a disaster due to factors like restricted mobility, caregiving responsibilities, and limited access to vital information (World Bank, 2021).[17] Female-headed households (FHHs) face even greater challenges. These households are often more vulnerable because they have limited resources, both financially and socially. The absence of a gender-sensitive approach in the dissemination of emergency warnings exacerbates their risk. For example, meteorological reports are often not translated into simple, actionable messages for the community, and communication methods often overlook the high illiteracy rates among women and girls. Gender-based violence (GBV) and their limited involvement in decision-making processes further compound their vulnerabilities during and after disasters. Additionally, weak gender-responsive policies and inadequate contingency planning worsen the specific issues faced by women and children in disaster contexts.

14. **This proposed Urban Flood Resilience project aims to strengthen the resilience of targeted cities in DRC and build national, local and community capacity to prepare for and better manage climatic risks.** The project will support the building blocks for a comprehensive DRM system and rehabilitation and reconstruction of critical flood management infrastructure, including roads, drainage, and flood control infrastructure. The project builds upon the continuous support from the World Bank on strengthening urban resilience through the Urban Development Project (P129713), which closed in 2021, and the ongoing Kinshasa Multisector Development and Urban Resilience Project ("Kin Elenda", P171141) and Kananga Emergency Urban Resilience Project ("PURUK", P179292). In particular, the Kin Elenda project has strengthened urban resilience regulatory frameworks, through development of the Urbanization Law, local spatial development plans, and DRM sector assessments[18]. Also, it supports provision of critical flood management infrastructures, such as drainage, riverbank restoration, and anti-erosion measures in selected vulnerable neighborhoods. The regulatory documents, technical studies, and environmental and social assessments completed under the Kin Elenda project effectively informed the identification of priority investments under the proposed project. The project will also replicate and scale up the solutions identified to reduce erosion and landslide risk under the PURUK. The project will include cleaning of waste in the drainage system in select areas, as well as community sensitization, and training, as blockage of drainage channels by uncollected waste prevents the flow of runoff and is a major cause of flooding in urban areas.

[17] Erman, Alvina Elisabeth; De Vries Robbe, Sophie Anne; Thies, Stephan Fabian; Kabir, Kayenat; Maruo, Mirai. *Gender Dimensions of Disaster Risk and Resilience: Existing Evidence (English).* Washington, D.C.: World Bank Group. http://documents.worldbank.org/curated/en/926731614372544454

[18] BRL Ingénierie, October 2024, « Structuration de la Gestion des Risques et Catastrophe (GRC) à Kinshasa ».

15. **This project is well aligned with the World Bank's Country Partnership Framework (CPF) for DRC[19] for FY22-26 (Report no. 168084-ZR), which was discussed by the Board on January 24, 2024.** The project is consistent with cross-cutting theme of "Climate and Environment" as well as the focus areas of (i) Strengthen stabilization efforts for reduced risk of conflict and violence; and (ii) Strengthen system for improved service delivery and human capital development. The project also aligns with the emphasis placed by the 2025 RRA Update under development on the interplay between climate change and FCV, including climate vulnerability as a key driver of fragility. The project is aligned with the Paris Agreement on both climate mitigation and adaptation (see Technical Appraisal and Annex 2).

16. **The project is aligned with the Strategic Objective 6: Engage Women as Leaders of the new World Bank Gender Strategy (2024-2030),[20]** particularly Outcome 6: Advance women's participation, decision-making and leadership, with a focus on enhancing women's role in climate action. The project is consistent with this outcome as the project will strengthen regulatory instruments, such as the DRM Law, policies, with a focus on enhancing women's roles in climate action and DRM decision-making. Involving women in early warning systems (EWS) significantly improves the reach and effectiveness of disaster communication. Women are often well-connected to various social networks and typically use communication strategies that are tailored to the unique needs, practices, and concerns of other women. This ensures that the information is more accessible and relevant to the community. By integrating gender-specific perspectives, women can help shape actions that address the specific needs of different groups. Additionally, capacity-building initiatives designed specifically for women will better equip them to actively participate in emergency response efforts and resilience planning (World Bank, 2021).[21]

17. **The project aligns with the World Bank's Africa Strategy and the Next Generation Africa Climate Business Plan (2020) by promoting resilient green cities, increasing access to resilient infrastructure, including climate-resilient roads and drainage in cities.** In addition, the World Bank regional priorities are supported by (i) integrating gender considerations and women's empowerment across components as well as through dedicated activities; and (ii) improving the socioeconomic resilience to climate change and disaster risk by reducing potential impacts of extreme events and promoting preparedness, including citizen engagement and awareness.

C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

To strengthen climate and disaster risk management capacity in the Democratic Republic of Congo and reduce flood risks in selected cities.

Key Results

[19] Country Partnership Framework, FY22-26. World Bank. January 2024. https://documents1.worldbank.org/curated/en/214221646062568502/pdf/Congo-Democratic-Republic-of-Country-Partnership-Framework-for-the-Period-FY22-26.pdf.

20 The World Bank (2024) "World Bank Gender Strategy 2024-2030: Accelerate Gender Equality for a Sustainable, Resilient and Exclusive Future," 11 March. Available at: https://www.worldbank.org/en/topic/gender/brief/gender-strategy-update-2024-30-accelerating-equality-and-empowerment-for-all/

[21] Erman et al. *Gender Dimensions of Disaster Risk and Resilience: Existing Evidence (English).* Washington, D.C.: World Bank Group. http://documents.worldbank.org/curated/en/926731614372544454

B. Theory of Change and PDO Indicators

18. **The achievement of the PDO will be monitored and measured through the following PDO-level indicators:**
    a. Improvement of regulatory and institutional framework for DRM at national, provincial and local levels, as defined in number of key policy and operational instruments developed under the project
    b. People benefiting from climate-resilient infrastructure (Corporate Results Indicator, Climate Indicator, number, disaggregated by gender and youth)
    c. People benefitting from flood early warning and information services (disaggregated by gender)

The project aims to achieve two medium-term outcomes toward the longer-term objective of sustainable and resilient cities in the DRC to address climate change: (i) strengthened climate and DRM capacity in DRC; and (ii) reduced flood risks in selected cities. To achieve these outcomes, activities under Component 1 will support the GoDRC in development of key policy and operational instruments, including DRM Law and DRM Policy, and emergency plans, which will provide clarity on the roles and responsibilities for the MDAs involved in DRM to ensure better coordination and action across sectors at national, provincial, and local levels. The process of developing these instruments will be participatory and would involve bringing together key stakeholders, including the private sector, academia and the civil society, which would contribute to building MOI's capacity to coordinate and strategize with key stakeholders around DRM. Activities under Component 2 focus on the rehabilitation of climate-resilient infrastructure to mitigate flood and erosion risks and enhance urban resilience.

D. Project Description

19. **Component 1: Institutional Strengthening for Improved DRM at national, provincial, and local levels (US$30 million equivalent).** Planned investments were informed by a DRM system assessment conducted through the Kin Elenda project (P171141) and the Disaster Risk Reduction Strategy developed with support from the UN. Activities under this component will be also participatory, FCV-sensitive[22] and gender-informed with targeted actions to engage the community.

    a. *Sub-component 1.1 – Strengthening DRM system at the national level* will finance, *inter alia*, (i) strengthening of the national regulatory framework for DRM, through support to Government in the preparation of the DRM Law, DRM Policy, and subsequent operationalization plans such as the National Integrated Emergency Management Plan[23] and a Business Continuity Plan that could be adopted by multiple national agencies; (ii) strengthening of DRM education, including curriculum development, customized training and capacity building for academia, institutions and practitioners; (iii) strengthening of existing EWSs at the national level; and (iv) development of risk information tools, including conflict-informed hazard maps, and a data-sharing platform. This component will also finance the strengthening of the institutional and project management capacity within the MoI, including the provision of consultants based at the ministry.

    b. *Sub-component 1.2– Capacity building at the provincial and local levels* will finance (i) development of local operational plans, such as emergency contingency plans, shelter management plans, and community engagement and social facilitation strategies that incorporate actions to reduce risk of GBV; (ii) development of local-level flood EWSs that are equipped with instrumentation to measure river and lake levels, flood forecasts, and customized emergency communication to men and women; (iii) training on disaster preparedness measures and damage

[22] FCV sensitivity refers to the approach of designing and implementing programs and projects that are mindful of the unique challenges and risks associated with fragility, conflict, and violence. This involves ensuring that the flood early warning systems are tailored to address the specific needs and vulnerabilities of vulnerable populations, and designed in a way that does not exacerbate any existing tension.
[23] The plan and exercises would include differentiated FCV conditions with specific attention to South Kivu.

impact assessments.[24] The project will also finance improvements urban resilience systems, including (i) development of urban watershed management plans and drainage master plans; and (ii) technical assistance and equipment for operations and maintenance (O&M) tools for flood risk infrastructure. The activities will focus, at first, on Kinshasa and Tanganyika provinces and expand gradually to other provinces.

20. **Component 2: Resilient Infrastructure for Selected Cities (US$150 million equivalent).** This component will finance investments in strengthening flood management infrastructure in the selected cities to reduce (i) stream flooding, erosion and the destructive landslides that often accompany it; and (ii) lake flooding and erosion along Lake Tanganyika. Infrastructure investments will promote the use of nature-based solutions (NBS) to build resilience to the risks of flooding, landslides, erosion, and climate change overall, which will in turn help build resilience for the local economy and livelihoods. Investments will be informed by (i) climate projections over a multi-decadal period; (ii) consultation with local stakeholders to be inclusive and strengthen communities' capacity to cope with and adapt to the hazards they face; and (iii) security and FCV risk assessments for the cities in the East. Activities to enhance maintenance of drainage systems will also be supported to reduce urban flooding driven by uncollected and poorly managed waste in drains and waterways.

    a. *Sub-component 2.1 – Emergency Reconstruction and Rehabilitation of Critical Infrastructure* will finance short-term measures to respond to damages caused by the floods and to mitigate the risk of flooding in the near term. Investments under this sub-component were selected based on criteria of impact of 2023/2024 rainy season, urgency for flood preparedness, readiness for early implementation, and security stability as described in the Technical Appraisal section. Investments have been preliminary identified in Kinshasa and Kalemie where the security conditions are deemed relatively stable at the time of Appraisal; they include (i) emergency pumping to mitigate the gap in terms of drainage infrastructures; (ii) rehabilitation of roads and drainage networks in select flood-prone neighborhoods; and (iii) O&M of drainage across prioritized areas. This would include manual cleaning of waste accumulated in drainage and small channels before rainy seasons, through Labor-Intensive Public Works (LIPW) approaches to create jobs within the targeted neighborhoods. It will also include behavioral change campaigns and community sensitization to minimize accumulation of waste in drainage and small channels in the future. Activities under this sub-component will utilize emergency procurement procedures.

    b. *Sub-component 2.2 – Rehabilitation of Flood Risk Reduction Infrastructure* will finance medium-to-long term measures to strengthen existing green and gray infrastructure to reduce socioeconomic impacts of flooding on the population and prevent damage to critical infrastructure. The investments will be selected and designed based on comprehensive technical studies that will identify long-term solutions to address root-causes of flooding in Kinshasa and Kalemie. Investments include, *inter alia:* (i) riverbank restoration; (ii) rehabilitation of lakeshore protection; and (iii) upstream catchment restoration and erosion control measures to attenuate peak flows and stabilization of ravines in densely populated areas.

    c. *Sub-component 2.3 – Strategic Studies for Flood Risk Management Investments* will finance, *inter alia*: feasibility and technical studies to prepare future investments for flood and erosion risk management. These studies will help other flood-prone cities, such as those along Lake Tanganyika and Lake Kivu, to replicate and scale up investments in flood management in the future.

[24] Methodologies should be developed which draw on WB studies on disaster impacts in conflict settings that account for asset losses and well-being as it impacts household resilience (see Unbreakable paper, Nigeria, and Economic impact in conflict settings: case study of Nigeria and Mozambique.[25] The date and more details are to be added once published.

d. Sub-component 2.4 – *Social measures* will finance potential compensations for resettlements associated with investment activities in Kinshasa and Kalemie.

21. **Component 3: Project Management (US$20 million equivalent).** This component aims to support the incremental project management costs for the Project Management Unit (PMU) within the MITP and the Technical Unit, within the MoI, and the Provincial Project Execution Units (PPEUs) in Kinshasa and Kalemie. It will cover costs, such as consultant costs, audit costs, implementation of the Environmental and Social Framework (ESF) (excluding activities under sub-component 2.4), Monitoring and Evaluation (M&E) (including gender-disaggregated data), security risk assessments, security risk management plan, and impact assessments to inform future activities and investments, stakeholder engagement, communication and knowledge exchange.

22. **Component 4: Contingency Emergency Response (US$0)** will provide an immediate response to an eligible crisis or emergency by financing the implementation of emergency infrastructure rehabilitation and reconstruction. Resources will be allocated to this component as needed during implementation. A Contingency Emergency Response Component (CERC) Operations Manual will be prepared by the Government of DRC and will provide detailed guidelines and instructions on triggering the CERC and use of funds (including activation criteria, eligible expenditures, and specific implementation arrangements, as well as required staffing for the Coordinating Authority).

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	Yes
Projects in Disputed Area OP 7.60	No

Summary of Screening of Environmental and Social Risks and Impacts

47. **The environmental and social (E&S) risk is Substantial.** Component 2 involves reconstruction and rehabilitation activities that present substantial E&S risks. While information at this stage is limited in terms of the exact subproject siting, reconstruction or rehabilitation of existing infrastructure is envisaged for Subcomponent 2.1., including emergency pumping, rehabilitation of roads and drainage networks, operation and maintenance of drainage, and manual cleaning of waste accumulated in drainage and small channels. Subcomponent 2.2. activities consist of the rehabilitation of flood risk reduction infrastructure, including riverbank restoration; rehabilitation of lakeshore protection, such as retaining walls, and upstream catchment restoration and erosion control measures, and stabilization of ravines. The interventions will take place in densely populated urban areas (Kinshasa and Kalemie), which are distant from natural habitats and protected areas. Consequently, activities are not expected to pose significant risks to biodiversity, though appropriate measures will be considered to protect riparian and ecosystems. There are no Indigenous peoples affected by these activities in the targeted sites. Economic and physical displacement will be avoided to the extent possible but where not feasible, Resettlement Action Plans (RAP) and/or Livelihood Restoration Plans (LRP) will be prepared to address the risk. Other social risks include (i) the risk of exclusion of certain groups, particularly vulnerable populations, along with (ii) the risk of elite capture of project benefits, particularly those related to capacity building and training activities. There are also (iii) community health and safety risks, particularly resulting from civil works, which may present risks associated with the influx of labor into some of the benefiting urban areas. They include the spread of communicable diseases, potential intensification of latent social conflicts, labor issues, and increments in the levels of sexual exploitation and abuse/ sexual harassment (SEA/SH) within and around work fronts, among

others. These risks, however, are not expected to exceed the Substantial risk level. Feasibility and technical studies to prepare future investments for flood risk management and improve urban resilience, including urban watershed management plans, may have downstream E&S effects if the investments are carried out, so they will be managed accordingly.

48. **Emergency pumping and the reconstruction or rehabilitation of roads and drainage channels pose several environmental and safety risks.** These include soil and water pollution from sedimentation and improper disposal of construction debris, which can degrade water bodies and disrupt drainage systems. Poor waste management during construction may obstruct drainage channels, increasing flood risks. Vegetation clearing can impact local biodiversity and road safety. Rehabilitation of retention walls may cause localized air and noise pollution from heavy machinery, affecting workers and nearby communities. Temporary water diversion during construction can alter water flow patterns, leading to unintended erosion and sedimentation. The lack of waste infrastructure in DRC necessitates tailored ad hoc waste management solutions. Construction sites also pose Occupational Health and Safety (OHS) risks, particularly to workers and children, due to open excavations and construction equipment.

49. **E&S risks are manageable through the implementation of standard mitigation measures.** To safeguard public safety, construction sites will be secured with fencing, clearly marked with signage, and supported by public awareness campaigns focused on SEA/GBV and OHS. Workers will receive training in OHS, and personal protective equipment (PPE) will be provided. Building on the security risk assessment prepared for and the STAR-Est project (P175834), Security Management Plans will be developed to provide a framework for tracking and managing evolving security risks to the project over time. To effectively manage the identified E&S risks, the Project is preparing a Scoping Study for a subsequent Environmental and Social Impact Assessment (ESIA) focused on flood management subprojects. For the reconstruction or rehabilitation subprojects such as roads, the PIM will include a screening tool to determine the need for an ESIA or ESMP. For the rehabilitation and reconstruction of drainage channels and manual waste collection, standardized E&S Mitigation Matrices have been developed by the project—one for each type of intervention—which will be later tailored and adapted to each project area or construction site as part of the contractor's Environmental and Social Management Plan (C-ESMP). If the project determines the need to build a landfill as the solution for waste disposal, an ESIA will be prepared. Additionally, a Stakeholder Engagement Plan (SEP) will be developed for effective communication and involvement of all relevant parties. The SEP, Environmental and Social Commitment Plan (ESCP), the draft Scoping Study, and the first draft of E&S Matrices will be disclosed prior to Appraisal.[25] The PIM will include procedures for addressing grievances through an accessible and responsive GRM, ensuring that grievances are addressed in a timely and transparent manner.

50. While challenges persist, the PMU has experience managing projects of this nature as well as applying the ESF, as indicated by their involvement in the Kin Elenda project (P171141), which includes complex urban infrastructure and resilience components.

E. Implementation

Institutional and Implementation Arrangements

23. **The project will have a streamlined implementation model drawing from existing successful models in DRC.** A National Steering Committee (NSC), chaired by the Ministry of the Interior, Security, Decentralization and Traditional Affairs (MoI), will oversee the decision-making process across sector and provincial agencies, and coordinate activities within the project framework. The implementation team will include (i) a PMU in the MITP, which would execute the

[25] The date and more details are to be added once published.

project and manage Component 2; (ii) a Technical Unit in the MoI to provide technical advice on the activities for Component 1; and (iii) PPEUs, under the PMU, to support activities under Components 1 and 2 at the provincial and city levels. A Collaboration Agreement will be reviewed by concerned ministries and agencies and signed between MoI and the MITP before project effectiveness, defining the roles and responsibilities of stakeholders under the project.

24. **The NSC will oversee project implementation at the national level.** It will be set up to oversee and strategically guide the project and ensure consistency with national strategies and regulations and coordination among the various stakeholders at the national level. This committee will be chaired by the MoI and comprise MITP, the Ministry of Finance, the Ministry of Urbanism and Housing, the Ministry of Social Affairs and Humanitarian Action, the Ministry of Environment and Sustainable Development, the Ministry of Land Affairs, and representatives from provincial governments. They will meet at least once every 6 months to perform a strategic review of project progress reports, reviewing yearly reports and annual work plans and budgets, and to provide oversight and support for effective project implementation. In addition to the NSC, two Provincial steering committees (PSCs) will be established to oversee project implementation in Kinshasa and Kalemie, and to submit bi-annual progress reports to the NSC. The PSCs will be chaired by governors, comprising representatives from provincial ministries, municipalities, and other local stakeholders.

25. **Overall implementation responsibility will be vested with a PMU within the Cellule Infrastructures (CI), which is under the MITP.** The PMU within CI will assume overall implementation and reporting responsibility and will have the project fiduciary (procurement and financial management), and Environmental and Social Standards (ESS) responsibility. It will also consolidate required project management, technical, and results reports for transmission to the World Bank. It will be responsible for the external audits of the project and the overall internal audit function for the CI itself, as well as project activities managed by MoI. The PMU team, entirely dedicated to the project, will comprise the coordinator of CI, a project manager for component 2, fiduciary staff, DRM specialists, civil engineers, a M&E specialist, environmental and social experts, and a communication specialist. It will be partially staffed during project preparation, with some functions pooled with CI units managing other projects and further strengthened into a dedicated PMU after project effectiveness. The procurement processes for recruitment of the PMU staff will be launched before the project's effectiveness. The CI will also be responsible for implementing infrastructure investment activities under Component 2, building upon its experience and satisfactory performance in managing large-scale investment projects financed by the World Bank and other development partners, including the Kin Elenda project. The CI possesses the required knowledge of World Bank procedures, experience, and skills to implement and coordinate the project in coordination with relevant government offices (e.g., OVD).

26. **At the national level, a Technical Unit will be set up in MoI to provide technical advice related to institutional strengthening activities under Component 1.** MoI will provide technical inputs and coordinate with relevant stakeholders on strengthening DRM system and local capacity building activities, including international development partners, other national agencies, cities/governors, and PPEUs. The MoI Technical Unit will recruit a project manager, a team for DRM and project management, an administrative assistant, and a communication specialist to strengthen its technical and operational capacity. Since MoI lacks experience in implementing Bank-financed projects, it will benefit from technical assistance activities aimed at strengthening its fiduciary and project management capacity, including provision of fiduciary training courses. This will enable MoI to take on a more prominent role in the implementation of future DRM interventions.

27. **At the provincial level, PPEUs will be set up in the Kinshasa and Tanganyika provinces.** The PPEUs, which will be established under the PMU, will function as the provincial focal points, coordinating with the PMU on implementation

of infrastructure investments in the provinces and providing onsite coordination to the MoI Technical Unit for DRM institutional strengthen activities under Component 1. Establishing a PPEU in Kinshasa, in addition to PMU and Technical Unit based in Kinshasa, is consistent with the ongoing activities and arrangement under the Kin Elenda Project (P171141) in which a dedicated unit was created to support project implementation. The Kinshasa PPEU will therefore support the continued efforts to strengthen capacity of the provincial government, through providing technical supports to preparation and implementation of stakeholder consultations and technical studies for Kinshasa under Component 1 and Sub-Component 2.3. Until these PPEUs are set up and operational, the PMU will be responsible for engaging in regular dialogue with the authorities in the provinces to build their ownership of the program. The PPEUs will submit their progress reports to the PMU. Each PPEU will be staffed with a provincial unit manager who is a civil engineer and/or DRM expert, E&S specialists, and administrative assistant(s). Once the key staff is in place, local accountant(s) will be hired to build fiduciary capacity at the provincial level, while the fiduciary responsibility will remain with the PMU. In collaboration with the FCV team, the Project Implementation Manual (PIM) will set out PPEUs staffing levels and implementation procedures that adapt to the varying conflict and fragility landscape in each target city.

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